

Volume 19  
Number 9  
September 1984

1984 Conference and Awards Issue

# Virginia Town & City

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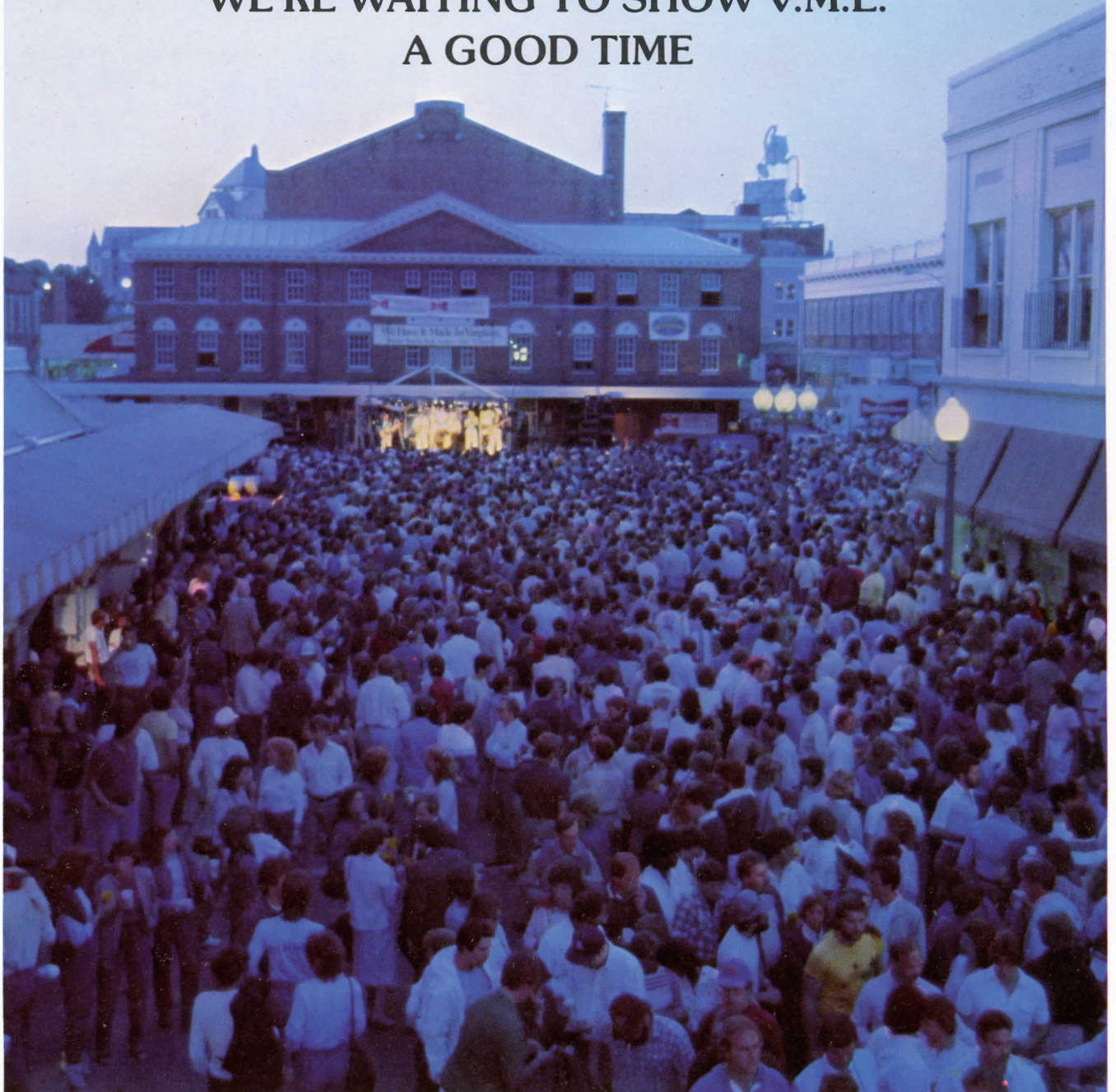
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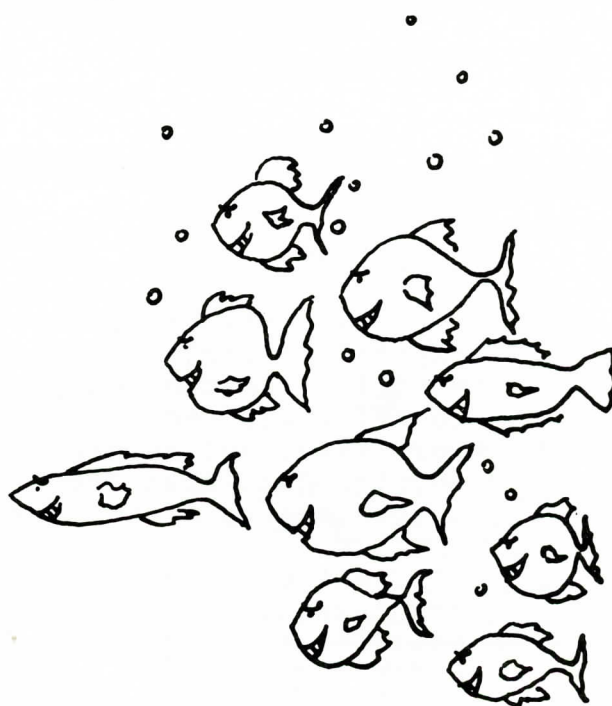
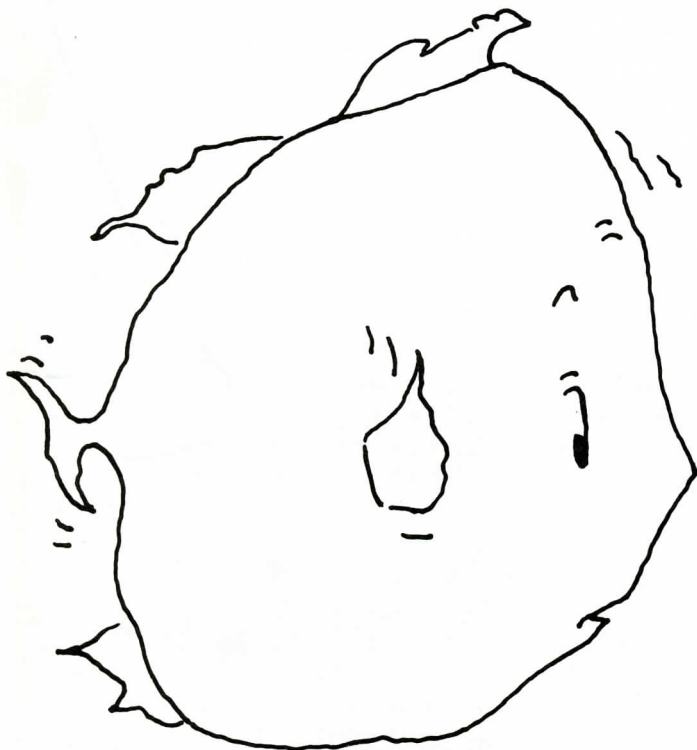
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# City of Richmond



ROY A. WEST  
MAYOR

RICHMOND, VIRGINIA 23219

## GREETINGS:

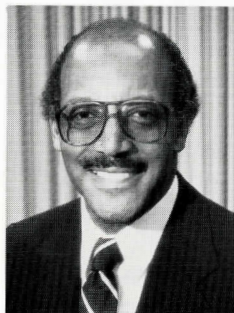
The City of Richmond is proud to welcome you to the capital of Virginia's commonwealth for the 1984 Virginia Municipal League conference. Not only have we planned to offer you the finest in gracious hospitality during your stay, but we are also eager to showcase the exciting developments that are transforming the capital city into a renaissance of excitement.

While you are enjoying the cordial surroundings of downtown Richmond, take the opportunity to explore the bustling activity that is occurring to revitalize downtown. Enjoy the science, art, and history museums which will stimulate your curiosity and offer fascinating dimensions of the art, heritage, and culture of our metropolitan community. Relive moments of Richmond's splendid past as you promenade through historic neighborhoods and commercial centers, such as Jackson Ward, Church Hill, or Shockoe Slip. Then, perch yourself on the observation deck of City Hall to gaze at some spectacular views of the heart of Richmond.

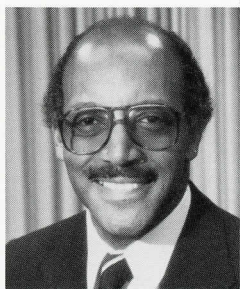
As Mayor of the City of Richmond, I consider it a privilege to offer you our most cordial greetings. I am sure that the 1984 conference will not only be productive and worthwhile, but will be the best ever!

Sincerely;

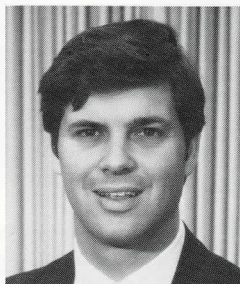
*Roy A. West*  
Roy A. West  
Mayor



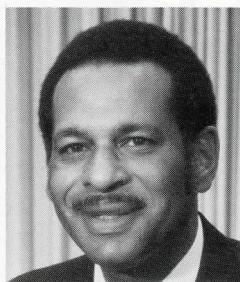




Roy A. West, Mayor



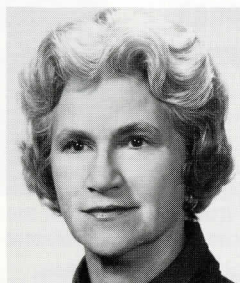
Andrew J. Gillespie,  
Vice Mayor



Walter T. Kenney



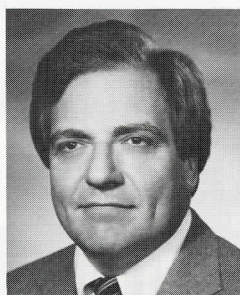
Carolyn C. Wake



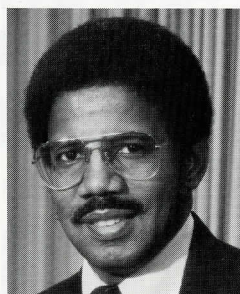
Geline B. Williams



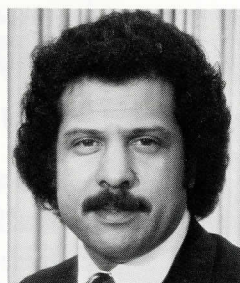
Claudette Black McDaniel



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**The City Council  
of  
The City of Richmond  
Welcomes the  
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Virginia  
Municipal League  
Conference**

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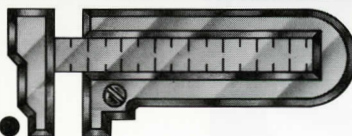


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They are, from left to right: Richard Madden, Senior Vice President; Lee Taylor, Investment Officer; Sue Bennett, Assistant Vice President, Public Finance; and Carroll Bruner, Senior Vice President, Cash Management.

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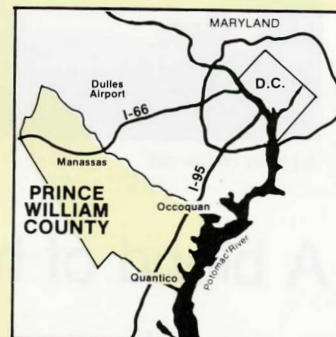
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A Town well-planned. Picture of the Clubhouse of the Herndon Municipal Golf Course.



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excitement and growth of the future.**



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## On the Cover

One of the most dramatic projects underway in downtown Richmond is construction of the Sixth Street Marketplace developed by renowned urban planner James Rouse. The glass-encased promenade depicted on our cover will feature 100 pushcarts, kiosks, restaurants and shops. *Artist rendering compliments of Richmond Renaissance.*

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- 11 The Riches of Richmond
- 12 Planning for Downtown Richmond
- 17 1984 VML Achievement Award Winners
  - Leesburg/Loudoun – An Innovative Approach to Annexation. . .18
  - Suffolk – A Landfill Agreement Incorporates Environmental Protection. . .20
  - Wise – Beating the Odds. . .22
  - Blacksburg – The Community Resource Officer Program. . .24
  - Newport News – Protecting the Public from Hazardous Materials. . .26
  - Newport News – Employee Assistance: Saving a Valuable Resource. . .28
  - Norfolk – Revitalizing Norfolk's Neighborhoods. . .30
  - Blacksburg – Working Together for Blacksburg's Transit. . .32
- 35 Minority Participation: A Priority in Richmond's Development
- 40 The President's Annual Report
  - The Financial Statement. . .42
  - The VML Executive Committee. . .44
  - VML's Insurance Program. . .45
- 47 JLARC Reports on Local Government
- 50 The Synergetic Environment of Downtown Richmond
- 57 Working Together: Richmond's Public and Private Sectors Develop an Industrial Site
- 60 Richmond Promotes a Revolution in Tourism
- 66 Airport Expansion, New Stadium Underscore Regional Cooperation

Graphic Design by Nancy Denton.





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# *The Riches of Richmond*

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***Richmond. The second most livable city in the nation . . . a captivating blend of old and new . . . a city in celebration of itself. Richmond is reveling in its rebirth.***

*By Jeannemarie Markow*

Richmond. The second most livable city in the nation, according to USA Today. Virginia's capital, in the heart of the mid-Atlantic, is conveniently located two hours from Washington, DC, and even closer to Williamsburg. Richmond enjoys direct access to both nearby mountains and shorelines.

Interstate highway systems, a major airport, rail and bus terminals make Richmond as easy to get to as the decision to come here. Nestled by the waters of the James River, Richmond offers something for everyone. Richmond is a striking panorama of office towers, theatres, museums and charming shopping and entertainment districts. A feeling of movement. Growth.

Richmond is a captivating blend of old and new. Hotel facilities range from turn-of-the-century elegance to explosively contemporary. Civic complexes are centrally located, providing versatility for conferences, conventions and trade shows. Richmond has a highly skilled workforce, one of the lowest unemployment rates in the country for a city its size and an abundance of professional services available for virtually any need.

Neighborhoods. They're beautiful, diverse, full service. They reflect the commitment of the local government to its people. Not only the center of state government, Richmond is the second leading corporate headquarters site in the South, home of the Fifth District Federal Reserve Bank and six "Fortune 500" companies.

Glitter. In the span of a year, two international film projects used Richmond as a primary location. Last year a major portion of the mini-series "Kennedy" was shot in Richmond, and this past summer, an HBO movie called "Finnegan, Begin Again," starring Mary Tyler Moore, was shot in Richmond.

Richmond is a city in celebration of itself. Seasonal festivals like June Jubilee draw tens of thousands to the inner

city, and a host of dazzling cultural and entertainment opportunities breathe spirit into a 200-year old legend. "Such is the Way to the Stars" is translated from the official seal. And so it is. Among Richmond's stellar attractions is the space theatre, with the world's first computer graphics planetarium.

Renaissance. Richmond is revelling in its rebirth. Creative redevelopment projects are changing the face of downtown Richmond. Ground has been broken for the spectacular \$325 million James Center. On 8.2 acres of downtown property, the CSX Resources project will include five office towers, two high-rise condominiums, a hotel and retail sales space. Project One, a public/private venture, is the centerpiece of downtown redevelopment and includes an office building, the Richmond Marriott, plans for a convention/exhibition hall complex, a second office building, retail sales space and the renovation of Blues Armory. Bridging the old and new and certainly one of the most dramatic projects of the city is development of the Sixth Street Marketplace. Developed by the renowned urban planner, James Rouse, the marketplace is scheduled to be completed in September 1985.

Connecting the Richmond Coliseum with the city's retail core, the glass-encased promenade will feature 100 kiosks, pushcarts, restaurants and shops. The walkway will stretch to the lovely old Loew's Theatre which has undergone a \$6 million renovation and is now the Virginia Center for the Performing Arts.

Experience Richmond. It's something you won't want to miss. A legend in its prime.

#### *About the Author*

*Jeannemarie Markow was media information specialist in the city manager's office. She recently resigned to go into private business.*



# Planning for Downtown Richmond





*By Charles T. Peters Jr.*

Today, construction activity is underway everywhere in downtown Richmond. A sense of excitement and optimism fills the air. Not only is the amount and scale of development increasing, but also a much greater diversity in types of private development is being seen. An important momentum is being established in downtown Richmond which if built upon properly can insure a healthy future for downtown and the city for many years to come.

Recognizing this, the city and many private citizens supported development of a downtown plan. The clearly stated intent of these groups was to identify a strategy that links all the present and future private initiatives together by timely public action.

Further, it was agreed that Richmond needs an agenda which establishes a sense of direction for downtown development and unifies all segments of the community in pursuing that agenda. The need exists to create a strong, diversified center for Richmond where people feel safe and secure, where they come for the finest shopping, entertainment and night life, a place sought after as a desirable place to live bringing a sense of pride to all residents of the area. The conditions are right for downtown Richmond to become one of the most attractive, healthiest center cities in the country. The Downtown Plan is intended to provide both the vision and the means for accomplishing these objectives.

In July 1983, work began on development of a sound, practical plan. It was intended to be visionary, but not overly optimistic. In recognition of this intent, a planning process was designed which produced, one year later, a downtown plan representing a consensus of the community concerning its future.

The technical work has been done primarily by the city's own planning staff who have an intimate knowledge not only of the growth dynamics of downtown, but also of the people whose job it will be to implement the plan. The work was guided and reviewed regularly by a team of national experts as good as could be put together anywhere. The prime consultants, Zuchelli, Hunter & Associates, economic planners out of Annapolis, MD, and Wallace, Roberts &

Todd, urban designers out of Philadelphia, brought a wealth of state-of-the-art national experience to the process. JHK & Associates, transportation planners out of Alexandria, VA, provided specialized transportation expertise. Dominion Research Corp. of Richmond and Baltimore provided an extensive consumer survey which assured that the plan is grounded on factual assessment of consumer preferences and that it provides the improvements desired by those who will patronize downtown.

Input from the Downtown Advisory Group, which worked with the professional staff through the 12-month process of formulating the plan, was crucial. The 100 citizens of this group live in all parts of the metropolitan area and represent nearly every segment of the community. Committees of the group reflected an appropriate emphasis on the business community as indicated by their areas of responsibility: commercial, residential, transportation and parking, amenities (arts, entertainment, tourism), public relations, implementation and finance. The committees proved to be a tremendously creative resource, subjecting the staff's recommendations to the most critical scrutiny while providing many innovative ideas of their own.

Over the course of the past year the staff attended more than 100 meetings with various neighborhood, business and civic associations. In May, a summary of the Draft Downtown Plan was produced as a four-page supplement in a local newspaper.

As a result of this unprecedented effort to involve and inform all segments of the community, we believe we have achieved the objectives established at the beginning of the process. The plan sets forth an agenda for private and public action for both the remainder of this decade and the century. It is an agenda that ensures market conditions will be established to increase the pace of downtown improvement to a greater level than in any other period in the city's history. It is also an agenda that the community understands and is willing to endorse.

During the coming months, the Downtown Plan will be subjected to intense scrutiny by the city planning commission and city council as the work of citizens, staff and consultants is considered for adoption as official city policy. Those hundreds of us who have been involved during the past 12 months look forward to this fall when our work will culminate in adoption of the Downtown Plan, and with it the setting in motion of an agenda to ensure that Richmonders will very soon be proud to have one of the most appealing center cities in the country.

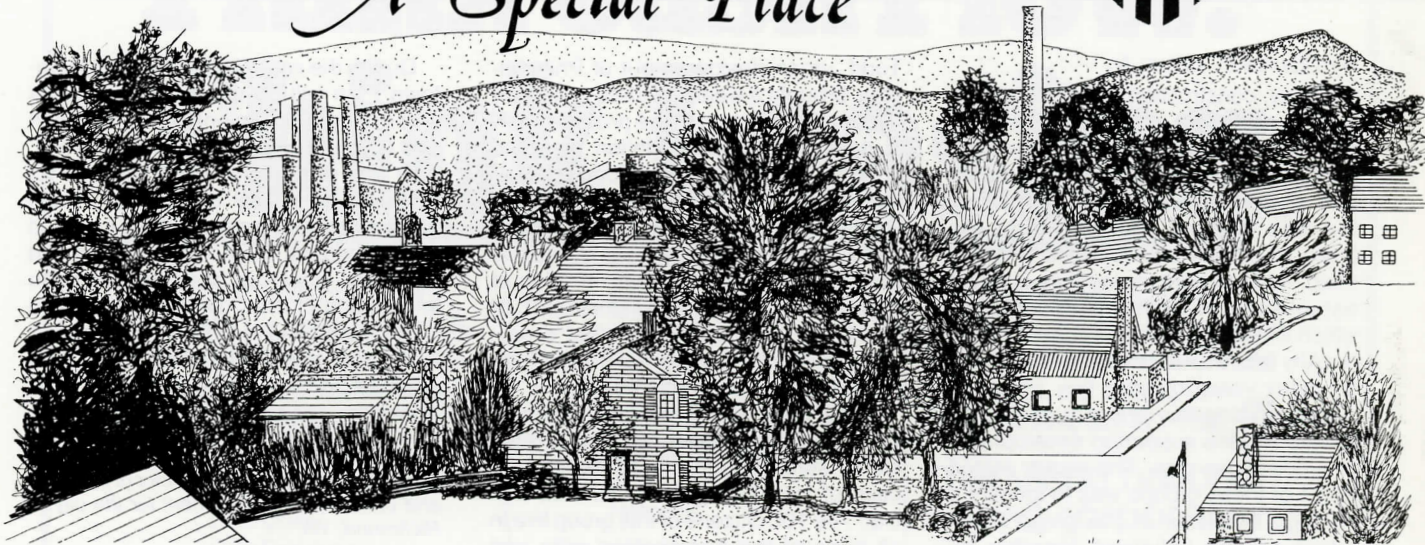
*About the Author*

*Charles T. Peters Jr. is director of planning and community development for the city of Richmond, VA.*



# Blacksburg...

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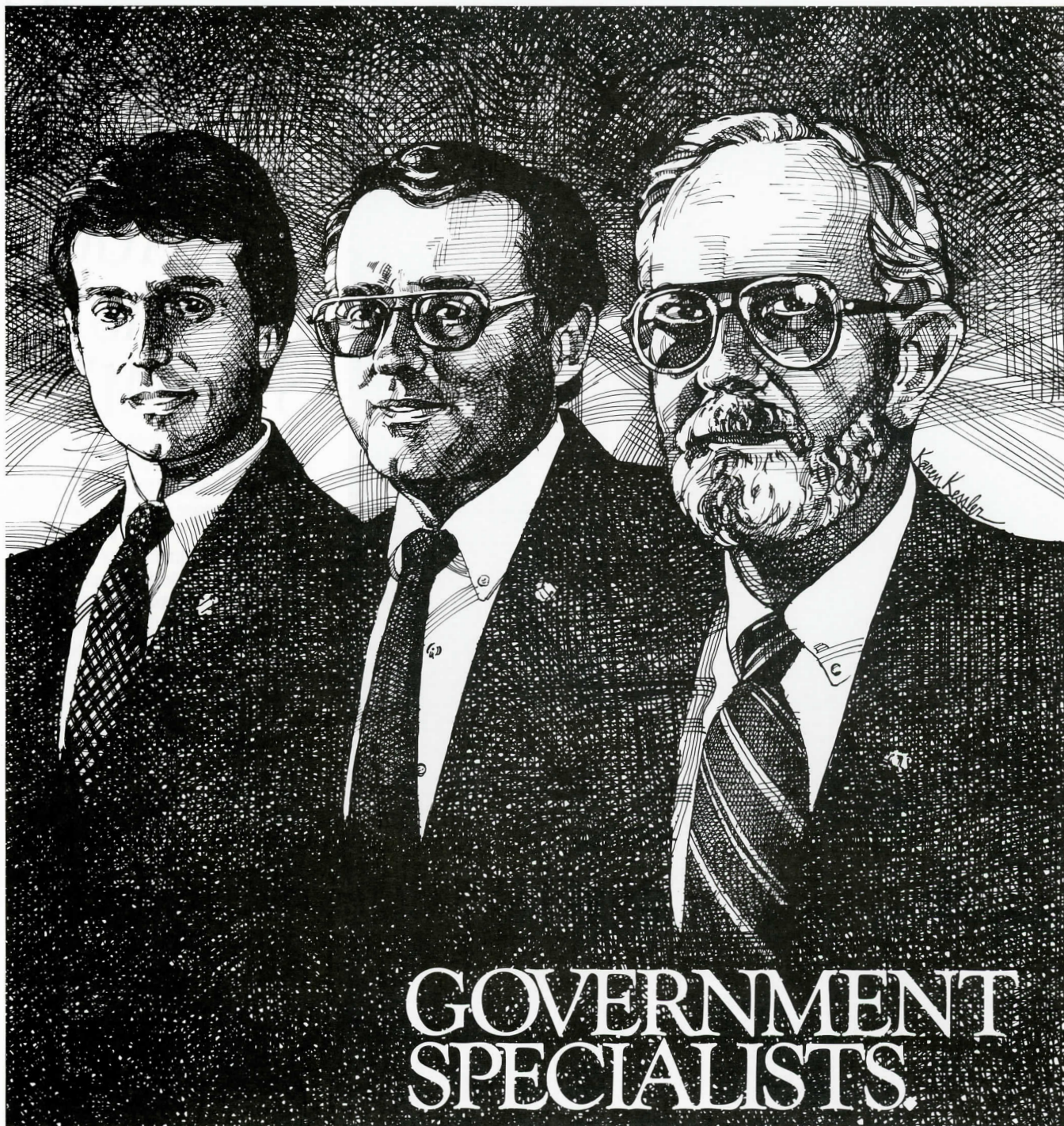
"We look for three things in a backhoe's hydraulic system," says Peter Caldwell, general manager of the Bangor Water District in Bangor, Maine. "Speed, for when we're in a situation where production is important. Power for digging in frost and rock. And, just as important — sensitivity. When we're digging around services that are already in place, it is important for the operator to be able to feel if he snags a pipe or wire. The 410B stands up well against all three measures.

"The cab in the 410B is superior to anything I've seen. First, it's very easy to get in and out of. The curved glass allows for excellent visibility. And having the gauges laid out on the side makes it easy for the operator to check them regularly, whether he's operating the loader or the hoe. I also like the key locks for vandal protection. There are no padlocks to lose... none to replace. We're all well-pleased with our 410B."

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# 1984 VML ACHIEVEMENT AWARD WINNERS

Cities/Counties	Towns
<div><div>Effective Government</div><div>Loudoun County</div><div>For their annexation accord which features a unique town/county relationship.</div></div>	
<div><div>Environmental Quality</div><div>Suffolk</div><div>For the city's landfill agreement which incorporates a unique environmental protection plan.</div></div>	
<div><div>Public Safety</div><div>Newport News</div><div>For Newport News' Hazmat Team, a leader in its field, and a tie between Blacksburg's Community Resource Officer Program, making strides without exorbitant costs or excessive personnel, and Wise, for its aggressive substance abuse program.</div></div>	
<div><div>Human Development</div><div>Newport News</div><div>For its Employee Assistance Program which serves to save a most valuable resource.</div></div>	
<div><div>Community Development</div><div>Norfolk</div><div>For its Occupancy Permit Program, successfully revitalizing the city's neighborhoods.</div></div>	
<div><div>Transportation</div><div>Blacksburg</div><div>For Blacksburg Transit, a unique and successful venture in public transportation.</div></div>	



# An Innovative Approach to Annexation

While the traditional annexation process of adversarial litigation in Virginia has often resulted in ill feelings, the Leesburg/Loudoun County annexation accord concluded in 1983 inaugurated a new spirit of cooperation, trust and good will between the county and town. County and town transcended their differences and developed a cooperative, innovative solution to long-standing issues of growth, provision of governmental services and city transition, and in the process an alternative statutory structure for town/county relations was created.

In the spring of 1982, Leesburg Town Council saw annexation as the only solution to a number of town problems. Leesburg, the county seat, saw rapid growth in Eastern Loudoun County coupled with the town's lack of direct control over planning decisions around Leesburg as factors that could diminish the town's important role in the county. Equally important was the town's desire to protect its water and sewer service areas.

Leesburg's response to a decade-long town water shortage had been to construct a \$7 million water plant on the Potomac River. The town already provided central water and sewer services to nearly 1,500 residents and some major businesses outside its corporate limits, but debt service on the new water plant and the planned \$4.5 million upgrading of the town's sewage facility required a growing and expanding utility service market. To the town, annexation was the logical step. Also, there were other traditional justifications for annexation.

In 1979, Loudoun County had adopted its Resource Management Plan as the policy document for the county's comprehensive plan. According to the plan, "if desired by local residents, a range of land uses, including employment, should be encouraged to locate within designated potential utility expansion areas of existing towns. The county should be prepared to work with the towns and villages to plan their environs for eventual annexation, particularly if the town is the source for sewer, water and other public services."

Rumors of annexation compounded tensions as a citizen's committee appointed by the board of supervisors began preparation of the draft Leesburg Area Management Plan (LAMP).

**"A truly innovative approach to solving regional governmental problems with great benefits to both the county and the town."**

The size of Leesburg's annexation petition (9,800 acres) confirmed Loudoun's greatest concern, however, — that of the town's right to become a city. Despite assurances from the town to the contrary, the county was concerned that the additional tax base derived from annexation would provide the town the resources needed to successfully make the transition to city status. Even in early negotiations both sides saw resolution of this city transition issue as the essential first step in a successful annexation.

As a town, Leesburg did not share the county's most expensive service burden—an elementary and secondary school system. To the town, growth meant more utility customers and an enhanced revenue base. To the county, it meant more school seats without many of the revenues derived from development in the unincorporated parts of the county. The county's interest, therefore, was to preserve the basic planning and density elements of the LAMP to ensure that Leesburg's growth would not outstrip the county's ability to deliver essential public services.

Negotiators for both the county and the town met in 26 meetings in the spring and early summer of 1983 under the guidance of a mediator appointed by the Commission on Local Government. Just when an agreement seemed imminent, the specter of county immunity from city transition surfaced and threatened to destroy negotiations and months of progress.

Total immunity, under Title 15.1, Chapter 21.2 of the state code, offered the county the prospect of turning Leesburg's temporary city renunciation into a defacto permanent renunciation. Total immunity would have allowed the county to have all of its territory declared immune after it reached a population density of 140 persons per square mile. The 72,000 population threshold for total immunity could be easily reached within the decade. Without a temporary moratorium on city transition as an integral part of the annexation agreement the county's future immunity rights could

have accelerated Leesburg's interest in city transition, a prospect which neither government sought. The county was also concerned about possible incorporation of one of more of the planned communities in Eastern Loudoun which could later make the transition to a city, and the town was concerned that the county could become a city and under Virginia law convert Leesburg to a township.

The settlement reached is "without precedent in the nation," according to the Commission on Local Government. It provides for both Leesburg and Loudoun to renounce city transition for 25 years, or 10 years if the county elects city status first. In addition, if the county exercises its total immunity rights, the town is permitted to file a city transition petition. The last element of the city transition/immunity settlement is a five-year period beginning January 1, 2009 for the town to consider and take any city transition action. During this period, Loudoun agrees not to exercise its total immunity rights.

The Commission on Local Government found the transition/immunity agreement has "the effect of preserving the current intergovernmental relationship between the town and county while protecting the political options of those localities in the future."

Other issues were met with equal success and creativity. The town's utility service area was protected with an agreement to exclude central water or sewer systems from the LAMP area without agreement by both the town and county.

An extremely important product of the negotiations are the Annexation Area Development Policies (AADPs). This document recognizes both the board of supervisors and the town council as partners in the responsibility to plan for and provide the full range of governmental services to the citizens who live and work in the annexation area. The policies balance the county's concern over Leesburg's ability to generate substantial residential growth with the town's reluctance to relinquish its formal planning and zoning authority over the new territory. The document contains detailed policies and land development principles for housing mix and density, land use, capital outlay needs, transportation, utilities and environmental protection within the annexation area.



Another important part of this story is the way in which the settlement was reached. Despite the complexities of the issues neither side employed expensive consultants to prepare the numerous exhibits, reports and other documents involved. These works were prepared exclusively by town and county staff.

The Leesburg/Loudoun annexation accord and the resultant legislation revolutionized annexation, city transition and county immunity procedures in Virginia. SB 219, titled "Voluntary Settlement of Annexation, Transition or Immunity Issues," was the culmination of legislative efforts by both governments to ensure that state law embraces all elements of the agreement. Although the new law is simple and brief, its impact on Virginia annexations is pervasive. It permits the permanent renunciation of city transition by a town, but not temporary renunciation. The act allows total flexibility in negotiations over county immunity and city transition rights. In general, counties and towns are now permitted to settle annexation and related issues in a manner totally consistent with local needs. The issues of annexation, county/town cooperation and the sharing of resources and liabilities has been placed squarely on the shoulders of the elected officials. In fact, an annexation court no longer has authority to alter annexation agreements developed under the new law; it may only accept or reject them.

In addition to the statewide implications of the agreement, annexation produced local benefits as well. By eliminating the threat of city transition to the county's revenue base, Loudoun can actively promote Leesburg without concern that future city transition will remove the tax base the county helped to create. Expansion of the county government within its county seat is now assured, and a coordinated economic development effort is now possible.

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# A Landfill Agreement Incorporates Environmental Protection

In Southeastern Tidewater, localities are faced with shortages of land suitable for disposal sites, and paying to transport solid waste to distant sites is costly. The city of Suffolk's landfill, in particular, was experiencing problems and had been under constant review. City officials realized that soon another site would have to be found or considerable funds would have to be spent to bring the current landfill into compliance. At the same time, a critical energy problem exists at the Norfolk Naval Shipyard in Portsmouth and the Navy is considering alternative solutions to replacing its aging energy production facility.

City officials in Suffolk and the members of the Southeastern Public Service Authority of Virginia (SPSA) solved these problems in a way that not only provides for the localities' direct need of solid waste disposal, but also considers current and future environmental risks and serves as an energy source for the Naval Shipyard's use.

In 1973, the cities of Chesapeake, Franklin, Norfolk, Portsmouth, Suffolk and Virginia Beach and the counties of Southampton and Isle of Wight formed SPSA to seek solutions to the already recognized problems. Studies directed by the Southeastern Virginia Planning District Commission identified disposal and energy problems, and the authority was given the responsibility to implement solutions recommended by the commission.

A site for a regional landfill consisting of 350 acres was located in Suffolk where land was plentiful and inexpensive as well as easily accessible to the other localities and the shipyard in Portsmouth. Suffolk city officials already seeking a solution to their own landfill problems were receptive to the siting, and a comprehensive agreement was signed between SPSA and Suffolk for use and support of a solid waste disposal system. Under the agreement, the city of Suffolk will be able to use the landfill at no cost, with the other participating localities paying a tipping fee of so much per ton adjusted annually in relation to the Consumer Price Index.

In addition to the landfill, a regional refuse derived fuel processing plant will be located outside the city and several one-acre transfer sites will also be established. Solid waste collected in the region will be dumped at a convenient

**"An innovative approach to providing an economic answer to solid waste disposal while holding in high regard the environmental concerns involved in a landfill."**

transfer station. Processable solid waste will be transported to the processing plant where it will be converted into combustible solid waste and then into fuel to be sold, or used for steam generation, at the financial benefit of SPSA. Non-processable solid waste will be either separated at the point of collection or at a transfer station or removed from waste at the processing plant and transferred to the landfill for disposal.

Because the landfill site chosen is located adjacent to the Great Dismal Swamp, Suffolk had many concerns about possible ground and surface water contamination, and the agreement not only delineates the operating procedures for the landfill, but also addresses the issue of environmental protection liability.

Within the liability section of the agreement, a unique form of environmental protection is proposed. Environmental insurance is required during the operation of the landfill, and provision is made for establishment of an environmental protection trust fund which will not only offer additional protection during operation of the landfill but also for 30 years after operation ceases.

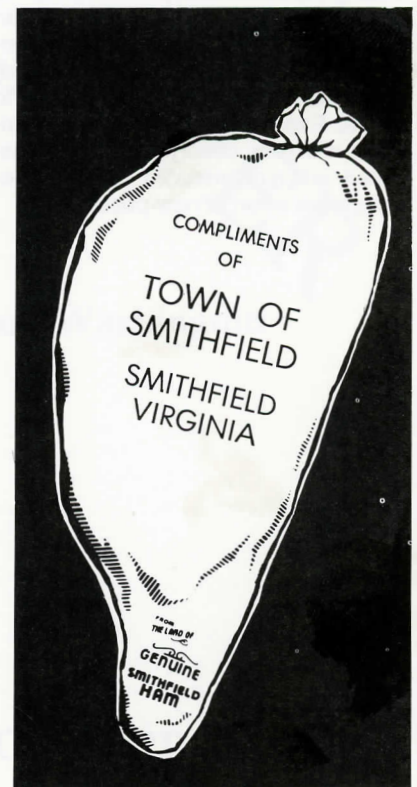
The trust fund will be established upon startup of the landfill's operations. SPSA initially will contribute \$50,000 to the trust fund and then \$5,000 annually for as long as operation continues. A trustee for the fund has been selected who will invest the funds in securities issued or guaranteed by the United States government, with the stipulation that no more than 25 percent of assets be invested in securities having a maturity date of more than two years. All member localities except Suffolk will contribute to the trust fund.

Even though the landfill agreement requires that SPSA maintain an environmental protection insurance policy in the amount of \$1,500,000 during the oper-

ation of the landfill, the trust fund will be available to satisfy any claims not covered by the insurance during the term of the landfill. Whereas insurance policies are subject to certain limitations and restrictions, the fund represents a form of flexible and unrestricted protection.

The trust fund will also provide protection for 30 years following termination of the landfill's operations. At the end of this period, the trustee will distribute all assets of the trust fund to the participating jurisdictions in the same proportion as the locality's tipping fees are to the total of all tipping fees collected during operation of the landfill. This provides a financial incentive for all jurisdictions using the system as well as additional disincentives for the need to use the fund.

Through the cooperation and agreement of all parties involved, SPSA has devised a plan of action which solves regional problems of solid waste disposal in an energy efficient way, while at the same time providing protection for the environment for many years to come.



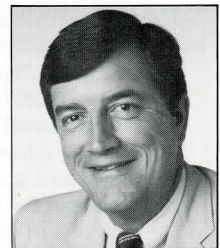


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# Beating the Odds

The problem of handling substance abuse has become a major task for many localities across the nation. The alarming increase of substance abuse by youth adds to the urgency of this problem.

In 1980, when Ronald D. Dixon assumed the position of chief of police for the town of Wise, he recognized the threat of increased drug abuse by the youth of the community and squarely faced it. Dixon was aware of the pressures and realities of today's youth. He was also aware that these same young people are more often than not unequipped with the knowledge necessary to properly cope or to make rational choices concerning drug use. Statistics told Dixon that 50 percent of all school age children can be expected to experiment with drugs. The chief and his entire force took it upon themselves to beat those odds.

This commitment resulted in the initiation of a two-fold comprehensive drug program in 1980. The program concentrates on educational awareness and on upgrading law enforcement strategies.

Chief Dixon saw the need for a "straight talk" educational program designed for presentation to all age groups. In addition, close review of the exorbitant costs associated with law enforcement and rehabilitation efforts convinced him that greater attention should be focused on preventative measures such as an awareness campaign. The first task in designing the campaign was to define both desirable and realistic objectives.

The following were set as the program's objectives:

- Improving the level of trust and communication between the police department and town citizens.
- Enlightening and educating people about the realities and consequences of drug use so that misconceptions are dispelled and individuals are enabled to make sound personal choices about drug use.
- Changing attitudes and teaching new ways of thinking that result in respect for the body and mind and lead to avoidance of self-destructive, self-defeating behaviors.

## **"A local initiative clearly and energetically addressing a problem often left to national agencies."**

After setting the campaign objectives, the officers formed the basic precepts to provide the foundation for a good awareness program. A multidimensional program relying on various media to keep audience attention was desired, a personalized program with audience participation was deemed essential for internalization and retention of the message, and it was felt the program focus should be honest and straightforward. Sensationalized and moralistic presentations were ruled out as they were seen to discredit the speaker and prostitute the program. The speaker should never underestimate the audience which is often in a good position to critically evaluate the program based on personal, first-hand knowledge.

Once properly prepared with a well researched information program, Dixon and his colleague Lt. Tony Bates set out to educate various societal groups. In speaking to elementary and junior high students, the officers rely on "show and tell" type techniques wherein drugs and paraphernalia actually confiscated are displayed for recognition purposes. The dangers of drug use are described in relatively simplistic terms, and an animated film is shown. Ample time is allotted for student discussion and involvement afterwards. Printed materials consisting of cartoon booklets, posters and teacher's aids prepared specifically for instructive purposes are used. The officers spend a great deal of time with the youngsters in this age group as surveys reveal that drug experimentation and use begin at an increasingly younger age each year.

In high school, college and youth group presentations, the officers rely on a mix of tempered appeal to both emotion and reason. Emphasis is placed on coping with the increasing pressures and tensions of society in a non-drug related manner. Because officers realize young people are both demanding and highly intelligent, presentations are based on rational objectivity and straight, hard talk. Newspaper and magazine articles, slide/tape presen-

tations, films, discussions, printed reference materials and displays of drugs and paraphernalia are used to allow for a full sensory experience.

In addition, case histories of youths caught abusing drugs and occasional testimonials by an ex-user are shared with the groups. Officers attempt to discredit the aura of adventure, fashionability and rebellion associated with drugs as well as the perception of drug use as a panacea. Drug use is emphasized as a weakness and a debilitating means of dependence in a youthful culture that is otherwise characteristically committed to striving for independence.

Public outreach programs designed to inform adult citizens and to heighten their concern about drug problems closely resemble presentations to youth-oriented groups. Because adults are generally the least informed about drugs, more attention is focused on identification of drugs and the physical and behavioral effects of their use. When speaking before parent-related groups, special emphasis is placed on recognizing the warning signs and symptoms of drug use and on the proper means for adults to deal with suspected or discovered abuses by their children. Occasionally, testimonials from an ex-user are used to increase parental understanding of the various motivations for drug use. Of prime importance is stressing the need for open communication between parents and youths.

The educational campaign has proven to be quite effective in terms of accomplishing the stated objectives. The success of the program rests on a collaborative effort among the various sectors of society including the police department, local government, schools and citizenry.

Since 1980, Wise Police Department representatives have visited approximately 75 groups reaching more than 2,000 people. Wise has the only police department in a 42,836 person county to conduct such an extensive drug educational program. Numerous invitations have been received from groups within the locality, throughout the county and from neighboring counties. The programs have been warmly received, and the interest they have created is encouraging.

The police department has received expressions of sincere gratitude from



parents who have contacted the department in an effort to seek individual counseling for children discovered to be experimenting with drugs. The department looks at this as most encouraging and as a step in the right direction toward dealing openly and constructively with drug problems. However, the officers consider the strongest indication of the program's success to be the letters of commitment from young children and adults to abstain from drug use.

#### The Enforcement Program

The basic objectives formed for upgrading the drug enforcement program were as follows:

- Development of improved community relations stressing the need for public involvement in order to establish a citizen-backed informant network and support system.
- Improvement of cooperation, coordination and communication between the department, state

agencies and other local enforcement agencies in order to improve the quality of intelligence information.

- Initiation of more aggressive, energetic drug and alcohol offender apprehension programs.
- Training of officers in use of proper investigatory skills to develop better cases for prosecution.
- Greater emphasis on curtailment of the supply of illegal substances by closer tracking of the sources of cultivation, production and distribution.

As part of the awareness program, Chief Dixon and Lt. Bates stress the need for community involvement due to department budgetary and staffing limitations. Reliance on these long-neglected and valuable resources has led to improved community relations, and Chief Dixon gratefully attributes many arrests to information contributed by citizens. In addition, instruction concerning effective investigation, apprehension and prosecution has led to a

more confident, motivated police force with an increased number of alcohol and drug related charges and an improved conviction rate. Dixon has worked to build an internal cohesion among the officers and regularly solicits their input about needed changes. Several marijuana crops have been confiscated and destroyed helping to crackdown on supply networks, and, lastly, a constructive, mutually beneficial relationship has been established with other police departments in the area and various state agencies are regularly consulted about developments.

In developing and initiating the awareness and enforcement programs, the Wise Police Department has provided for a safer, healthier community as well as improved quality of life for the inhabitants of the town of Wise. Officers in the department take their oath "to protect and serve" very seriously, and while they realize there is still work to be done in eliminating substance abuse, the officers can hold their heads high and take pride in the fact that they are indeed "beating the odds!"



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# The Community Resource Officer Program

As governmental revenues dwindle or become static, local police departments will be required to reduce services, reduce personnel or both. The town of Blacksburg has made a conscious decision to do neither.

Blacksburg has created a Community Resource Officer Program that is unique in many aspects and especially well suited for medium or small police departments with neither the personnel nor funds for an extensive venture into several specialty areas. A single police officer is assigned the job of community resource officer which combines into one position many specialty duties or duties thought to be an unattainable luxury.

The community resource officer works in a public relations and crime prevention capacity. The officer gathers assistance from various members of the business, educational and citizen communities as well as from department members. His message is one of citizen law enforcement cooperation, and his aim is to totally involve citizens in their own deterrence of crime.

The Blacksburg Police Department's Community Resource Officer Program has accomplished much in its first 18 months of existence. An Identi-child Program has been implemented and nearly 1,000 Blacksburg children fingerprinted. Several crime prevention programs have been initiated including merchant security seminars, bicycle registrations, home and apartment security surveys, operation identification (engraving personal property), and neighborhood and apartment watches. A public service jingle has been produced and aired on several local radio stations, the department has sponsored two community charity events and several bicycle safety clinics have been held. A recruitment brochure has been designed to advertise the advantages and uniqueness of the Blacksburg Police Department, and a Law Enforcement Explorer Post which introduces teenagers to the field of law enforcement has been established.

The Identi-child Program was implemented through the Community Resource Officer Program in October 1983. In just five months nearly 1,000 children in Blacksburg were fingerprinted free of charge. The program was

**"An extensive program benefiting the community and operated with limited funds and personnel."**

conducted with the assistance of local PTAs, the town recreation department, various local merchants and the police department's Explorer Post. Local merchants donated needed equipment for the program and volunteered many personnel to assist, and local media, newspapers and radio, advertised the program free of charge as a public service to the community. The wide exposure has been a public relations boost for the department.

Merchant security seminars were organized and conducted by the community resource officer to make both merchants and employees aware of shoplifting techniques and deterrence strategies as well as how to spot and avoid receiving bad checks. Voluntary bicycle registration and safety programs have recorded more than 250 computerized entries in the department's files. The community resource officer has conducted home and apartment security surveys for interested citizens as well as provided security tips for residents who are going on vacation. Through operation identification, engravers were loaned to interested citizens to mark their property for later identification, and at least five neighborhood or apartment watch programs within the community have been organized by the community resource officer. These programs have not only served as crime prevention measures, but have also aided the police profile in the community.

A major accomplishment of the Community Resource Officer Program has been the recording of the "We Care" jingle. The Arlington County Police Department provided the music track and the Virginia Tech Studio Singers donated their time and expertise in recording the catchy jingle which has become synonymous with the Blacksburg Police Department. The public service announcement helps the public become aware of services available to them. Eight police officers have been used to fill in the black space in the recording with announcements since the first

jingle was recorded on Nov. 11, 1983. Five local radio stations have donated air time and play the jingle at regular intervals. The spots have enabled the community to get to know the police officers as well as promoted police morale.

Through the coordination of the community resource officer, the department itself has become more involved in community affairs and has sponsored two recent charity events. On Christmas Day 1983, a police officer dressed in a Santa suit and riding in a police car visited indigent children with gifts. The gifts were made available through employee contributions from the department as well as through the cooperation of local merchants who sold the toys at cost. Also, during basketball season the Blacksburg Police Department played a charity basketball game against the Virginia Tech Police Department raising more than \$400 for local charity. This was made possible through the cooperation of both police departments, Sigma Kappa Sorority at Virginia Tech, and the local board of education.

Through the program the department has also recently developed a recruitment brochure designed to advertise the advantages of the Blacksburg Police Department. This brochure has been placed in local career counseling centers, at educational institutions and in local employment offices. It was developed in cooperation with the School of Business at Virginia Tech, and a marketing intern who was assigned to the police department for 10 weeks assisted in writing the text and in the design and layout of the brochure.

Another major accomplishment of the Community Resource Officer Program during the past year, has been the establishment of a Law Enforcement Explorer Post. The post includes several active teenage uniform members who participate and assist in child fingerprinting, the ride-along program, traffic control, bicycle registration and special law enforcement seminars. The Explorer program has given young people a chance to look at law enforcement as a career as well as helped to provide many needed public services which could not have otherwise been accomplished.

The Community Resource Program



has accomplished much for the town of Blacksburg as well as provided a morale boost for the department and increased the profile of its officers. It is a cost effective and personnel intensive program that has served as a good public relations conduit. Through its community involvement the police department has become more effective and better able to serve its community, and as the public becomes better informed about their police department, their cooperation and support increases dramatically. With limited resources, the department has made the community a partner in providing efficient and effective police services.

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# Protecting the Public from Hazardous Materials

The handling of hazardous materials has become an issue of concern worldwide. Three years ago, Newport News city officials recognized that hazardous materials were becoming an issue of critical concern for their locality also. Since that time, the city has created a hazardous materials response team (HazMat) that is not only highly skilled and cost effective, but that also has become a leader in the field of specialized emergency protection.

As a port city, Newport News functions as a transportation hub. Radiating from the port are railroads and interstates over which car- and truck-loads of hazardous materials and wastes travel daily. In addition, Newport News Shipbuilding is the only company of its kind with capabilities to build nuclear aircraft carriers. Two nuclear carriers and five nuclear submarines are currently under construction. The city is also the home of the Army's transportation center, the Air Force Tactical Air Command and a nuclear-armed Naval Weapons Station.

Surrounding Newport News are several key government sites including the National Aeronautics and Space Administration (NASA) and the designated location for a neutron accelerator laboratory. Thirty miles to the west of the city, within fallout range, is the Surry Nuclear Plant, and in neighboring Yorktown is a major refinery and a hazardous waste site occupying a place on the Environmental Protection Agency's (EPA) most dangerous list. In all, EPA identifies more than 80 locations of hazardous waste materials in the Newport News area.

Daily traversing the area are three substances of major concern: nuclear, chemical and petroleum products.

In 1981, the city's management grasped the challenge of creating an emergency protection system to respond to the extreme hazards permeating the community. The city proceeded despite a fiscally restrained economy that allowed no funding for specialized programs.

A task force was formed to assess the special protection needs of the community and existing fire department resources. Within six months, the city had designed a specialized team drawn from existing fire department personnel and funded through the department's operating budget. Within another year,

## **"An important project showing considerable innovation."**

the city's HazMat Team emerged with 5,400 hours of training and already instructing more than 30 Tidewater agencies in hazardous materials incident prevention.

Conditions of fiscal restraint, of necessity, resulted in unique features being woven throughout the structuring of the HazMat Team and also added to the team's versatility.

Fire department administration selected a core group for special training and later added 13 personnel to complete a 24-member team. The team located in a fire station central to the city covering the district in a normal firefighting/emergency function but also covering the entire city as the HazMat Team. The city successfully avoided more than \$400,000 in annual personnel costs by using existing personnel rather than creating a separate team.

Members of the team provide the city with an array of skills. All are cross-trained as certified firefighters and as emergency medical technicians, and all have expertise in electronics and/or communications. The team is augmented by two civilian advisors in the fields of health physics and marine chemistry, as well as two uniformed bomb technicians. It operates through the normal fire department chain of command, but also functions as a problem-solving task force designing the structure of the HazMat Team and monitoring its progress. A team coordinator serves as liaison between the team and fire department administration.

In another cost-saving move, the HazMat Team uses vehicles assigned to their district for routine firefighting and medical responses with specialized small equipment added for use during a hazardous materials response. The team's primary piece of equipment for hazardous materials response, however, is the HazMat vehicle. Custom designed to function with versatility, it serves as a heavy-rescue vehicle, a mobile communications center, a resource library and a medical response unit.

The HazMat Team's training is centered around responses to incidents in-

volving nuclear, chemical and petroleum substances and ranges from basic detection techniques to containment, disposal of debris and evacuation procedures. In addition, training is scheduled with industrial and other governmental groups whenever possible to cultivate working relationships, enhance the potential for joint responses and to avoid additional costs. As a result, \$7,680 (56 percent) of the team's training expenses have been reimbursed or provided without charge since June 1982.

The team participated in a dramatic training exercise in May 1983 in the Nevada desert. The five-day exercise simulated a nuclear-weaponized helicopter crash and provided an opportunity for a variety of local, state and federal agencies to determine effective integration of authority and response procedures under emergency conditions.

A substantial additional benefit to the community has been the team's technical assistance and educational support to other agencies. Training by team members was initially provided on an as requested basis, but this soon developed into an ongoing demand. Most training is provided through the Tidewater Academy for Criminal Justice and the Tidewater Regional Fire Academy. Use of these avenues has enabled the team to reach more than 30 agencies throughout the state including law enforcement agencies, handlers and suppliers (such as the Virginia Port Authority) and various educational, medical and municipal groups.

In October 1983, the Newport News Fire Department became part of a statewide committee to create a hazardous materials state-certified training program. The initial phase, called "First Responder to Hazardous Materials," was completed in January 1984 and was scheduled for implementation at the end of the fiscal year.

As others continually seek the team's expertise, fire department administrators and city council members have found themselves drawn into an increasing leadership role in the field of hazardous materials. Council Member Mary Sherwood Holt and Fire Chief T. S. "Jack" Walls were invited to testify in July 1983 before a hearing of the National Transportation Safety Board.



Since then, city officials and fire administrators have been involved in a number of hearings and panel discussions on hazardous materials including those of the National Conference of State Legislatures' Hazardous Materials Workshop, the Hazardous Materials Advisory Council and the House Committee on Roads and Transportation.

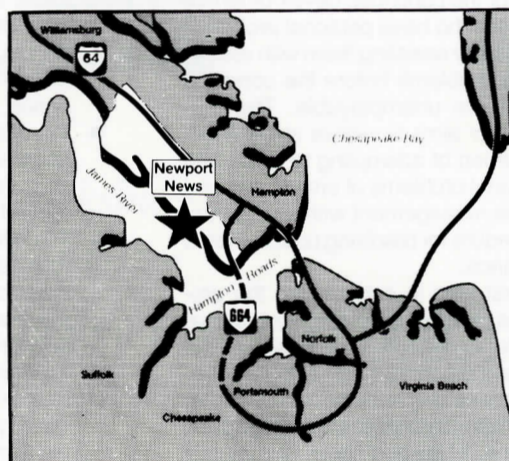
In less than three years, the city of Newport News has provided the community with a highly trained team capable of effective response to hazardous materials incidents. The program has a potential annual cost of \$500,000, but

actual annual costs have been kept at \$47,527, less than one-tenth of potential costs. More important, the city has played a major role in educating other agencies and in shaping state level educational programs for use throughout Virginia. The city has developed its expertise to the point of critical interaction with state and federal agencies that shape the laws regulating the transportation of hazardous materials, agencies that are in a position to assist local governments throughout the country in developing effective responses to potential incidents.

The city is committed to the continued development of successful partnerships among all levels of government and industry, recognizing the most effective response to the overall issue of hazardous materials is a partnership of shared responsibility. The Newport News HazMat Team is a reflection of city management leadership resulting in the city's rapid development as a leader in the field of specialized emergency protection as well as a force in the political arena to combat the occurrence of hazardous materials incidents.

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# Employee Assistance Saving a Valuable Resource

Since implementing a totally performance oriented pay plan for city employees in 1980 whereby salary increases are granted only when an employee achieves and maintains a higher level of performance, the city of Newport News has recognized that many times an employee's personal or health problems affect performance or relationship to the job. In response to this, the city established an Employee Assistance Program which serves as a confidential diagnostic screening and referral service for employees whose lives are affected by a variety of "living" problems including alcoholism, drug abuse, emotional/mental health, family, financial, marital and life adjustment problems.

The primary object of this program is to provide for the continued development of employees who have personal problems or illnesses by assisting them with resolving those problems before the condition renders them unemployable. The program further aims to relieve supervisors of the burden of attempting to delve into the personal problems of employees and to provide management with a constructive procedure for resolving unacceptable performance.

The first step in establishing the program was to select a service provider that could offer confidential, professional and non-biased diagnostic screening and referral services at a reasonable cost. After meeting with several possible providers, the Hampton-Newport News Community Services Board was selected. The city and the Community Services Board worked closely together to develop an effective, detailed plan for the Newport News Employee Assistance Program.

The first targeted exposure for the program was the training of supervisory personnel. The rationale for this was based on the premise that supervisors are the best source for early identification of employee problems. Often supervisors are aware of a problem but are uncertain of its source or of the course of action that should be taken.

The supervisory training program was constructed to provide supervisors with the information and approach needed for them to serve as the link between the employee in need of assistance and the treatment and other intervention services available. In addition, it was crucial to the success of the program to ensure that supervisors gained and exhibited con-

## **"A well planned and executed program benefiting both the employee and the employer."**

fidence in the program and that the program received appropriate support from them when presented to all other employees.

To develop an effective supervisory training program addressing the specific needs and concerns of supervisors, a survey of 42 randomly selected supervisors was conducted. The resulting four-hour training program was designed based on information gathered from the survey.

The objectives of the training program were set as follows:

- To review the psychological effects of drug and alcohol abuse including their impact on alertness, attendance, productivity and safety.
- To identify behavior indicators generally associated with alcoholism, drug abuse or other stress related problems.
- To delineate management's role in motivating employees to seek assistance and ways to support employees in this process without supporting poor work performance.
- To delineate the role of the Community Services Board in assisting employees to obtain help with their problems.

With the training program in place more than 20 supervisory training sessions were conducted by the Community Services Board in November and December 1982 with more than 330 supervisors attending. Each supervisor in turn conducted orientation sessions for their subordinates, explaining the purpose of the program and particularly emphasizing the confidentiality of referrals. Also, many larger departments had staff meetings to encourage supervisor/employee awareness and support of the program.

In addition to gaining exposure for the program through training and staff meetings, brochures explaining the program were distributed to all current employees and an explanation of the program accompanied by a brochure was incorporated into the New Employee Orientation Program. Subsequently, periodic reminders were sent to all employees as inserts with their pay checks, and the

program's coordinator made numerous on-site visits to job locations to further explain the program.

To develop policies and procedures for the program, feedback from supervisors and top management was used. It was decided that three types of referrals would be available: self-referrals (by the employee), supervisory referrals (advised by the supervisor), and mandatory referrals (required in severe cases where the only alternative would be termination). Copies of the approved policies were distributed to each employee and incorporated into the city's Personnel-Administrative Manual which is provided to all top and middle management and is available to all employees. In addition, policies and procedures were reviewed and explained in various staff meetings, and use of the program was encouraged as a means of constructive, developmental action for employees.

Initial feedback indicated that in the first year of operation, Jan. 1, 1983 through Dec. 31, 1983, the program was a great success. A total of 69 cases were opened by the employee assistance staff. These cases represented 84 city employees and their family members. Of the 69 cases opened, 62 were self-referrals, three were supervisory referrals and four were mandatory referrals. The fact that 90 percent of the referrals were self-referrals was very encouraging for Newport News officials. This indicated employee confidence in the program as well as a recognized need by employees for assistance and a willingness on their parts to develop into better, more productive individuals.

The mandatory referrals were employees perilously close to being terminated. Documented evidence indicates that a minimum of two suicides were avoided and personal recovery resulted in employees again being productive on the job. In one case, an employee received a deserved promotion after receiving appropriate treatment.

The services of the Community Services Board were offered on a trial basis at no cost for the first six months of program operation. Being pleased with the program and the impact it was having on the employees, the city extended a contract to the Community Services Board for the next full year of operation at a cost of \$6.07 per employee. The cost is considered insignificant considering the results the city was realizing from a productivity



and employee development standpoint as well as from the impact the program was having on employee morale.

Although specific dollar amounts have not been identified and in some cases could never be identified with a monetary value, considerable savings have been generated where the city is protecting its investment in human resource development and employees are now regularly on the job, have a better outlook on life, are fully productive and meeting established standards of performance.



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# Revitalizing Norfolk's Neighborhoods

The scenario of a decaying neighborhood is a familiar one. A good or even fashionable neighborhood begins to grow old. Residents move to the suburbs and are not replaced by others. Other old buildings are in need of repair. Abandoned or neglected buildings reflect on other properties making it unlikely that new buyers or tenants will move in. The money necessary to revitalize the neighborhood is not available from owners or banks, and the spiral of decay continues as more people move out and fewer repairs are made.

This process and other pressures had caused the collapse of the traditionally "good" Park Place neighborhood in Norfolk. The residents of Colonial Place/Riverview, which adjoins Park Place, were fearful that this urban blight would engulf their homes also. Several homeowners and the members of the civic league formally requested action from the city to help preserve their still sound neighborhood. After reviewing the problem, the city of Norfolk decided on an occupancy permit (OP) program to help restore confidence and vitality to the neighborhood.

Norfolk's occupancy permit program is designed to rebuild the neighborhood through the efforts and funds of its residents. Any house or rental property which becomes vacant or is going to change hands must be inspected to ensure that it meets all city codes. If it passes inspection, the new owners or tenants can move into their home; if it does not pass, a temporary occupancy permit may be issued while repairs are in progress. If no repairs are done, no occupancy is allowed. Through the program owners are encouraged to upgrade their property or risk the loss of their investment. In addition, they can be assured that other owners will also maintain or upgrade their property. As more and more properties are improved, the pride and confidence in the neighborhood grow, and owners or potential owners are more willing to make improvements. Thus, the downward spiral is reversed.

The basic nature of the OP program is one of mandatory compliance and enforcement instead of voluntary cooperation. This potentially may have posed problems. The real estate community could consider this a hindrance to their business. The minimum building code

## **"An outstanding effort to restore deteriorating neighborhoods in a practical manner beneficial to the citizens and the city."**

was not always enough to restore a property and some codes have been evaded in the past. Inspectors might be expected to have a high burnout rate. To meet all potential problems successfully, the community had to be solidly behind the program, and sound planning and management were needed.

To restore the decaying neighborhood it was felt that higher standards than posed in the minimum building code were needed. Using the state law for redevelopment projects in blighted areas as its authority, the city decided to set up a stronger code. Standards for the new code were drafted by a community coalition committee to insure community backing, and the results were adopted by city council. The stronger code includes compliance with city plumbing, mechanical, electrical, building, zoning, fire and environmental codes with higher standards than minimum in some areas. The ordinance was also designed to be unevadable.

The Board of Realtors feared this new program would delay or impede sales and rentals, and city officials upon receiving the Realtor's complaints made a special effort to avoid delays yet achieve the purpose of revitalizing the community. The ordinance now has enjoyed Realtor support for the decade it has been in place.

The next step in the process was to hire and train capable code inspectors who would have full knowledge of the applicable codes and the skill and tact to carryout this type of inspection. The city hired two building inspectors six months prior to initiation of the project so they could become fully acquainted with the codes and the program.

Next was the effort to promote full citizen cooperation. Residents of the community would need to report changes in occupancy and help in handling complaints. The community coalition committee, which had initiated the process leading to the OP program and drafted the housing standards, volunteered to serve as a watchdog and liaison with the administrators of the program. Their participation helped defuse the early vocal opposition of some dissatisfied owners and has helped minimize complaints throughout the years.

The final step prior to implementation was to inform everyone of the OP program. Lending institutions, the Board of Realtors and any citizen group having a vested interest were briefed, and letters were sent to each affected owner explaining the program.

Thorough and sound preparation on the part of the city administrators in setting up the OP program led to its outstanding success. Within 12 months of the program's inception, 350 dwelling units were inspected, 270 were brought into full code compliance, 70 were in varying stages of rehabilitation and 10 had no violations. These rehabilitations included some major renovations which owners decided to make while the resi-



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dences were vacant and which went beyond the program requirements.

Today, about 85 percent of the 1,841 dwelling units in Colonial Place/Riverview have been rehabilitated under the OP program through a private investment of some \$11 million. Perhaps the most striking evidence of the amazing results is the rise in property value from a median value of \$15,500 in 1970 to approximately \$65,000 today.

The success in Colonial Place/Riverview led other neighborhoods to seek implementation of the OP program for themselves. Because of the high degree of civic cooperation necessary for success, the program is only made available to neighborhoods where a great deal of citizen support is evidenced. Beginning in 1978, three new neighborhoods were added to the program: Northern Park Place, Ghent and Lafayette/Winona.

In Northern Park Place, 200 dwelling units were rehabilitated at a private cost of nearly \$2 million which ameliorated some of the city's worst blighting influence. Ghent saw a private investment of some \$4 million which led to rehabilitation of 42 percent of the 1,851 dwelling units in the neighborhood. In the final neighborhood added, Lafayette/Winona, confidence has been restored in the community through a private investment of some \$2 million to repair 277 properties.

The occupancy permit program has proven to be a successful means of revitalizing and preserving Norfolk neighborhoods. The communities in which the OP program has been implemented have all seen a rise in confidence and pride in their neighborhood. In turn, these stronger more vital neighborhoods provide a sound basis for Norfolk's future progress.

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# Working Together for Blacksburg's Transit

The town of Blacksburg's new public transportation system, Blacksburg Transit (BT), is a functioning example of how local governments can successfully design and operate programs in cooperation with other levels of government. Blacksburg, in cooperation with Virginia Polytechnic Institute and State University, has created a unique fixed route bus system which operates without the use of local tax dollars in a time when other transit systems are facing cutbacks. BT has alleviated traffic congestion and parking problems as well as opened avenues of communication between the university community and the townspeople.

In February 1977, the Blacksburg Transit Study Committee with representatives from the town staff, Virginia Tech and the New River Valley Planning District Commission met to discuss transit options for the Blacksburg area. A transit technical study completed in January 1979 provided the basis for considerable debate and the ultimate implementation of a fixed route bus system.

The system was conceived as a method of transporting students to and from apartment complexes and the campus. From the beginning a number of town council members and other citizens seriously questioned the need for the transit system. They expressed concern about the benefit to the non-university community and the use of local tax funds for what many considered a frill. Subsequently, council rejected the first grant award. At that time revenues would have been provided through individual fare payments.

Soon a local citizen's group known as Blacksburg In The Eighties (BITE) joined forces with students to find a more acceptable transit funding formula, and a mandatory student fee for transit was proposed. A second grant application was submitted and accepted.

The current system is virtually the same as that proposed in the technical study except that ridership is so large that the bus fleet has more than doubled. As BT celebrated its first year of operation in April 1984, its major problem was overcrowding. During peak hours the buses carry more than twice the seating capacity, and the use of articulated transit vehicles is under study.

## **"A creative project benefiting the entire community."**

Late night and early morning services are also being considered as a means of providing a safe transportation option for those too intoxicated to drive. This proposal has received enthusiastic support from students, who as a major source of ridership are polled periodically.

An additional route is also being considered to serve the community hospital and a major retirement center outside the town limits. It is hoped that this service will promote a cooperative spirit between Blacksburg's young student population and its senior citizens.

Currently, three fixed bus routes are in operation six days a week with service until 10 p.m., and 11 buses operate at peak hours. The routes serve major apartment housing locations and pass within four blocks of 85 percent of all town residents. The routes pass both major shopping centers and through the downtown area. The BT fleet consists of eight town-owned buses, six leased buses and two lift-equipped vans for handicap service.

Blacksburg contracts with American Transit Corp. to provide an on-site transit manager and central office support in marketing, maintenance and operations. All other BT personnel are town employees.

Most employees are students working part time. The student drivers take great pride in serving their peers and have proven to be a major public relations asset. By using only part-time drivers, the system minimizes personnel costs through lower fringe benefits and maximizes the number of students participating in the program.

The key to the financial success of the system has been the contract between the town and Virginia Tech. Each academic quarter Tech pays Blacksburg the equivalent of \$4 per student which the university collects through student fee payments. Students need only their valid student ID card to ride the bus.

To fund the service, the town serves as a conduit for federal and state grants which cover 99 percent of the capital costs and approximately 36 percent of the annual operating costs. Since grants

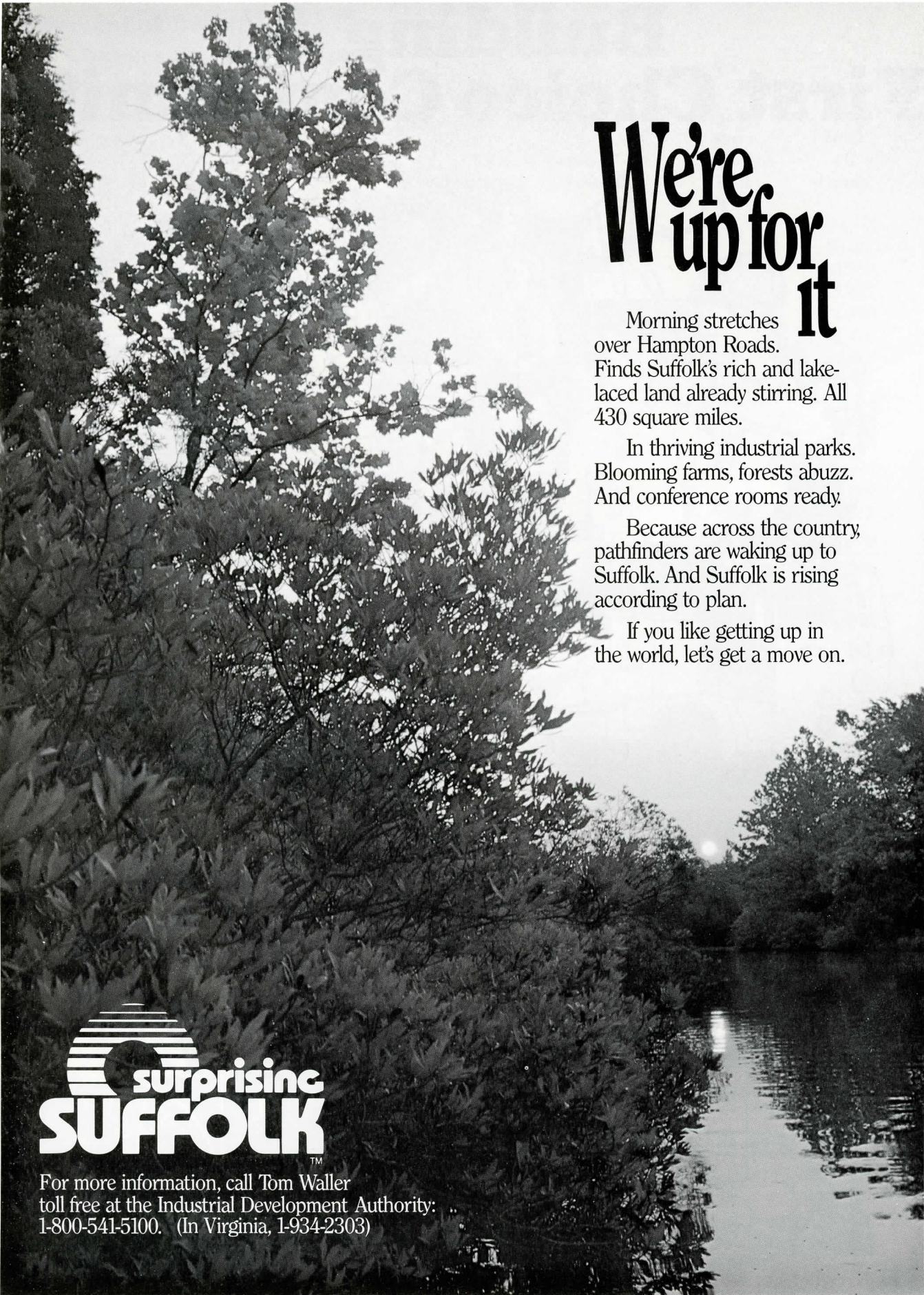
of this type are not available to universities, the town provides a means of acquiring a substantial revenue source. The town also manages the system, taking day-to-day responsibility for all phases of operations. Existing town personnel in general management, finance and vehicle maintenance assist in supporting the system.

An 11-member Transit Advisory Committee reviews bus system policy and operating issues and advises the transit manager, town council and Virginia Tech. Six members are appointed by Virginia Tech and five by the town council. Students are active committee members. This is another effort to ensure community involvement and town-university cooperation.

Prior to implementing the system, the university was considering construction of additional parking lots. During the first month of operation the use of the principal commuter lot dropped significantly and the need for parking lot expansion has decreased. The system has also relieved pressure on streets serving commuters. Therefore, future expenditures by the university and the town for parking and street improvements have been curtailed.

More importantly, the system is a functioning example of how university and town can work together to solve common problems. BT is a successful product of active citizen involvement and careful government planning and management.





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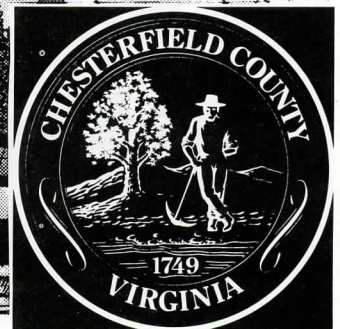
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# Building A First Choice Community





# Minority Participation: A Priority in Richmond's Development

By Jeannemarie Markow

Tremendous growth and redevelopment is occurring in the city of Richmond, and the city government is responding aggressively to insure that minorities are brought into the mainstream of this economic renaissance.

The magnitude of economic development activity in Richmond is staggering, and it speaks to a new confidence investors have in the city and its leadership. Richmond has indeed come together. Blacks and whites, public and private sectors working in creative partnerships have created a favorable environment for investment.

On April 23, 1984, an important episode in the history of Richmond took place. Ground was broken for the Sixth Street Marketplace, a \$24 million glass-enclosed shopping arcade to be constructed in the central retail core. The marketplace will bridge the north of Broad Street, an area that has suffered urban decline and an area with a high concentration of black businesses and residences, with the south of Broad Street, the city's traditional retail corridor.

The bridge will provide more than a physical linkage with the various elements of downtown. It is symbolic of a new unity between blacks, whites, government and business.

The Sixth Street Marketplace is being developed by urban planner James W. Rouse, responsible for a number of successful urban revitalization projects including Faneuil Hall in Boston, Harborplace in Baltimore and Waterside in Norfolk, VA.

Richmond's effort to step-up the level of minority participation in the economics of the city and to give minorities a more than adequate chance of succeeding is unprecedented.

On April 9, 1984, Richmond City Council approved a Minority Business and Tenant Opportunity Program that will recruit qualified minority entrepreneurs, train them, offer financial assistance and provide legal and technical services and counseling before and after they go in business. Commitments from five Richmond banks, two universities and at least four law firms and six accounting firms will make all this possible.



*The glass promenade of the Sixth Street Marketplace will bridge the north and south sides of Broad Street. The marketplace, being developed by urban planner James Rouse, is a major part of Richmond's downtown redevelopment. (Sketch compliments of Richmond Renaissance.)*

sible. No other city has this type of program involving the extent of private participation as the Richmond plan does. Private sector involvement is substantial and essential to the objective.

Local banks have pledged \$1.25 million as a loan fund for businesses the developer would like as tenants but which can't arrange financing.

Four law firms have volunteered legal counseling. Business schools at Virginia Union University and at the University of Richmond will provide training in accounting, marketing, market and financial analysis, management, data processing and business law. This portion of the program will be financed with \$150,000 in Community Development Block Grant money.

The program Richmond has established is a model from which other communities can draw. Richmond has learned from prior experience that set asides and affirmative action plans are not enough. We must not only give minorities a chance to enter the economic mainstream, we must equip them with the technical, business and managerial competency to compete equally if they are to compete successfully.

Richmond has taken the lead in recognizing this and in establishing an innovative plan of action and a commitment to make it work.

#### *About the Author*

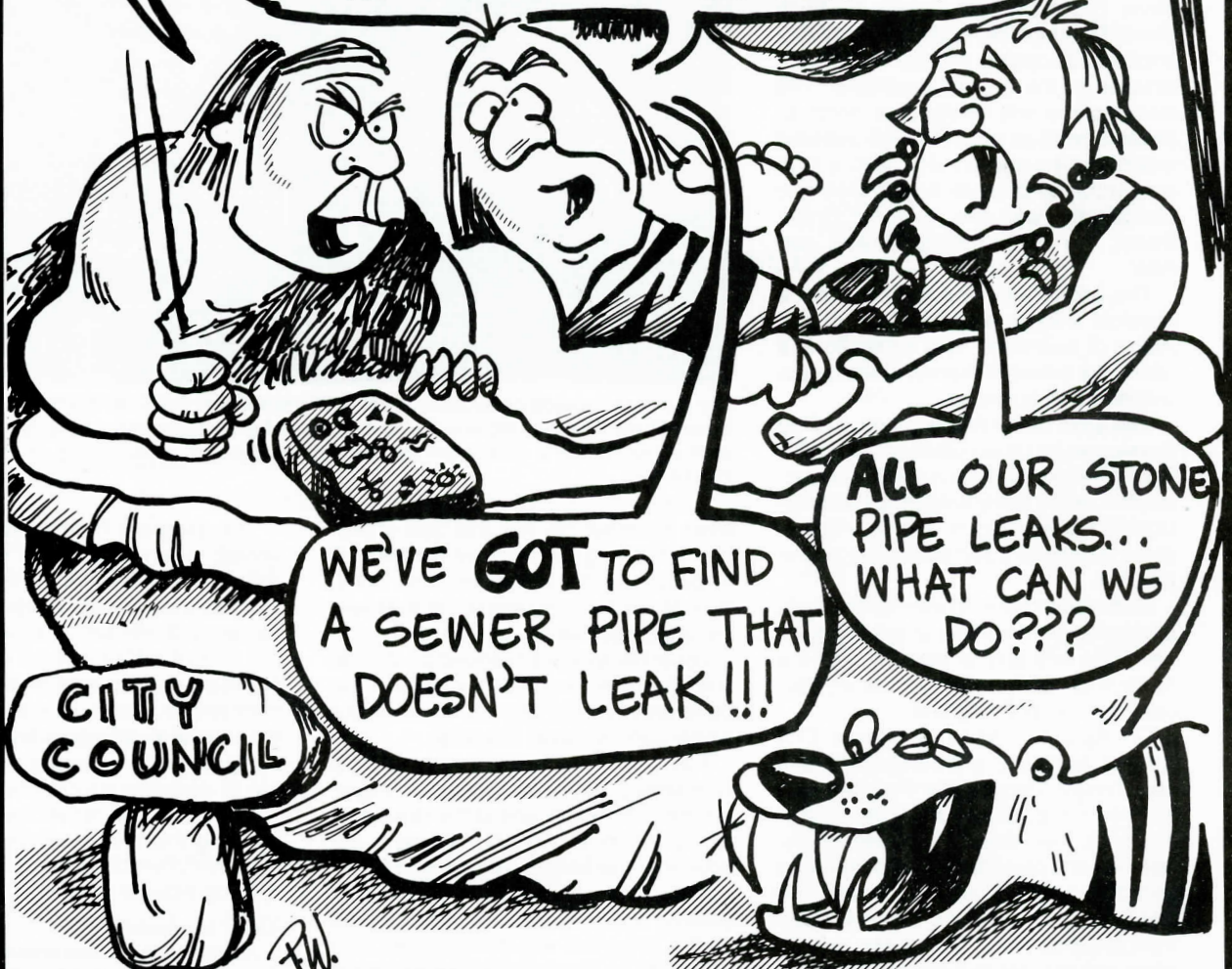
*Jeannemarie Markow was media information specialist in the city manager's office. She has resigned to go into private business.*



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Town of Buchanan  
Buckingham County Board of Supervisors  
Buckingham County School Board  
Town of Burkeville  
Campbell County Board of Supervisors  
Town of Cape Charles  
Caroline County School Board  
Town of Clarksville  
Charlottesville-Albemarle County Airport Board  
Charlottesville-Albemarle County Joint Security

Charlottesville Redevelopment and Housing Authority  
Chesapeake School Board  
Clarke County Board of Supervisors  
Town of Cleveland  
Town of Colonial Beach  
City of Covington  
Crater Detention Home  
Town of Crewe  
Cumberland County School Board

Cumberland Plateau Planning District Commission  
Town of Dayton  
Town of Dumfries  
Town of Edinburg  
City of Emporia  
Essex County Board of Supervisors  
Town of Exmore  
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Town of Lawrenceville  
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Town of Luray  
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City of Manassas Park  
City of Martinsville  
Mathews County School Board  
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Board of Supervisors  
School Board

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& Rescue Association

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Powhatan County School Board  
Prince Edward County School Board  
Prince George County Board of Supervisors  
Prince George County School Board  
Prince William County Park Authority  
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Town of Purcellville  
Town of Quantico  
City of Radford  
Rapidan Service Authority  
Rappahannock Rapidan Planning District Commission  
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Smyth County Board of Supervisors  
City of South Boston  
Town of South Hill  
Southeastern Virginia Planning District Commission  
Southwest Virginia Alcohol Safety Action Program  
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City of Stuart  
City of Suffolk  
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Virginia Association of Counties  
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Town of Vienna  
Town of Vinton  
Virginia Municipal League  
Warren County Board of Supervisors  
Town of Warrenton  
Town of Warsaw  
City of Waynesboro  
Town of Weber City

Town of West Point  
West Point School Board  
Westmoreland County Schools  
City of Winchester  
Town of Wytheville



Virginia Municipal Group  
Self Insurance Association



# The President's Annual Report

By Charles A. Robinson Jr.



*Charles A. Robinson Jr.*

It has been a privilege and a distinct honor to serve as your president during the past year. I have thoroughly enjoyed working with the Virginia Municipal League and with its membership throughout my 22 years as an elected official in Vienna. Virginia's system of local government enjoys a nationwide reputation for integrity and effectiveness. Most certainly, the work of the Virginia Municipal League has contributed very substantially to this proud achievement.

With the improving economic climate, many Virginia localities are hopefully looking ahead toward restoration and upgrading of municipal services. In this connection, it is heartening to read that a recent opinion poll sponsored by the Advisory Commission on Intergovernmental Relations discloses a public perception that local government delivers more services per tax dollar than either state or federal government.

During the past year your league staff, consisting of 12 full-time persons, has diligently worked to promote the interests of local government in the Virginia General Assembly and the U.S. Congress. The 1984 General Assembly enacted significant increases in secondary and elementary school aid and in other important state aid programs due in no small measure to the work of the league staff supported by the frequent personal appearances in Richmond of "back home" local government officials. The important JLARC study, State Mandates on Local Government and Local Financial Resources, has emphasized the need for additional state funding increases and will be an important legislative "source book" for government during the next several years. The league has been on the "cutting edge" of improving public education in Virginia by its support of a one cent increase in



the sales tax, and we hope that the foundation has now been laid to assure the future full funding of the state's share of the Standards of Quality cost. Our February 22 VML Legislative Day afforded the 225 participants a first hand opportunity to play a leading role in the successful outcome of perhaps the most important local government issue of the session — preserving the right of localities to negotiate telephone rates. Many other adverse bills which failed to pass also represent the successful efforts of the league. They included those on collective bargaining for public employees, restrictions on the use of local work forces, mandated teacher salary increases and amendments to annexation law. Some 600 bills and resolutions impacting local governments were identified by the league staff during the 1984 session.

A number of issues before the U.S. Congress impacted Virginia localities this past year. The league helped us to achieve good results in Washington. Re-enactment of the federal general revenue sharing program was accomplished in late 1983. The VML has also played a leadership role in continuing efforts to protect localities against antitrust liability. This legislation has now passed both the House and Senate in different forms, and we are hoping for a favorable result from the joint conference committee.

Since its inception four years ago, I have had the pleasure of serving as board chairman of the Virginia Municipal Group Self Insurance Association (VMGSIA). Our self-insured group workers' compensation program has achieved major cost savings and outstanding loss control services

for participating localities. We have already returned about \$3 million of premium refunds to our members. In conjunction with Alexander & Alexander, the service company retained by VMGSIA, three procedural manuals on insurance matters were published this year for members of the program. Effective July 1 of this year, VML and VMGSIA initiated a broad coverage group property and casualty insurance program for local governments in Virginia.

Throughout the year, our league staff has produced a number of publications to assist local government officials in performing their responsibilities. A comprehensive updated review of Virginia's conflict of interest laws has recently been published. The second edition of the Handbook for Virginia Mayors and Councilmembers as well as the annual tax rate publication were issued in cooperation with the staff at the Institute of Government at the University of Virginia. Also, a number of research reports related to specific issues have been produced by the league staff during the past year. The outstanding league periodicals — Virginia Town & City and League Letter — continue to provide a vital communications link for our membership.

This year, as in the past, our league staff has conducted numerous meetings and training sessions covering a broad range of topics. The regional legislative meetings, newly elected official seminars, town section meetings and risk control seminars have been well attended this year. A new series of elected official training sessions, called Cornerstone Seminars, has been developed jointly by the Institute of Government and the league.

Negotiations continue with several utilities to assure that VML member localities pay fair rates for municipal electric and telephone service. During its 10-year history this vital service has produced major dollar savings to league members.

I am also pleased to report that the VML enjoys a very solid position as reflected in our financial statement that appears in this edition of Virginia Town & City.

Under the guidance of your executive committee, the league is taking a hard look at its future. A building committee, under the chairmanship of Sam Adams, is examining the feasibility of the league acquiring a permanent headquarters building when our present office lease expires in June 1986. No decision has yet been made. Also, the executive committee has recently initiated a strategic planning process intended to evaluate and, if necessary, revise the league's structure and services to effectively serve your needs in the years ahead.

I am most grateful to the league membership for its support during the past year and to the outstanding men and women who comprise the VML Executive Committee. Their unselfish commitment to excellence and their deep understanding of local government have been major ingredients in the success of league programs. As we reflect on our 79th year of operation, the league has much to be proud of and is well prepared to serve the future needs of its members.



# The Financial Statement

## Balance Sheet

Year Ended June 30, 1984

(With Comparative Amounts for 1983)

### ASSETS

	1984	1983
<b>Current Funds Unrestricted</b>		
Cash and temporary investments:		
Checking accounts	\$ 4,695	\$ 1,156
Savings accounts and certificates	205,594	202,615
Pooled master notes participation net of amounts due to related organizations	37,700	12,700
Accounts receivable	41,514	3,734
Advances to employees and others	14,190	4,042
Interest receivable	2,105	
Prepaid expenses	13,666	
<b>TOTAL</b>	<u>\$319,464</u>	<u>\$224,247</u>
<b>Current Funds Restricted</b>		
Cash and temporary investments:		
Checking accounts	\$ 496	\$ 41,146
Pooled master notes participation	120,000	
Treasury note		68,365
<b>TOTAL</b>	<u>\$120,496</u>	<u>\$109,511</u>
<b>Property and Equipment Fund</b>		
Furniture and equipment	\$ 48,489	\$ 36,368
Leasehold improvement	3,179	3,179
Auto	9,490	12,773
	\$ 61,158	\$ 52,320
Accumulated depreciation	(15,547)	(15,772)
<b>TOTAL</b>	<u>\$ 45,611</u>	<u>\$ 36,548</u>

### LIABILITIES AND FUND BALANCES

<b>Current Funds Unrestricted</b>	1984	1983
Accounts payable	\$ 10,283	\$ —
Funds borrowed from pension plan	8,655	3,823
Payroll taxes withheld from employees	980	1,239
Dues and fees collected in advance	5,187	7,689
Accrued compensated consolidated leave	19,806	13,607
<b>Total Liabilities and Deferred Revenue</b>	<u>\$ 44,911</u>	<u>\$ 26,358</u>
<b>Fund balances:</b>		
Designated for Building Fund	\$178,223	\$107,446
Undesignated, available for general activities	96,330	90,443
	\$274,553	\$197,889
<b>TOTAL</b>	<u>\$319,464</u>	<u>\$224,247</u>
<b>Current Funds Restricted</b>		
Fund balance	\$120,496	\$109,511
<b>TOTAL</b>	<u>\$120,496</u>	<u>\$109,511</u>
<b>Property and Equipment Fund</b>		
Installment loan payable, due June 1984 plus interest at 15.75% per annum, collateralized by auto	\$ —	\$ 3,446
Fund balance	45,611	33,102
<b>TOTAL</b>	<u>\$ 45,611</u>	<u>\$ 36,548</u>



**Statement of Revenue and Expenses  
and Changes in Fund Balances  
Year Ended June 30, 1984**

	Current Funds		Property and Equipment Fund	Total All Funds
	Unrestricted	Restricted		
<b>Revenue:</b>				
Membership dues	\$359,355	\$ —	\$ —	\$359,355
Convention registration	59,466			59,466
Convention exhibits	10,550			10,550
Regional meeting	5,367			5,367
Legislative Day	4,920			4,920
Affiliate groups	8,778			8,778
Interest	39,738	10,875		50,613
Magazine	42,434			42,434
League Letter	2,210			2,210
Directories and reports sales	3,145			3,145
Grants and special projects	256			256
VMGSIA administration fee	96,009			96,009
Support		46,864		46,864
Miscellaneous	438	373		811
<b>Total Revenue</b>	<b>\$632,666</b>	<b>\$ 58,112</b>	<b>\$ —</b>	<b>\$690,778</b>
<b>Expenses:</b>				
Employment compensation and benefits	\$297,516	\$ —	\$ —	\$297,516
Convention	40,673			40,673
Regional meetings	5,167			5,167
Travel	16,649			16,649
Office supplies and postage	23,351			23,351
Space and equipment rentals	34,440			34,440
Leasehold and equipment repairs	8,176			8,176
Dues and subscriptions	4,968			4,968
National League of Cities dues	10,233			10,233
Telephone	9,293			9,293
Insurance	1,893			1,893
Professional fees	15,655	39,560		55,215
Legislative supplies	739			739
Magazine publishing (except salaries)	37,825			37,825
Conferences/workshops/seminars	8,469			8,469
Executive committee	3,807			3,807
Harold I. Baumes Scholarship	1,000			1,000
Retirement	6,951			6,951
Consulting fees		6,186		6,186
Depreciation			8,290	8,290
Miscellaneous	8,398	1,381		9,779
<b>Total Expenses</b>	<b>\$535,203</b>	<b>\$ 47,127</b>	<b>\$ 8,290</b>	<b>\$590,620</b>
<b>Excess of Revenue Over Expenses</b>	<b>\$ 97,463</b>	<b>\$ 10,985</b>	<b>\$ (8,290)</b>	<b>\$100,158</b>
<b>Other Changes in Fund Balance:</b>				
Property and equipment acquisitions from Unrestricted Funds	(17,353)		17,353	
Payment on installment loan from Unrestricted Funds	(3,446)		3,446	
Fund Balances at Beginning of Year	197,889	109,511	33,102	
Fund Balances at End of Year	<u>\$274,553</u>	<u>\$120,496</u>	<u>\$ 45,611</u>	



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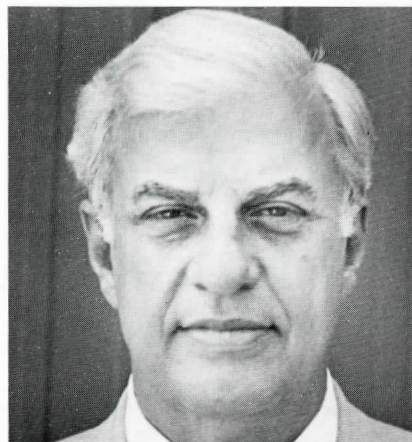
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# VML's Insurance Program Expands, Completes Record Year

The Virginia Municipal Group Self Insurance Association completed its fourth year of operation June 30, 1984. VMGSIA is a non-profit, tax-exempt association designed to help local governments and their agencies control their workers' compensation costs. The association is open for membership to all political subdivisions of the commonwealth including cities, towns, counties, school boards and special districts. The program, which began July 1, 1980 with 10 charter members, has now grown to more than 160 local government members.

The 1983-84 fund year has been a record year for the program. As of June 30, 1984, 38 members incurred no losses, 72 had loss ratios below 25 percent, 22 had loss ratios between 25 percent and 50 percent, and 7 between 50 percent and 80 percent. This represents 91 percent of membership who will realize loss fund surpluses for the year. Eleven new members joined the group in 1983-84, and only five claims reserves have exceeded \$25,000 to date.

Several significant developments have taken place in the program since its beginning four years ago. Claims service is provided by Alexsis Risk Management Services Inc., a subsidiary of Alexander & Alexander of Virginia, which is highly professional and includes investigation, negotiation and settlement in co-operation with individual members. A full-time loss control consultant is available exclusively for members on a private and group basis, and regional loss control seminars for instruction of management and supervisory personnel are conducted periodically during the year. In addition, claims, audit and loss control manuals designed specifically for local government exposures are provided to all members of the association.

A newsletter containing developments of the program, a cal-

endar of events and articles of interest is distributed bimonthly to risk management, loss control and financial personnel of members. Alexsis regularly provides loss information reports that outline cost of claims, cost of claims adjustments and types and causes of injuries.

Effective July 1, 1984, limits on both the specific and aggregate reinsurance increased to statutory levels eliminating the necessity of possible assessment of the members in the event of a catastrophic loss to the fund. Additionally, the specific reinsurance stop loss has been reduced to \$150,000 per loss from \$175,000 per loss which limits the amount of any specific loss to the fund.

All members were allowed a 15 percent rate deviation in 1983 which increased to 25 percent effective July 1, 1984. Each member has the option of a quarterly payment plan allowing them to stagger payments according to local needs. Dividends distributed annually by the association have exceeded \$3 million since 1980 and provided local governments with the greatest savings factor of the program. Dividends are comprised of loss fund surplus and investment earnings. All investment earnings are returned annually to participating members. Members have the option of handling dividends in one of two methods — a check payable to the local government or reduction of subsequent year premium billing. Loss fund surplus and investment earnings returned by fund years is shown below.

Formation of the Virginia Municipal Group Self Insurance Association opened the way for political subdivisions in the commonwealth to join together and reduce the cost of workers' compensation coverage by aggressive claims handling, effective loss control, education of its members, stabilizing losses through reinsurance and return of dividends. VMGSIA is a competitive and service oriented program that responds to the risk management and loss control needs of Virginia local governments.

In addition to the Virginia Municipal Group Self Insurance Association, effective July 1, 1984, Virginia Municipal Underwriters Inc., a wholly owned corporation of the Virginia Municipal League, began a property casualty insurance program for political subdivisions. The program is available to Virginia towns, cities, counties, school districts and other local government agencies. The board of directors of Virginia Municipal Underwriters appointed the Members' Supervisory Board of the Virginia Municipal Group Self Insurance Association as the advisory board for the property casualty program.

The new insurance program is comprehensive in nature offering property, liability and umbrella coverages. Liability coverages available are comprehensive general liability, auto liability and physical damage, garage liability, public officials liability, law enforcement liability, personal in-

*continued next page*

FUND YEAR	LOSS FUND SURPLUS	INVESTMENT EARNINGS
1980 - 81	\$ 174,078	\$ 117,139
1981 - 82	\$1,256,410	\$ 394,429
1982 - 83	\$ 504,117	\$ 595,883
Total	\$1,934,605	\$1,107,451

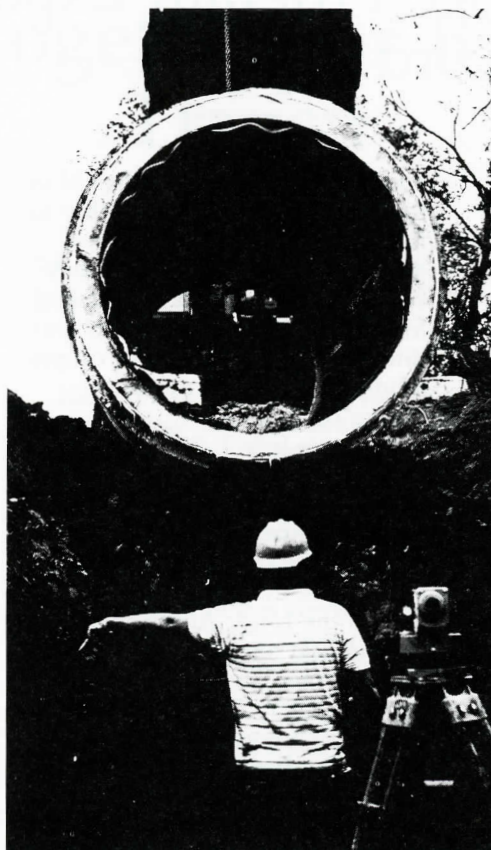


continued from page 45

jury liability and errors and omissions coverage. Property coverages available are all risk property and DIC, revenue-tax receipts, comprehensive boiler-machinery and comprehensive crime. Umbrella coverages available are the broad form umbrella and utilities umbrella. Primary coverage up to \$1 million with umbrella layers up to \$20 million are available.

A fully insured program, each political subdivision receives individual insurance policies which have been specifically designed for municipal exposures. Coverages typically placed with several carriers now consolidated with a single carrier minimize the risk of gaps in coverages. All policies are written on an occurrence basis, and claims service and loss control will be directly overseen by the board.

For more information on the VML insurance programs contact Margaret A. Nichols at (804) 649-8471.



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# JLARC Reports on Local Government

By Suzette Denslow

Most cities and many counties in Virginia have suffered from symptoms of fiscal stress during the past years, and financial conditions appear to be worsening. These were the conclusions of the study on local governments presented by the Joint Legislative Audit and Review Commission (JLARC) during the 1984 General Assembly session.

The major conclusion of the JLARC report is that the levels and types of financial stress faced by local governments are sufficient to require action by the General Assembly. The worsening financial condition of localities as determined through measures of local revenue capacity, tax effort and income levels was a key element in reaching this conclusion. Further, state funding did not always match the level of state control or the state's historical commitment in certain program areas. JLARC identified the area of education funding as one in which the state's historical commitment has not been met, and in the welfare auxiliary grant area, state aid was judged to be inconsistent with the level of state control. Finally, flaws were apparent in the health department funding formula. Without revision of the formula, all localities but one will soon reach the 45 percent maximum local funding share.

The one unexpected finding may have been in the area of state mandates. State mandates on local government appear to serve as a lightning rod of local discontent rather than as a major problem. Most frequently, local officials' dissatisfaction with mandates was linked to levels of state funding.

The original report, *State Mandates on Local Government and Local Financial Resources*, provided broad coverage of the effects of state mandates on cities and counties, the adequacy of state aid to localities and local fi-

nancial resources. The study results pointed to an increasingly stressful financial situation at the local level and the probable need for state action to address the problem.

Several questions were prompted by the original study, and a follow up effort is now planned. The legislative subcommittee working with JLARC requested that staff prepare an update of the indices which were used to measure local fiscal stress. The subcommittee, chaired by Sen. Edward E. Willey, D-Richmond, also expressed interest in receiving more specific details of the distributive effects of new state aid to localities. Further, the group recommended that JLARC examine the costing mechanism of the educational Standards of Quality. The Standards of Quality were originated in 1971 to provide for state funding of so many educational personnel per 1,000 students. However, since first implemented in 1974 the General Assembly has never appropriated enough to actually provide complete funding.

JLARC has begun work in the education area, and studies will continue into 1985 and 1986.

Further work is planned also in the area of town-county relationships. House Joint Resolution 117, patroned by Delegate Emmett W. Haner Jr. during the 1984 session, proposed a study of towns and town-county relations. Although that resolution was tabled in committee, it was done so because JLARC's continuing study effort would address several of the resolution's key issues.

The second phase of the JLARC report will provide state legislators with updates of relative fiscal stress in localities, extensions of the analysis of state aid to localities and proposed methods of distributing state aid to localities. This more focused look at financial condition will attempt to address the main con-

cern of local governments — state aid. Finally, the study of towns in Virginia will provide new examinations on this little-studied, but often-raised topic.

## The Follow-Up Report

This follow-up effort will provide JLARC an opportunity to accomplish two objectives: to further develop and disseminate the report findings, and to improve use of the study.

Five core study activities are planned:

- An update of indicators of local fiscal stress to determine any changes in local financial condition during 1982 and 1983.
- A continued examination of trends in state aid to localities.
- Analysis of new initiatives in state aid, along with new methods of distribution which use measures of fiscal stress.
- A detailed, descriptive look at about 15 of Virginia's 189 towns, through case study analysis.
- Publication of the JLARC data, indices and survey results for use by other state agencies, local governments and other states.

*Fiscal Stress Indices.* The most useful measure of local fiscal condition is the fiscal stress index which compares the relative condition of Virginia's cities and counties. This composite index includes measures of local revenue capacity, change in revenue capacity, local tax effort, change in tax effort and resident income.

The study found that most cities in Virginia were in poor or below average fiscal positions. Hopewell, Norfolk and Buena Vista appeared to have the most serious problems, while Fairfax and Falls Church were judged to be the cities in the best shape.

Questions have been raised about the effects of the recession on



the measures of local financial condition. JLARC will update the fiscal indices using 1982 and 1983 data to determine any changes in these later years.

*State Aid Trends.* The auditor of public accounts' Annual Comparative Cost and Revenue Report of Local Governments provides estimates of total state aid to localities. This report was available in August for fiscal year 1983. The total state aid data, in conjunction with similar information on federal funding and city and county funding will provide an additional year's extension of the revenue trend analysis.

*Distribution of State Aid.* HJR 12 requested JLARC to identify "additional revenue sources that could be used to provide public services." The original report recommended the state take steps to address the fiscal stress suffered by some localities. One approach suggested by JLARC was additional state aid to localities. A first step toward additional aid is to pinpoint new sources of revenue which could be targeted for distribution to localities.

The second step required in recommending added state aid is to propose methods of distribution. The state currently uses 11 different formulas in its distribution of aid to localities. Most of these formulas attempt to measure a need for services or a need for revenues. A recommendation for increased aid to stressed localities could be accompanied by methods of distribution which measure levels of fiscal stress.

*Towns.* There has been relatively little study of towns in Virginia. This is understandable for a number of reasons. Towns in the aggregate contain only about 8 percent of the total population of the commonwealth, and unlike city and county governments, town governments do not directly serve as "arms of the state government." Consequently, towns generally have not been involved in such important service delivery areas as health, human services and elementary and secondary public education (with some notable exceptions). Finally, from a practical viewpoint, study is hindered by the limited amount of information available on towns.

The study of towns and town-

county relations will use a three-fold approach. The first step is a review of town histories from the state library, other articles and local and state documents in order to gain background knowledge. Second, particular attention will be given to data generated by the JLARC survey of town officials, which is available for 85 towns. Finally, about 15 towns will be visited, and officials will be interviewed to provide a more involved understanding of the dynamics of town operations and relationships with counties. The towns will be selected on the basis of a wide range of criteria, including population, region and socio-economic factors. Dr. Nelson Wikstrom, a political science professor at Virginia Commonwealth University, is working with JLARC staff this summer on the town study follow-up efforts.

*Publication of Data Pertaining to Local Governments.* During the course of the original JLARC study, significant amounts of quantitative and qualitative data were compiled on local governments. In the area of towns, JLARC has gathered a sizable amount of original data. Many requests from other state and local agencies to publish this data on cities, counties and towns have been received.

There is a wealth of raw data on tax bases, tax rates, sources of funding and several socio-economic variables for the localities.

Further, JLARC staff calculated measures of revenue capacity, tax effort and fiscal stress. Much qualitative information was gathered from the survey of local governments which provides a compilation of information on all cities, most counties and many towns. This data would serve as a good reference for several layers of information on localities, including local opinions, budgetary actions and services provided.

### Cooperation

The course of the JLARC study was aided greatly by the cooperation and candor of local officials. All of the cities and most of the counties returned the lengthy survey sent out last summer, and many officials provided in-depth information about specific state mandates and financial aid. The Virginia Municipal League also provided much help. As JLARC embarks on the follow-up study effort, the commission and staff wish to express their appreciation for the cooperation they have enjoyed and look forward to continued support from Virginia's local governments.

### About the Author—

Suzette Denslow is a senior legislative analyst for JLARC. Prior to coming to JLARC where she helped assess fiscal stress, she dealt with it first-hand as the budget analyst for the city of Charlottesville from 1980 to 1982.



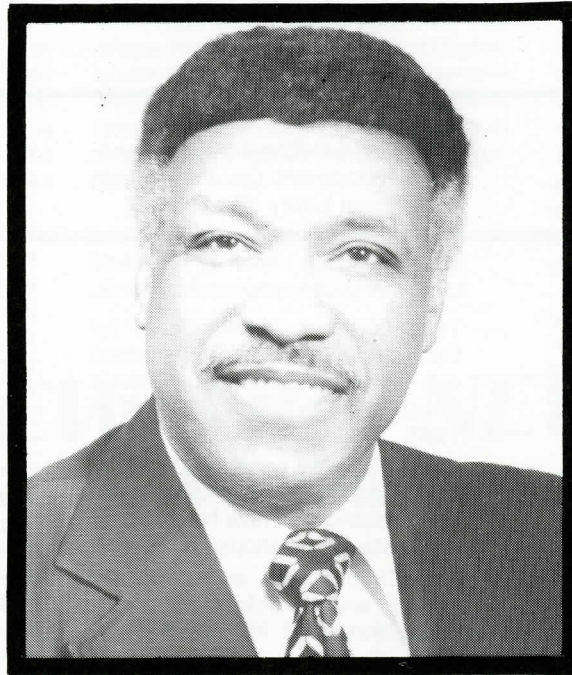
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# The Synergetic Environment of Downtown Richmond

By Richard T. Reinhard

One downtown organization in Richmond has been revamped and another formed, leading to an excitement that promises to energize the city's already steadily growing central core.

The restructured Central Richmond Association (CRA) and the newly-created Richmond Renaissance have separate charters and purposes but are working together toward the betterment of downtown Richmond.

Richmond is a good example of a city where two separate downtown organizations with roughly the same geographic scope can be more effective than one. Rather than competing, the two groups are cooperating with each other and a diverse group of other not-for-profit organizations with interests in a vital downtown: the Retail Merchants Association, Metropolitan Richmond Chamber of Commerce, Federated Arts Council, Metropolitan Economic Development Council, Historic Richmond Foundation, Richmond-on-the-James and the newly-formed Metro Richmond Convention and Visitors Bureau. With the business community willing to support CRA and Renaissance financially and programmatically, both organizations are responding to the city's demands with complementary services.

The increased level of downtown association activity coincides with a dramatic increase in development activity in Richmond's central city.

- Work began this spring on Sixth Street Marketplace, a project of James Rouse's Enterprise Development Co. and Richmond Renaissance. The project is scheduled for completion in the fall of 1985.
- Workers have begun the first phase of James Center, a \$325 million office and mixed-use complex facing the James River. This is a joint venture of CSX Resources and Faison Associates.
- United Virginia Bank recently completed a 450,000-square-foot, 24-story headquarters building in downtown Richmond.
- Old City Hall, built in the 1890s, was saved from demolition by the city of Richmond and the Historic Richmond Foundation and has been

carefully rehabilitated by the Crans-ton Development Co. into private multi-tenant luxury office space.

- Part of the 403-room Marriott Hotel and convention center to be linked to the Marketplace opens this month.
- The 2,000-seat Virginia Center for the Performing Arts, transformed out of an abandoned Loew's Theater for \$6 million, opened in 1983.
- Redevelopment continues in Shockoe Slip, once a downtown warehouse district that now houses popular restaurants, shops and offices.
- Main Street Station, an historic train station, and its train platform are being converted into an off-price shopping mall.
- Renovation has begun on The Jefferson Hotel, an ornate structure first opened in 1895 and abandoned in the 1960s.
- Most importantly, the Richmond city planning department is putting the final touches on a downtown plan. The plan will identify development and how these opportunities should be approached.

## Reconstructing CRA

The Central Richmond Association, a privately-funded, not-for-profit corporation chartered in 1955, served for 28 years as the enthusiastic promoter of downtown Richmond. Under the energetic leadership of Henry Gonner, the association, composed of approximately 700 businesses, focused attention on downtown through lively events. A parade of elephants opened the Manchester Bridge across the James River; the governor opened a new hardware store by cutting through a chain with bolt cutters; charming "Miss Building Boom Belles" officiated at building dedications. The festivities helped convince people that downtown Richmond is an exciting, fun place and created a positive image for the area.

With the impending retirement of Gonner in 1983, the association's 39-member board of directors began evaluating CRA's situation. A long-range planning committee chaired by Stephen Meyers, president of Virginia Parking Service, was formed to under-

take the task. With the aid of a loaned executive, the committee decided CRA should be repositioned to become the overall marketer of downtown. As outlined in its charter, CRA "provides leadership for a better downtown by supplying information, conducting research, encouraging planning, promoting transportation and ensuring a high quality of life for those who work, shop, live or visit in the area."

The plan identifies 13 standing policy committees (downtown marketing, downtown data, market research, housing, retail mix, flood wall, downtown neighborhood coordination, traffic, transit, parking, public safety, beautification and downtown festivals) and four standing internal committees (membership, budget, personnel and nominating) to be set up, with separate goals and specific short-term objectives for each committee. In addition, ad hoc committees will be set up as the need arises. Examples of such ad hoc committees include those on street people, blue laws and a new logo for CRA.

While the plan appears ambitious for CRA and its three-person staff, the association is depending on loaned executives, college interns and, of course, a strong volunteer effort from its members to help implement programs.

## Development Facilitator

According to its 1982 charter, Richmond Renaissance is a "biracial, public/private partnership created to facilitate negotiation and cooperation between the community and local government." Its board of directors include T. Justin Moore Jr., chief executive officer of Virginia Electric and Power Co., and Mayor Roy A. West as chairman and president respectively. On staff, J. Randall Evans, former Baltimore deputy director of housing and community development, serves as executive director, and local businessman Clarence Townes serves as deputy director. Renaissance has already substantially impacted the city's economic development and quality of life. The impact is in large part due to the association's 60-member board of directors, which includes chief corporate officers, black community leaders and high government officials such as Mayor West and City Manager Manuel Deese.





*Downtown Richmond's historic Shockoe Slip, once a warehouse district, now houses restaurants, shops and nightspots popular among downtown employees and area residents as well as tourists.*

Since inception, Renaissance and its six-person staff have concentrated on three top priority projects.

Renaissance acted as the "catalyst" for the Sixth Street Marketplace, producing a feasibility study, engineering financial planning, negotiating letters of intent and committing private and public parties to participate.

In addition to revitalizing the downtown retail district, the marketplace will link several important downtown landmarks: the 11,000-seat Richmond Coliseum, the planned Blues Armory Arts Center, the new Marriott Hotel and Project One office building, Thalhimer's and Miller and Rhoads department stores and the Virginia Center for the Performing Arts. With its bridge across Broad Street, the project also will serve as an important symbolic link across what often has been described as the dividing line between the black and white communities in Richmond.

Renaissance is also working on a

general plan for the historic center of black-owned business and commerce, the Second Street business district. With the financial support of Renaissance, the Second Street Business District Committee has worked with a development team on a substantial development project for the area.

In 1983, the organization set up a separate not-for-profit corporation to effect Small Business Administration 503 Loans throughout the city. Through the Richmond Renaissance Development Corp., loans are made to businesses to purchase land, buildings, machinery and equipment, as well as for building construction or expansion.

CRA and Richmond Renaissance together have begun work on a project to revitalize Broad Street, Richmond's main retail thoroughfare, on either side of the Sixth Street Marketplace. The purpose of the project is twofold: to improve the appearance of the area and to organize an advertising and promotion-

al coalition of its merchants.

CRA will be able to trade on its long-term relationship with Broad Street's merchants and landowners to ensure their involvement, while Renaissance can call upon its solid relationship with the city, high-level business leaders and the black community to gain support for an effective organizational partnership that will get the job done, making Richmond a better place in which to work, shop and live.

#### *About the Author*

*Richard T. Reinhard is executive director of the Central Richmond Association.*

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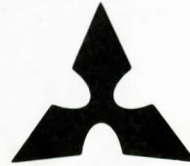
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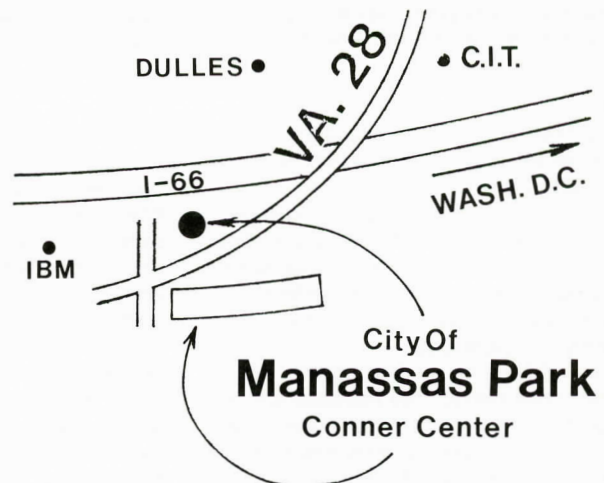
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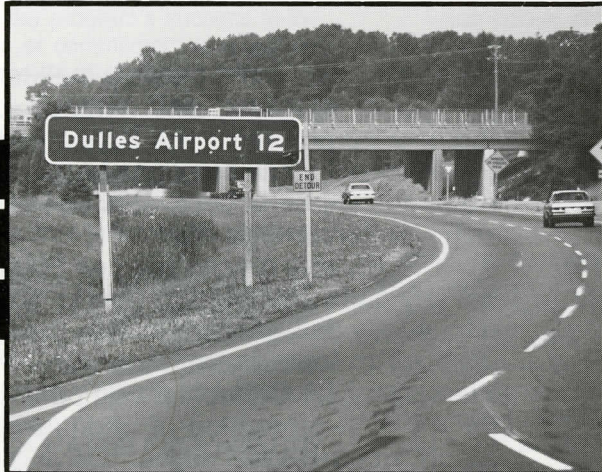


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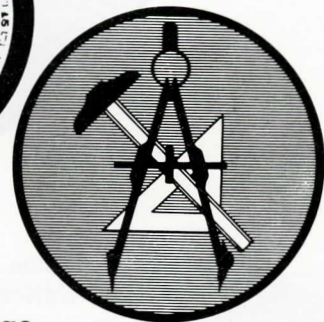
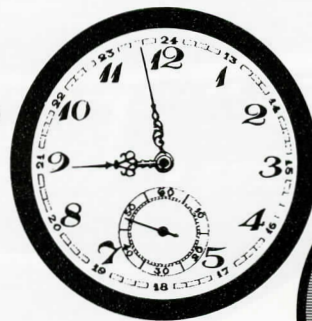
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# Working Together

## Richmond's Public and Private Sectors Develop an Industrial Site

By James McComas

To facilitate redevelopment of a blighted industrial site into a modern industrial park, the city of Richmond has entered a public/private partnership that probably is one-of-a-kind. The current buzz word that would describe it is "innovative."

### The Problem

Four years ago the most centrally located potential industrial site in the Richmond metropolitan area was lying dormant. It had become an industrial slum, a blight on the area.

The location had housed a once thriving meat packing industry which included livestock pens, slaughterhouses and meat packing plants and, at one time, employed 1,000 people. When this project was conceived, employment had dwindled to about 35.

The site occupied by these facilities comprised approximately 20 acres. Although not large by industrial park standards, it possessed unusual importance due to its location and several other factors including the following:

- close proximity to an I-95 interchange;
- visibility from I-95;
- frontage on two major streets, one of which has just been upgraded and widened;
- public bus service on both streets;
- frontage on the Seaboard Coastline Railroad with existing spur track in place;
- all utilities in place;
- level, well drained, stable land;
- an uncongested area;
- and, a low crime rate.

Further, Richmond was experiencing a shortage of available, developable industrial land. This was especially true north of the James River where this site is situated. Richmond also was lacking new industrial parks while the surrounding counties, by contrast, had a variety of industrial parks.

To be usable and marketable, the area needed to be recycled by demolishing the existing buildings and preparing the land for resale as an industrial park. Three separate parcels existed, each under different ownership. None of the owners could be expected to bear

the cost of demolition (estimated at \$300,000) to prepare the land for an industrial park and to function as the developer and make a reasonable profit on the sale of the land. The city, therefore, needed to be the catalyst to achieve the redevelopment of this property.

### The Solution

The city's economic development office spearheaded the undertaking and contracted with a real estate and economic development consulting firm for an economic feasibility and implementation study of the project.

The study concluded that the project was feasible from an economic and marketing standpoint. As to implementation, an imaginative public/private partnership arrangement was conceived and probably would have been consummated but for the demise of federal funding which was key to that particular approach. The seed was planted, however, for the city and the principal land owner to enter some sort of cooperative arrangement.

The key owner, who owned or had influence over all but 5.4 acres, acquired the 5.4 acre parcel. Next, a real estate partnership was established. It is managed by the key owner and includes the owner of the minor parcel, so that the entire site is now owned by this partnership.

City Council approved an ordinance authorizing the city to enter an agreement with the partnership whereby the city would award a contract for the demolition of all buildings on the site. Community Development Block Grant dollars would fund the contract; justification would be removal of blight.

The partnership, in return, was required to do the following:

1. Sell or lease the land only to labor intensive users for two years following the completion of demolition and subject to city approval.
2. Use its best efforts to sell or lease to labor intensive users after the two year period.
3. Incorporate into and make a part of any sale or transfer of land certain restrictions and covenants governing the use, character and condi-

tions of development on the site. These covenants require, among other things, the establishment of an architectural approval committee which includes representation by the city, an independent architect and the property owners. The committee will administer the covenants.

4. Actively market the property and spend at least \$10,000 a year on a marketing program. As sites are sold, the annual expenditure for marketing can be reduced proportionately.
5. Post a \$50,000 performance bond.

### Results

The city awarded the demolition contract for \$197,000, which was considerably less than the estimated cost, and the work was completed and accepted in October 1983.

The partnership has been perfecting development and marketing plans and has been conducting serious negotiations with three potential users. It is expected that there will be at least three buildings under construction in the industrial park by this fall.

### About the Author

James McComas is assistant to the city manager for economic development in Richmond, VA.



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# Richmond Promotes a Revolution in Tourism



A young visitor rides the train at Richmond's Visitors Center, which houses an abundance of area promotional materials.

By Allan Williams

The Yankees are invading Richmond! So are the British, the French, Tarheels, some Turks and Japanese and a fair number of other folks. The Metropolitan Richmond area, which includes Chesterfield, Hanover and Henrico counties and the city itself, is enjoying a revolution in its local tourism promotion.

A major new coalition was formed in the latter part of 1983 by the Metro Chamber of Commerce and the four local city and county governments. Built on a decade of regional cooperation, the new coalition is a vital part of the new economic development strategy. The Metro Richmond Convention and Visitors Bureau, formerly a division of the

chamber, is now an independent operation which serves the entire area.

The bureau is an independent partnership between government and business, working in concert with the Metropolitan Economic Development Council (MEDC), the region's industrial and commercial development organization, to promote the tourism segment of economic development activities. The Convention and Visitors Bureau's job, in short, is to sell the Metro Richmond area. To use marketing terms, the Convention and Visitors Bureau is in the business of "product promotion" as well as "product development."

The product is fairly well developed in

many aspects, compared to other metropolitan areas of comparable size. Local attractions are numerous and offer a wide diversity of activities to suit many different interests, age groups and demographic markets. The scope of attractions, from cultural and historical to sporting events and children's activities, provides both residents and visitors with plenty to do on weekends or one-day outings, as well as during longer stays.

Kings Dominion theme park attracts well over two million visitors annually from virtually every segment of the population. Richmond is one of the few cities in the country that offer white



water rafting through its downtown area via James River Experience Ltd. Once the capital of the Confederacy, the city boasts both its Richmond National Battlefield Park and the Museum and "White House" of the Confederacy which houses the most extensive collection of Civil War artifacts in the country.

Two of the South's finest museums, the Virginia Museum of Fine Arts and the Science Museum of Virginia along with its companion planetarium, "Universe," are among Richmond's most popular attractions. Other museums and historic house museums include the Poe Museum, Patrick Henry's home of Scotchtown, Wilton House, Agecroft Hall, Hanover Courthouse and Tavern, the Chesterfield Courthouse Museum, the Money Museum, the Spider Museum, John Marshall House, Maggie Walker House, and Meadow Farms Museum and Crump Park.

In terms of cultural events, the city boasts its own professional repertory theatre, the Virginia Museum Theatre, and professional corps de ballet, the Richmond Ballet, as well as the outstanding Richmond Symphony and Virginia Opera Company. The Virginia Center for the Performing Arts offers national touring company productions of Broadway shows and nationally known bands and orchestras. In addition, the Richmond area has three dinner theatres and a number of independent adult and children's theatre groups.

In close proximity are five major James River plantations, including Berkeley, Shirley, Sherwood Forest, Westover and Tuckahoe. The Richmond area has an abundance of parks and historic landmark residential areas, as well as Brandermill which captured national awards as the best planned community in the country several years ago. Annual festivals in historic neighborhoods, June Jubilee in Shockoe Slip, the Watermelon Festival in Carytown and others in various shopping centers and neighborhoods draw many thousands of visitors and residents each year.

Richmond-on-the-James Inc. offers walking tours and James River cruises throughout the tourist season. Tour planning services and tourist information are available at the Metro Richmond Visitors Center and through the state information center in Capitol Square.

Each year the city hosts a major tennis tournament, youth soccer tournaments, championship wrestling matches and the Strawberry Hill Races, a weekend of activities surrounding thoroughbred steeplechase racing. Richmond is also the home of the Braves, a farm team of the Atlanta Braves.

These existing attractions are soon to be joined by the Air Museum of Virginia,

the Sixth Street Marketplace and 130,000 square feet of discount shopping at Main Street Station. More than 1,500 new hotel rooms will be completed during the next year, including the opening of the Richmond Marriott, the Jefferson Sheraton Hotel and more than five new inns in suburban areas. The Marriott convention facilities will complement the existing coliseum, and further enhancements are underway at other facilities such as the Hyatt House, Fanny's, the Downtowner, the Holidays Inns, the Commonwealth Park and the John Marshall.

The major downtown change will be the construction of the Richmond Exhibition Center expected to be open in 1986. Featuring more than 62,000 square feet of exhibit space, it will be part of the largest indoor entertainment and convention complex in the state.

The Richmond revolution in tourism is built on a firm base of business, business, business. Long the mainstay of the state's commerce, the Metro Richmond area is a business as well as a political and cultural center. It is the second leading locality for major corporate headquarters in the South. The metropolitan "melting pot" has managed to stir into its heritage a healthy blend of manufacturing, education and government with culture, a developing night life, award-winning neighborhoods and a soon-to-be upgraded airport and stadium.

The new emphasis on economic development and one of its main components, tourism, has signalled a change in the metropolitan area's approach to tourism. The new approach, which was launched in the spring of 1984 by the new Convention and Visitors Bureau will be, first, to systematically research the tourist and convention market in order to identify the area's strongest attractions and its strongest market segment. Once the research has been compiled, the marketing plan will be developed.

The bureau has in hand market research studies such as the Hunt Report and the McCasky study, two key studies on the area's tourism potential, data from the state Travel Office as well as independent research conducted this spring specifically for the metro area. It has also researched and analyzed data from other cities of comparable size and geographic and demographic make-up to determine the area's strengths and groups of people that present the strongest market potential.

Even with budget increases from the Metro Chamber and the four contributing local governments, it is vital that the bureau target marketing dollars carefully. Because the bureau is still funded significantly below many of its competitors, it is in the process of developing

marketing strategies to use its advertising dollars most effectively. It will determine key target markets by geographic location and by demographic orientation and then use the most effective marketing tools to reach those markets, tools such as media advertising, participation in trade market places, public relations, direct mail, promotions and brochures.

By being selective, the Metro Richmond Bureau expects to reach a broader potential tourist market than ever before. By tailoring its messages to specific market segments, such as the motor coach traveler, the individual tourist, Southerners, Northerners, the black traveler and senior citizens, the bureau can most effectively take advantage of the metro area's diversity, including attractions, accommodations, business resources and quality of life.

In addition to conventional marketing, the Convention and Visitors Bureau helps to promote its product by developing improved signage, staging events such as the trivia treasure hunt, "Riches of Richmond," which brought national attention to the area, and by developing additional visitor information centers. Another major role the Convention and Visitors Bureau plays is that of coordinator among all groups involved. Toward this end, the bureau has developed a three-month calendar which lists all events in the metro area.

The bottom line for the Convention and Visitors Bureau is to increase the \$3.5 million in local tax receipts from tourism, the 6,500 jobs and the \$50 million in tourism-related payroll. Just maintaining this base is a challenge. Enlarging tourism/promotion programs to compete with those operating in cities such as Charlotte, Baltimore, Philadelphia and Knoxville, where programs are heavily funded by local lodging taxes, also poses a challenge to Metro Richmond.

In short, Metro Richmond is now using more of its resources in cooperative efforts by local governments, attractions and the hospitality industry, combined with highly sophisticated marketing techniques to develop the Metro Richmond area as a primary tourist destination and meeting place. Metropolitan Richmond offers the excitement of the old world and the new world. The Metropolitan Richmond Convention and Visitors Bureau plans to impact the tourist market with all of these resources and use tourism as a tool for economic, social and cultural prosperity and development.

#### *About the Author*

Allan Williams is general manager of the Metro Richmond Visitors and Convention Bureau. He is the former county administrator of Hanover County and Montgomery County.



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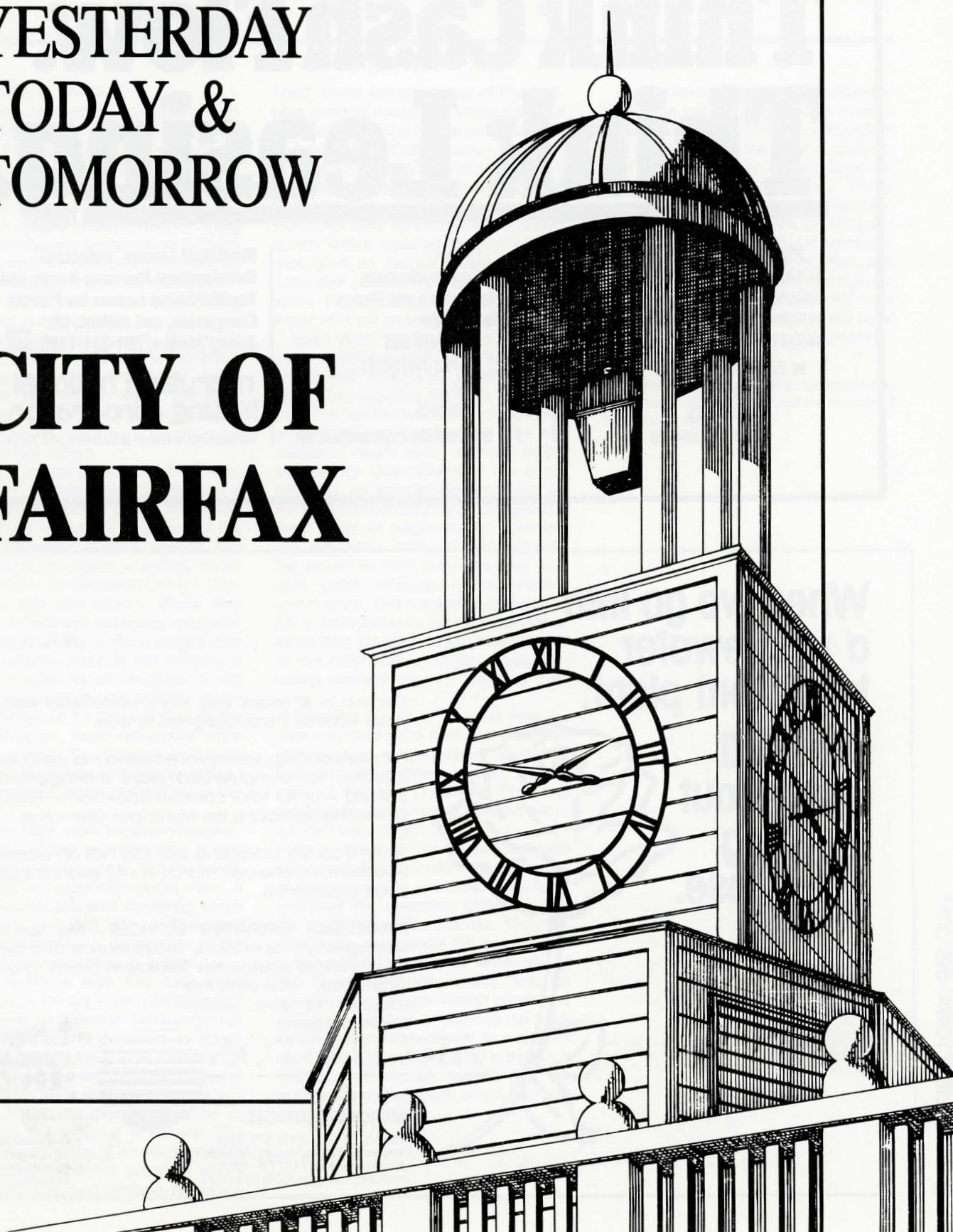
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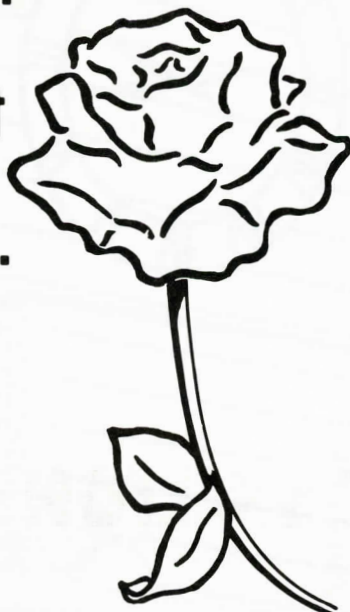
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# Airport Expansion, New Stadium Underscore Regional Cooperation

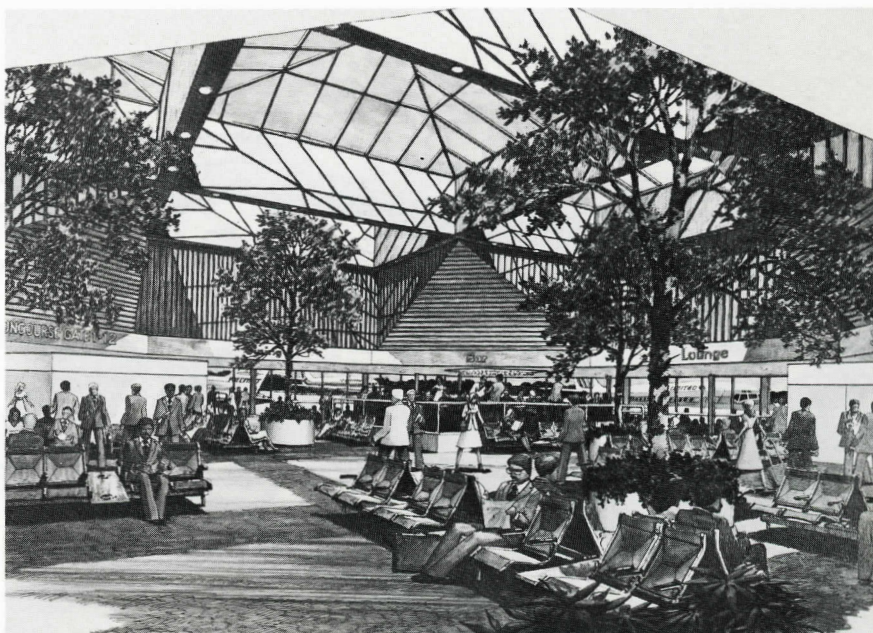
By Daniel W. Allen

A new spirit of cooperation is being seen in the Richmond metropolitan area. The city of Richmond and Hanover, Henrico and Chesterfield counties are undertaking joint activities at a higher rate than ever before. Two of the most significant of these activities are expansion of Byrd Airport to accommodate second-level loading and the reconstruction of Parker Field, the area's triple-A baseball park.

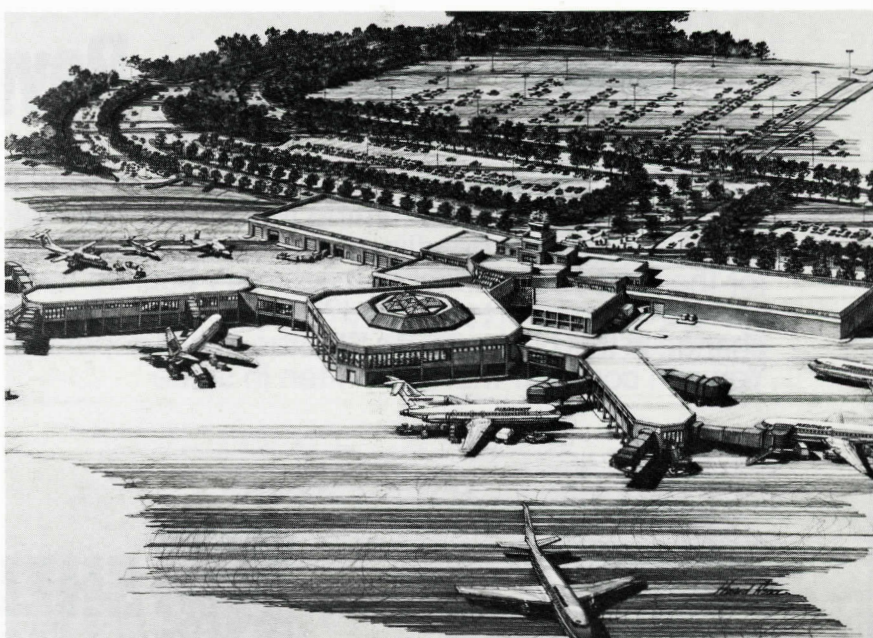
Regional cooperation and joint projects between the city and its surrounding counties have existed for many years. For example, Richmond and the surrounding counties have mutual aid agreements wherein the individual police agencies maintain close relationships with each other which involve vital exchanges of information. Cooperation on transit and carpool matching service delivery has existed for a number of years. The localities enjoy a mutual exchange arrangement among libraries, providing enormous benefits and cost savings to metro area residents. Cooperative agreements in matters involving waste-water treatment and solid waste disposal are intact as are numerous information-sharing projects.

The current spirit of cooperative arrangements and joint undertakings is stronger now than ever before. One beginning point of this cooperation can be traced to the establishment of the Metropolitan Economic Development Council (MEDC) in December 1977.

Richmond City Council and the boards of supervisors created MEDC to attract new industry to the area. The council serves as one of several promotional arms of its member jurisdictions. MEDC's primary goal has been to help continue the economic viability of the entire region through commercial and industrial development. Economic realities have helped focus attention on steps necessary to keep all the localities strong, and the city council and boards of supervisors support the growth of the metro area to expand the tax bases of all the localities.



Byrd International Airport's proposed terminal expansion/modernization layout provides for a second level main passenger lounge designed to reduce lobby congestion during peak hours. The new design will increase the departure lobby's square footage by 209 percent.



A significant structural change in the proposed terminal expansion/modernization plan is the all-weather, enclosed passenger jetways. Each concourse can be expanded as traffic increases to accommodate a total of 22 gates.



## The Airport

Byrd Airport is obviously a metropolitan-wide facility representing a major gateway to all the surrounding areas. Economic growth, as well as community image, are affected by the impact of such a facility.

In recent years, an improved airport terminal has become very important to the area, and the Capital Region Airport Commission developed a plan for adding approximately 57,000 square feet to the terminal as well as for increasing the use of much of the existing terminal. The expansion would permit second-level or "skywalk" loading directly into the aircrafts as well as add all-weather protection, two regional carrier gates and vastly improve baggage handling. The proposed project will cost approximately \$20 million.

Richmond and Henrico County formed the Capital Region Airport Commission in 1975 to promote growth to the facility and share in its costs. The commission has undertaken numerous improvements to the operational side of the airport and for the past few years has eliminated the need for operating subsidies.

The commission and its consultants believe the airport expansion project is a viable revenue bond project, to be supported from facility revenues rather than public subsidy. As a safety measure, however, the commission decided to ask the local governments to make "moral commitments" to stand behind the bonds, which would help secure more favorable interest rates and placement of the bonds.

The larger the number of jurisdictions involved, the stronger the "moral commitment." Chesterfield County's decision to join the commission last May means the airport will have even greater financial support. In addition, Hanover County has been invited to participate and is expected to make a decision by fall.

Chesterfield County's decision came in 1983 at a time when Byrd Airport's traffic had increased 7 percent, 3 percent more than the national average increase for that year. In addition, Byrd has seen two major carriers open operations and other carriers start new low-fare services to popular northern and southern destinations.

## The Stadium

Replacement of the baseball stadium has involved not only the local governments in the region, but also a dedicated group from the business sector of the city. A community-wide campaign in the mid-1950s resulted in money being raised to construct the current ball field. This community-wide commitment has become the base for the new project.

The city had determined through annual inspections that the current facility was rapidly wearing out and would soon need to be replaced. The city manager approached city council and the Chamber of Commerce to encourage a joint project to raise money for a new stadium. In addition, city council appropriated \$100,000 in July 1983 for studies and design and indicated it would support a portion of the cost of the new facility if the other jurisdictions, the business community, the Richmond Braves or any combination were also willing to contribute. Review of the concept of a multipurpose stadium concluded that sufficient community-wide support did exist for a fund raising campaign to be undertaken. An agreement in principle was made to have the localities provide half the cost of the approximately \$8 million project with the private sector providing the other half. Representatives from Richmond and Henrico and Chesterfield counties joined with business leaders in March to announce the project agreement. Fund raising decisions and mechanics of the operating agreements were settled during the summer, and demolition is scheduled as soon as the last out is made in the 1984 baseball season. Construction will take place this winter with high hopes that it

will be ready for the first pitch next April.

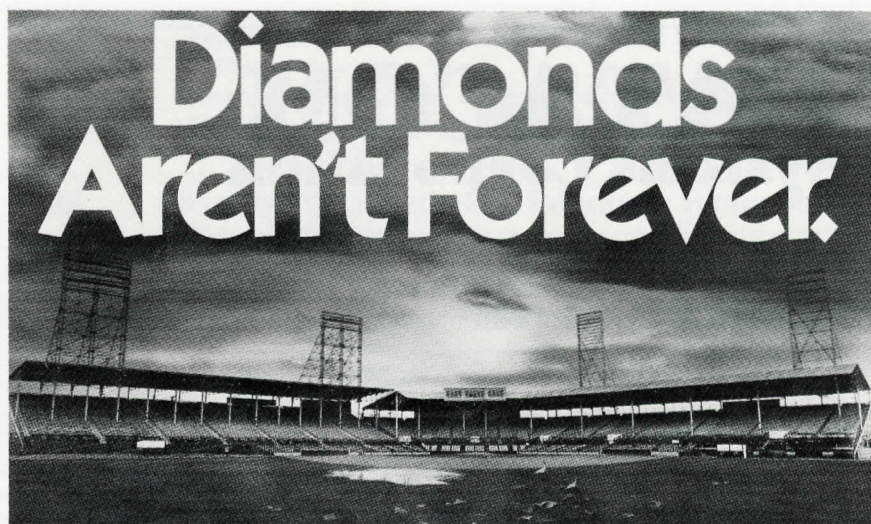
Strong commitments from the local governments, the baseball team and the business community are indicative of the spirit of cooperation growing in the region. Reaching successful joint participation in these projects was not easy, however, as a number of factors tended to work against cooperation.

One member of Richmond City Council, Bill Leidinger, who was active in the process, said the effort was "often like a Keystone Cops comedy." He indicated in a civic group speech that "the hard part is behind us and that was getting the act together." He said it had been exciting and educational, but he also said it was frustrating at times. It took straight forward discussion between elected and appointed officials of the jurisdictions and representatives of the business community.

The Richmond area will get the short-term results of an improved airport and baseball park. More importantly, the ground work has been laid for future joint projects which will benefit the region as an economically and socially viable area.

### About the Author

Daniel W. Allen is assistant city manager for administration for the city of Richmond, VA.



Parker Field echoes with four decades of baseball memories, from the early Vee teams of the 1950's to the championship Braves of recent years. While these memories may last forever,

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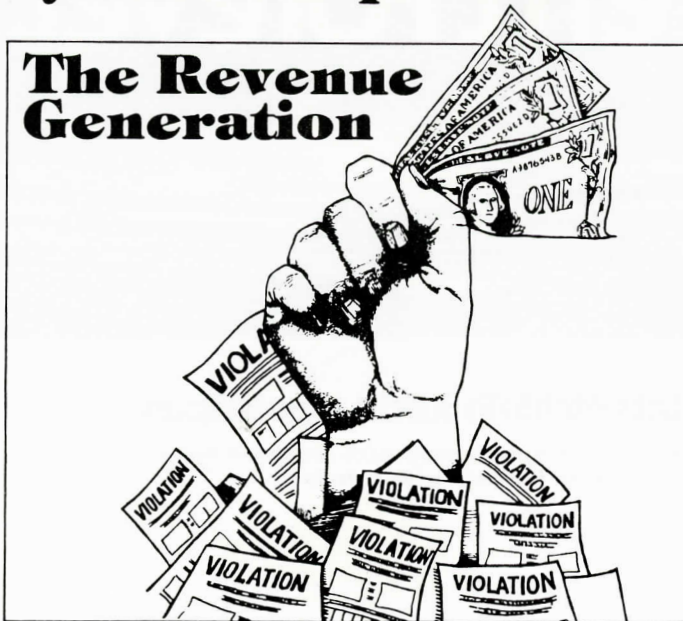
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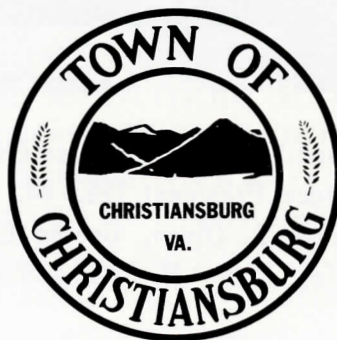
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The Vienna Town Council – Seated, Mayor Charles A. Robinson, Jr., Virginia Municipal League President 1983-84. Standing, left to right, Council members Vincent J. Olson, George E. Lovelace, Rodger W. Seeman, E. Ross Buckley, Robert W. Robinson and Donald E. Upchurch.



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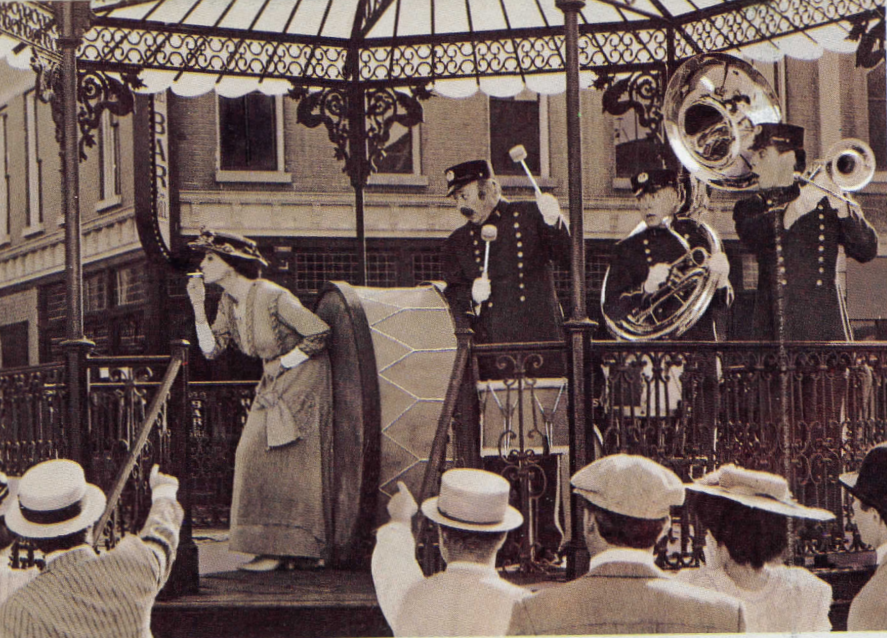


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