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Virginia Town & City

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Toward a New Dominion

Recommendations for
Local Government in the Year 2000

Urban Revitalization and City Residents

Private-sector involvement is essential for the revival of economically and socially troubled cities. Indeed, many people view private investment as the key to a community's economic and social well-being, helping as it does to cure distressed cities' problems with unemployment, slowly growing or declining tax bases, losses in consumer spending and the erosion of the middle-income homeownership population.

Many of our public policies are based on this idea, and we can see the success of much that has been done. Yet strategies for economic development do not spread benefits proportionately to all segments of the population. In many cities, ill-skilled, jobless and poverty-stricken residents are either neglected or expected to gain only indirectly from development. Direct assistance is aimed toward revitalizing the central business district and promoting "gentrification" in nearby neighborhoods, while little or no commitment is made to revitalization strategies that will create real opportunities for poor and lower-income city residents to become economically self-sufficient.

Urban officials in Virginia are like their counterparts across the nation in the problems they face and the successes they experience. Outsiders may see the magnitude of problems in Richmond, Norfolk and Portsmouth as somewhat less severe than those in Newark, Youngstown or Detroit. To the leaders who are trying to cope, however, the pattern of problems and solutions are strikingly similar. The same economic and social forces are at work. Reduced federal assistance going to cities, coupled with inadequate state funds, leads city officials increasingly to seek private investments to build and diversify their economies. Redevelopment projects in downtown areas, along existing waterways, in abandoned industrial warehouse areas and in adjacent blocks and neighborhoods become the major pillars in urban economic development

strategies. Given national economic recovery, the ability of city leaders to attract significant private-sector participation has become the issue.

Formally organized public-private partnerships have become the "in" way to get this participation. Urban officials, private-sector leaders, representatives of the not-for-profit sector (many hospitals and universities, for example) and leaders of some community-based organizations (such as the United Way and the Urban League) have cooperated in urban revival partnerships. Invariably, "successful revival" is centered around a city's unique saleable characteristics — transportation and distribution centers, commercial and office centers, cultural and academic complexes, medical and health centers and tourist and entertainment centers.

Both large and small cities have concrete demonstrations of the success of public and private leadership in using quasi-public organizations to spearhead urban redevelopment. The waterfront project in Norfolk, the Sixth Street Festival Marketplace in Richmond and new office buildings, hotels, convention centers, condominiums, malls and historical restorations in other cities prove that federal funds (even though in reduced amounts) and focused local policies for land acquisition, zoning and services have been able to work.

Paradoxically, these signs of prosperity exist in the midst of continual urban physical decay and poverty. Low- and moderate-income city residents, many of them black and Hispanic, often are displaced from property that looks good to investors and pushed elsewhere in the city or out into the first troubled ring of suburban communities. The sight of spectacularly successful downtown redevelopment projects surrounded by decay and poverty starkly emphasizes the attention given to one problem and the neglect of the other. Low- and moderate-income city residents continue to find job opportunities scarce, while wages for jobs that do exist are insufficient to enable escape from the midst of the working poor.

If those living in decay and poverty are to become full participants in their city's revival, human resource and neighborhood economic development programs will need the same attention and innovation that the economic face-lifting in business areas has received. A specific strategy for economic self-sufficiency among low- and moderate-income residents is required to integrate human resources and neighborhood development with downtown-focused economic revival.

If inclusive urban revitalization is to occur, a city's political leadership will have to accept the goal of broadly distributed economic gains. The exclusive economic development that has seemed so successful needs to be linked to programs in education, vocational training, job creation, housing and business opportunities for city residents. These public-private partnerships may be difficult, but they are vital.

Leadership aimed toward the economic self-sufficiency of a wide spectrum of city residents is consistent with enhancing the local economic and tax base. Such a development strategy will create a more viable business climate than one confined to downtown business districts and adjacent areas. Promoting incentives and opportunities for current city residents to advance economically is just as important to the economic interests of a city as annexing middle-income suburban residents or attracting a new urban gentry to revitalized downtown areas. Creative and innovative political leadership can help to achieve inclusive urban revitalization by comprehensively advancing the economic interests of a city and all of its residents.

About the Author

Bruce Ransom is serving as a visiting scholar at the Institute of Government, University of Virginia. He holds a doctorate from the University of Virginia and is on leave from his position with the department of political science at Rutgers University.

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On the Cover

Man has always gazed at the stars and wondered about his past, his future and his place in the universe. In November 1982, The Commission on Virginia's Future set about examining the future of the commonwealth, defining a vision and making recommendations to achieve that vision. You can read about some of these recommendations in the story beginning on page five of this issue of Virginia Town & City. (Cover slide of Saturn provided by the Science Museum of Virginia and the Voyager I.)

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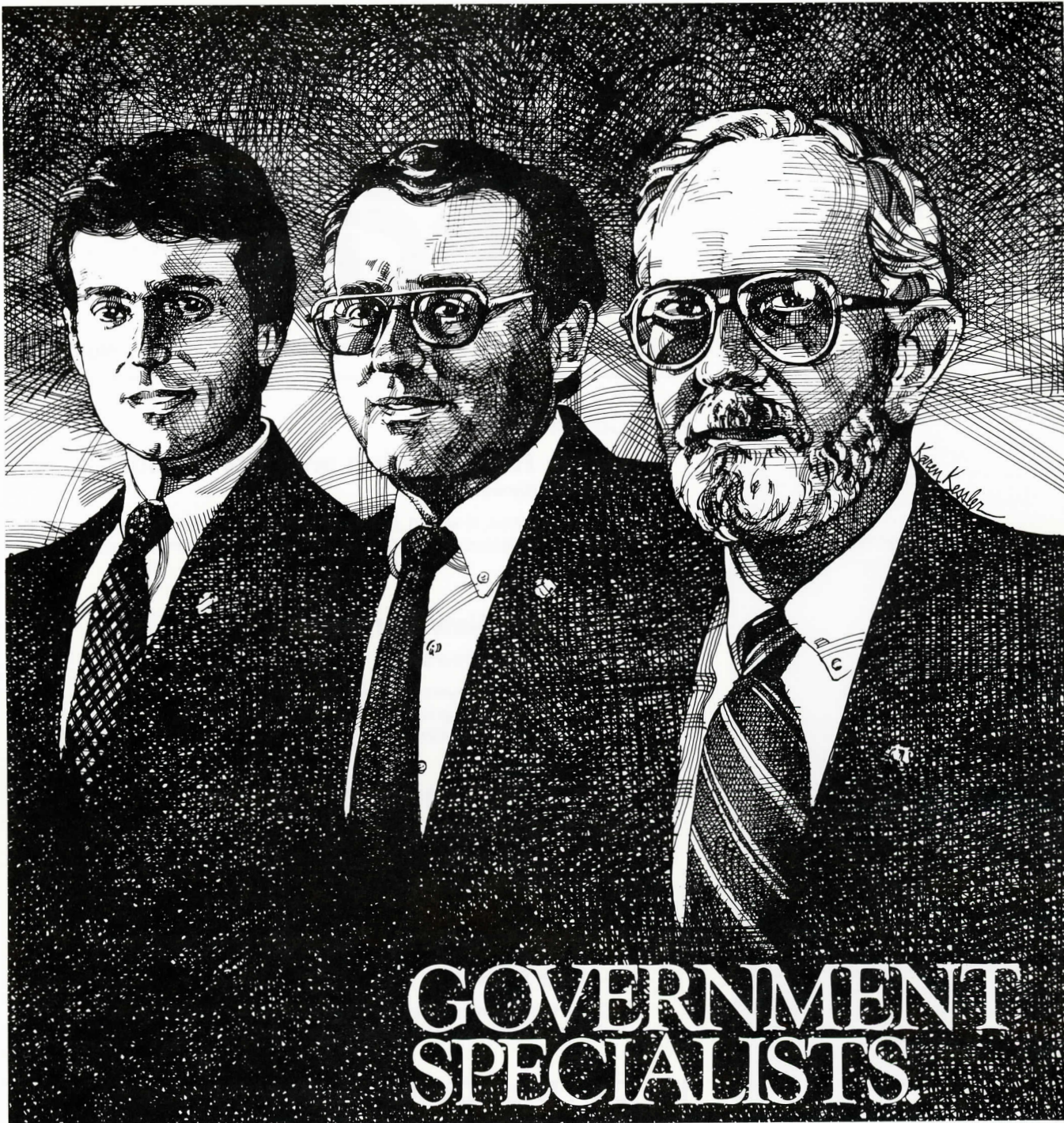
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Toward a New Dominion

By Robert M. de Voursney

"Careful thought about the shape of Virginia's future is critical to the welfare of our people One of our major difficulties is inadequate attention to long-range thinking The price all of us pay for this single-minded attention to the present is the near certainty that the future will take us by surprise and perpetuate the ad hoc short-term manner in which we live our lives, manage our affairs, and govern our society."

Gov. Charles S. Robb

What kind of local government will we want in Virginia in the year 2000? What are the trends and conditions that will have a major impact on the future of Virginia's local governments? Without any change in current policies or trends, where will the commonwealth's local governments be in two decades? What actions should Virginians take to prepare for the future of its local governments?

These are just some of the questions addressed by the Governor's Commission on Virginia's Future, which made public its report early in December. During the two years of its inquiry, the 37-member commission considered forecasts concerning Virginia's population and economy. It heard from experts in many fields and received testimony from many organizations, including the Virginia Municipal League. With the information it received, the commission assembled a projection of life in Virginia at the beginning of the 21st century.

The Virginia of the year 2000 will have a population of 6.6 million, double its headcount at midcentury. With almost three out of four people of its much larger population classified as urban, the state will not be the same as in 1950 when more than half of its people lived in rural areas. Much of the state's population will be concentrated in a largely unbroken metropolitan crescent that will extend from the Washington suburbs through Richmond to the Hampton Roads and Virginia Beach. This region will absorb as many new people as the 1980 population of the Richmond metropolitan area. Five other growing metropolitan areas — Bristol, Danville, Roanoke, Lynchburg and Charlottesville — will be home to an additional 170,000 people.

Within these metropolitan areas, growth will be uneven. With a few notable exceptions such as Virginia Beach and Chesapeake, Virginia's cities and older suburbs are not growing. Some have lost population and will continue to do so. Between 1970 and 1980, taken together the populations of the state's central cities fell almost 7 percent. At the same time, suburban counties have grown rapidly, especially in newer communities outside older suburbs and in outlying areas. Our population is spreading out over metropolitan areas

instead of concentrating in our cities and close-in suburbs.

Like the people, businesses are increasingly locating in the suburbs. In some metropolitan areas, multiple commercial, governmental and cultural centers are emerging, a departure from the downtown-centered metropolis of the past. In this arrangement the old downtown becomes one of several centers within the metropolitan area rather than the dominant hub. These new patterns are observable in the new, suburban way of life, where suburbanites live, work and spend their leisure time in the suburbs, seldom traveling to the older downtown city. One sign of this change is the sharp rise in cross-suburban commuting, a development our road and highway systems have been poorly equipped to accommodate.

With these shifts in population, the residents of Virginia's cities are becoming disproportionately older, poorer, female and members of racial minorities. The widely heralded back to the city movement is highly visible in areas like Richmond's Fan District, but measured against the total population of the state's large cities, gentrification is of limited significance. In addition, it is not without negative effects as it displaces residents and boosts demands for services.

Growing metropolitanization will affect Virginia's rural areas. Some rural areas will grow and prosper, especially those on the fringes of expanding metropolitan regions, but most of the commonwealth's rural areas will see little growth or a slow decline. Many rural communities will have difficulty keeping their young people, attracting new jobs and residents, and providing satisfactory public services.

As parts of Virginia become an almost unbroken megalopolis, communities in these areas will be confronted on an accelerating scale with problems arising from rapid growth and urban sprawl—choked transportation, disorderly land use, insufficient open space and, in some places, water shortages. Problems will increasingly cut across current jurisdictions. As more and more citizens live in metropolitan areas, "the relevance of local boundaries to either the origin or resolution of public problems is questionable," according to the report.

Transportation, recreation, water supply, waste disposal and environmen-

continued, next page

HIGHLIGHTS OF THE REPORT

- Virginia's governor should be elected to a six-year term (without the right to succeed himself) because the present four-year term does not allow enough time for long-range policy making and inhibits effective budget management.
- Education should be the highest priority of the Commonwealth. Virginia should increase spending on education to a level matching its fiscal capacity and pay nationally competitive teachers' salaries. School divisions should see to it that each student is functionally literate before completing elementary school. Expanding needs in the areas of adult and preschool education should be recognized, and schools should make full use of new educational technologies. The governance of public education at all levels in Virginia should be re-examined and reorganized.
- State government should prepare for major changes in the financing and regulation of health care brought about by the new reliance on competition to control costs. The state may have to find ways to pay for medical education, medical research and indigent care. It will have to make difficult ethical decisions about who should get what kinds of medical care, when care should be withheld and who should pay.
- The state should formulate and put into effect a comprehensive economic development strategy that coordinates the state's economic development policies and programs under the leadership of a separate secretary of economic development. The strategy should nurture the creation of new businesses and the growth of small firms, two main sources of new jobs, and should seek to attract companies in all growing sectors of the economy.
- Virginia needs a separate secretary of natural resources who would oversee a new agency for dealing with land use and a new waste management authority. An administrative process for handling inter-jurisdictional transfers of water should be established.
- Virginia will be called upon to invest more to meet needs for building and maintaining highways, bridges, mass transit systems and water and sewage treatment plants. These expenditures must be understood as investments in the future, and the prudent use of debt financing to pay for them over their useful lives may be required.

tal protection are all areas that will cut across existing jurisdictions. Preservation of local sovereignty will increasingly conflict with the efficient, effective delivery of public services.

At the same time, the serious difficulties facing Virginia's cities will grow. Populations that are poor and elderly will need special health, housing, welfare and education programs. Aging streets, sewers and water systems will be expensive to maintain and replace. Concentrations of people and businesses impose demands for sanitation, police and fire services. Declining business districts, inadequate housing and decaying neighborhoods call for urban renewal and community development.

As businesses and middle income citizens move to the suburbs, cities will be left with rising service costs and declining tax bases. Many Virginia cities are feeling fiscal stress, and that stress is not likely to slacken. Virginia's local governments have become a patchwork of "haves" and "have nots," and the quality of housing, education, transportation and other services varies greatly from locality to locality. More and more these disparities involve whole areas rather than individual jurisdictions. According to the commission, one dangerous result of these changes is already apparent — metropolitan areas in which local jurisdictions are segregated by income and race.

Unless present practices change, the disparities between cities and suburbs that are evident today will widen. While newer suburbs confront problems stemming from rapid growth, cities will need help to remain vital hubs, to provide adequate services to their residents and to accommodate commuters and other suburbanites who use their resources. They will require assistance to revitalize business districts and to rehabilitate blighted neighborhoods. Given their stressed financial conditions, cities cannot do the job by themselves.

Recommendations

In addressing what needs to be done to prepare for the future, the commission noted that "many local governments operate efficiently." It also observed, "they are part of a larger system that is ill-equipped to cope with economic, demographic and social change."

"Significant improvements will not be possible," the report said, "without new structures of local governments and new models of intergovernmental cooperation." Sustaining Virginia's prosperity will require effective governmental units sharing in an equitable distribution of resources.

Given the magnitude of the problems it foresaw, the commission recommended that the General Assembly "initiate a thorough review of local govern-

ment boundaries." Some boundaries, it said, are anachronisms resulting in waste and duplication. The commission called for "a bold realignment of local government boundaries or responsibilities . . . which will mean consolidating many rural counties and eliminating the independent city concept." Annexation, one of the principal traditional means of adjusting boundaries, is no longer relevant in many of the state's population centers.

To deal with the increasingly regional character of many problems, the commission recommended that state officials "become more aggressive leaders in promoting regional solutions to regional problems." Many localities have devised creative means to deal with problems that affect more than one jurisdiction. Planning districts are one possible mechanism for delivering services regionally. Also, greater leadership at the state level could hasten greater use of cooperative efforts among local governments in Virginia. As localities face unprecedented stress, "the logic of regional cooperation, even regional government, long an anathema to many Virginians, may become irrefutable."

The commission was aware that its recommendations would be sensitive politically. But it said, "The bitterness of past struggles over annexation must not be permitted to inhibit the building of a better future." It noted that "county boundaries were drawn long ago so no citizen would be more than a day's horseback ride from the county seat. Virginians cannot expect a system of local government designed to meet the needs of an 18th century society to satisfy the requirements of a 21st century commonwealth . . ." It is hard to imagine anyone today, starting from scratch, creating a system of 95 counties, 41 cities and 189 towns.

The commission recognized that "consolidation will not occur on a large scale soon," but said that "the course of events will compel it eventually. It makes sense to prepare now for what is inevitable When the public perceives the cost savings that the consolidation of some counties and cities will produce, those consolidations will take place."

In describing the general thrust of the commission's work, Chairman William B. Spong Jr. said, "We had to condition ourselves against short-range thinking or the limits of what could be achieved at the next session of the General Assembly. This perspective freed us to concentrate on what is fundamental."

The commission soon saw that "Virginia could change in ways none of us would want," but the group's product is not a "doomsday report." The commission viewed Virginia as, "blessed

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The Commission on Virginia's Future

The Commission on Virginia's Future was created in November 1982 by Gov. Charles S. Robb. Chaired by former U.S. Sen. William B. Spong Jr., dean of the law school at William and Mary, the 37-member bipartisan panel was asked to identify and analyze problems that will affect Virginia during the next 20 years. Among the political leaders, educators and business leaders serving on the commission were former Govs. Albertis S. Harrison Jr. and Linwood Holton, former House Speaker John Warren Cooke, retired Chief Justice Lawrence W. I'Anson, Justice John Charles Thomas, former U.S. Secretary of Defense and Energy James Schlesinger and former Norfolk and Western Railroad Chairman John P. Fishwick. Also serving as ex-officio members were Lt. Gov. Richard J. Davis, Attorney General Gerald L. Baliles and the leaders of both houses of the General Assembly. Represented in the membership of the commission is over 300 years of public service.

The commission members began their work by obtaining expert advice on the forces that will shape Virginia's future.

After careful consideration, the commission was organized into five task forces: economic development, education, environment and natural resources, human resources, and government and planning. The reports of these task forces were reviewed thoroughly by the members of the full commission before they prepared their final report.

In its two year effort, the commission or its task forces met monthly, traveling to many parts of the commonwealth. The members reviewed previous studies and reports. They were briefed by senior state and local government officials, business leaders, faculty members from the state's colleges and universities and other experts. They solicited comments from citizens and the organizations that represent them. Through a statewide survey, they heard from a cross section of Virginia's adult citizens who gave their views about Virginia's future.

Copies of the commission's reports are available from the Institute of Government, P.O. Box 7884, Charlottesville, VA 22906.

Commission Members

William B. Spong, Jr., Chairman; Dean, Marshall-Wythe School of Law, College of William and Mary; former United States Senator, Williamsburg

Hunter B. Andrews, Majority Leader, Senate of Virginia, Hampton

Mark S. Anschutz, Rector, Christ Church, Alexandria

Gerald L. Baliles, Attorney General of Virginia, Richmond

FitzGerald Bemiss, President, FitzGerald and Company; President, Virginia Historical Society, Richmond; Former Member, Senate of Virginia

Vincent F. Callahan, Jr., Minority Leader, Virginia House of Delegates, McLean

John Warren Cooke, Speaker, Virginia House of Delegates (1968-79); Member, Virginia House of Delegates (1942-79), Mathews

Richard J. Davis, Lieutenant Governor of Virginia, Portsmouth

John D. Epps, Attorney, McGuire, Woods and Battle, Richmond

John P. Fishwick, Former Chairman and Chief Executive Officer, Norfolk and Western Railroad, Roanoke

Lawrence F. Forman, Rabbi, Ohel Shalom Temple; Immediate Past President, Tidewater Board of Rabbis, Norfolk

Guy Friddell, Author and Columnist, Virginian-Pilot, Norfolk

Albertis S. Harrison, Jr., Justice-Retired, Supreme Court of Virginia; Former Governor of Virginia, Lawrenceville

Linwood Holton, Vice President and General Counsel, American Council of Life Insurance, Former Governor of Virginia, McLean

William B. Hopkins, Former Chairman, Commission of Intergovernmental Management; Former Member, Senate of Virginia, Roanoke

Robert Huntley, President, Best Products Co., Inc.; Former President, Washington and Lee University; Former Member, State Board of Education, Richmond

Lawrence W. I'Anson, Chief Justice-Retired, Supreme Court of Virginia, Portsmouth

Joan Jones, Former Member, Virginia House of Delegates; Educator, Lynchburg

W. L. Lemmon, Owner-President, Lemmon Investment Corporation; Former Member, Virginia House of Delegates, Marion

Dr. Virginia Lester, President, Mary Baldwin College, Staunton

Thomas W. Moss, Jr., Majority Leader, Virginia House of Delegates, Norfolk

A. L. Philpott, Speaker, Virginia House of Delegates, Bassett

Jessie Rattley, Member, Newport City Council; Past President of the National League of Cities, Newport News

Lois Rochester, Educator; State Financing of Education Chair, League of Women Voters of Virginia, Charlottesville

Toy D. Savage, Past President, Virginia Bar Association; Former Member, Virginia House of Delegates; Past Chairman, Hampton Roads Area Committee, Norfolk

Dr. Alvin J. Schexnider, Associate Dean, School of Community and Public Affairs, Virginia Commonwealth University; President, Virginia Chapter, American Society for Public Administration, Richmond

James Schlesinger, Senior Advisor, Center for Strategic and International Studies, Georgetown University; Former United States Secretary of Defense; Former United States Secretary of Energy, Arlington

Charlotte Scott, Professor of Business Administration and Commerce, University of Virginia; Senior Fellow, Tayloe Murphy Institute, Charlottesville

Eleanor Shannon, Former Member, Sweetbriar College Board of Trustees; Member, Southwestern College Board of Trustees, Charlottesville (resigned, December 1983)

Lawrence N. Smith, President, Essex Financial Group Inc.; Former President, Eastern Region, United Virginia Bank, Norfolk

James L. Sundquist, Senior Fellow, Brookings Institution, Governmental Studies, Arlington

Julian Tarrant, Planning Consultant, Richmond

Dr. Julian H. Taylor, Treasurer, Reynolds Metals Company, Richmond

John Charles Thomas, Justice, Supreme Court of Virginia; Former Partner, Hunton and Williams; Richmond

William A. Truban, Minority Leader, Senate of Virginia, Woodstock

Dr. Thomas P. Wallace, Vice President for Academic Affairs, Old Dominion University, Norfolk

Edward E. Willey, President Pro Tempore, Senate of Virginia, Richmond

Dr. John D. Wilson, President, Washington and Lee University; Former Provost, Virginia Polytechnic Institute and State University, Lexington

among the American states," and believes that an improved quality of life is within our reach "if we exercise enlightened anticipation."

The commission also made recommendations in the following areas pertaining to local governments:

Government and Planning

- State officials should be more aggressive in promoting regional solutions to regional problems and inter-governmental cooperation. State aid to localities should be reviewed to find ways to reward regional cooperation and to encourage consolidations, perhaps by providing incentives for cooperation in aid formulas.
- The state should play a greater role in helping to solve the problems of its central cities. Central cities need greater financial aid and other forms of assistance. State financial aid, according to the commission's Government and Planning Task Force, could be increased by fully funding state mandates. The state could pick up a greater share of the costs of education or welfare or include a "fiscal stress index" in formulas for distributing state aid to localities.

Housing and Livable Communities

- Housing needs to become a greater concern of state government. The state should encourage private investment in housing and participate in financing certain kinds of housing through support for the programs of the Virginia Housing Development Authority and use of state pension funds.
- The state should provide direct housing assistance (accompanied by needed supportive social services) for some groups, such as the poor and handicapped; it should encourage construction of housing designed for the elderly.
- Regulations affecting housing should be adjusted when appropriate in light of new technology and changing housing demand.
- Virginia's state and local governments should enforce open housing laws vigorously.

Economic Development

- The state should have an economic strategy which would include more leadership and direct technical assistance for local economic development activities. There should be more effective coordination between local and state economic development efforts.

Education

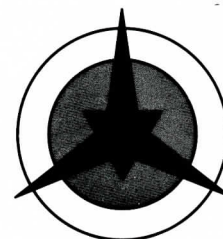
- Education should be the highest priority of the commonwealth. Virginia should aim at a ranking among the top ten states in the quality of education it offers.
- Spending on education should be increased to a level matching the state's fiscal capacity, and teachers' salaries should be raised to nationally competitive levels.
- Disparities in educational quality in Virginia should be reduced.
- The governance of public education at all levels should be re-examined and reshaped.

Natural Resources

- Planning district commissions should be given a key role in developing and administering the commonwealth's land use policy.
- The General Assembly should review local government zoning authority. Current laws, as enacted and interpreted, may not give adequate authority to local jurisdictions attempting to cope with growth.

About the Author

Robert M. de Voursney is an associate professor at the University of Virginia's Institute of Government. For the past two years, he has served as staff director for the Governor's Commission on Virginia's Future.



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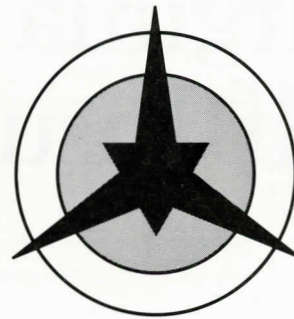
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Building Officials Elect Officers

Edward Williams, a building official from Virginia Beach, has been elected president of the Virginia Building Officials Association (VBOA), an affiliate organization of the Virginia Municipal League. His election took place at the 1984 Annual School and Conference held Dec. 2-5 in Fredericksburg.

Approximately 180 attended the conference which was presided over by Clarence Diersing, the outgoing president and director of code compliance for Newport News. Others elected to serve in 1984-85 were Emory Rodgers, inspections chief for Arlington County, who was elected first vice president; James Nininger, building official, Salem, elected second vice president; and Arnold Vincent, building official, Greensville County, elected sargeant-at-arms.

Delegates and guests were welcomed at the opening session by Fredericksburg Mayor and VML President Lawrence A. Davies. BOCA International President Magnus Mitchell installed the association's new officers for 1985, and BOCA Executive Director Clarence Bechtel attended the meeting.

Conference topics included zoning, industrialized housing and commercial

development, communication and motivation, elevator installation, fire protection and plan review, energy conservation, reinforced concrete and the 1985 Uniform Statewide Building Code. Conference guests were treated to a fashion show hosted by Leggetts Department Store and a tour of historic Fredericksburg.

The next Annual School and Conference will be held at the OMNI International in Norfolk Dec. 1-4, 1985. For conference or membership information contact Joni Terry, executive director, P.O. Box 753, Richmond, VA 23206; (804) 649-8471.

Fredericksburg Publishes New Brochure

"Get a Real Taste of American History" urges a new promotional brochure recently released by Fredericksburg to attract visitors to the city's authentic historic attractions.

The four-color brochure illustrates the "real taste" theme with bold photographs and text describing the city's historic attractions, shops, dining and special events.

Larger than the city's previous pro-

motional brochure, the new publication places more emphasis on the city's role in the Civil War when the city changed hands seven times. The strong connection to George Washington, who grew up in Fredericksburg, receives major attention, and the proximity to other tourist destinations, such as Washington and Colonial Williamsburg, is stressed. The brochure folds out to a poster-sized collage of Fredericksburg sights.

The brochure is the major promotional device used by the department of tourism to attract visitors and group tours to the city, respond to requests for information and in its travel writers program. The department is the city's agency responsible for attracting more than 450,000 tourists to the area and serving more than 120,000 travelers at its visitor center annually.

About 500,000 brochures will be printed for distribution at the Fredericksburg Visitor Center, travel offices throughout the state and nation, and in response to advertising inquiries.

For copies of the brochure, contact the Fredericksburg Visitor Center, 706 Caroline St., Fredericksburg, VA 22401; (703) 373-1776.

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VML's Top Legislative Priorities

By Ellen S. Posivach

FUNDING EDUCATION

For the second year the Virginia Municipal League's top legislative priority is full funding of the state's share of the actual costs of primary and secondary education. The VML position reads, "VML's first priority is funding for education including full funding of the actual costs of the Standards of Quality as estimated by the Virginia Department of Education and full funding of educational mandates as outlined in the Joint Legislative Audit and Review Commission's study, State Mandates on Local Governments and Local Financial Resources. In order to accomplish this, VML supports an additional 1 percent statewide sales tax to be returned to localities to fund education."

While there is a wide discrepancy between estimates provided by the state and estimates provided by organizations, such as VML, on the amount of additional funds necessary for the state to fully meet its financial obligations to public education, there is no disagreement on the fact that the state is not meeting this financial responsibility. According to November 1984 Department of Education estimates, the state would need an additional \$635 million during the 1986-88 biennium in order to meet its responsibility just for Basic Aid Payments. This figure does not include additional state funding for categorical programs in which the state underfunds mandated requirements.

Because of the opposition VML and other organizations have received from legislators on specific issues related to increased funding for education, VML would like to review some of these concerns along with our responses to these concerns.

Update

On Jan. 9, 1985 in his "State of the State Address," Gov. Charles S. Robb proposed full funding for the first time of the state's share of the educational Standards of Quality in the 1986-88 biennial budget. This would of course require approval by the 1986 General Assembly. In addition, the governor proposed an additional \$53 million for funding the Standards of Quality this year, raising the funding level by just more than \$100 per pupil or to \$1,877 per pupil from \$1,776 per pupil.

Concern: Perhaps the most frequent comment we hear privately (and occasionally publicly) from legislators is that a re-election year is not the time to push for a tax increase. With all 140 House and Senate seats up for re-election along with the offices of governor, lieutenant governor and attorney general, no tax increase measure will be passed during the 1985 session.

Comment: We appreciate the candor of these comments by legislators, but feel the issue needs a closer look.

Many legislators have pointed to the national results of an election campaign run on a tax increase platform and have paralleled the results with what they fear might occur in Virginia. It is our belief that this comparison cannot be made.

First, Virginia is not the federal government. Virginia has a balanced budget; the federal government owes about \$1 trillion. Also, in Virginia a tax increase proposal is not a partisan issue. For the past two sessions of the General Assembly, members of both parties have introduced tax increase proposals to fund education. At the national level, a tax increase measure was offered by only one party.

According to a recent study by the Advisory Commission on Intergovernmental Relations (ACIR), a commission composed of congressional representatives, the federal government now ranks last in spending credibility in public opinion polls. Local governments now rank first with state governments ranking second. It is our belief that local governments received this ranking because they are closest to the people and more accurately reflect the needs of the people.

Local initiatives for increased state funding of public education have, in the South alone, resulted in state sales tax increases in Tennessee, South Carolina, Arkansas and Texas during the past year. In each instance, meaningful education reform programs have been tied to the sales tax increase. A recent study conducted by Virginia Commonwealth University for the Governor's Commission on Virginia's Future found that eight out of every ten Virginia citizens surveyed in the statewide poll agreed that the state "should improve

education offered by grade schools and high schools even if it means raising taxes."

Virginia elected officials should not equate circumstances in Virginia with circumstances at the national level, particularly when there is significant, valid statistical and historical proof to the contrary. Virginia is currently ranked as the 39th lowest state in combined state and local taxes as a percentage of personal income. We are clearly a low-tax state and can certainly afford to properly fund the education of our children.

Concern: Why is a tax increase needed when there is \$158.9 million in state funds to carry forward to 1985-86?

Comment: While it is true that additional funds exist, pressing state needs also exist. New needs exist in corrections and in mental health. There is no funding in the 1985-86 budget for state employee salary increases, increases which the governor projects will amount to about 8 percent. Each 1 percent increase in state salaries will require \$10 million in state funds. In addition, the governor has stated a need to set aside \$50 million in a "rainy day fund."

Finally, there is at least a \$10 million cut in the current budget for 1985-86 funding to local governments for public health and social service programs. A top priority for VML is to have these funds restored during the 1985 session to at least current levels. With all of these demands, there will be very little left for education.

Concern: Won't higher taxes hurt Virginia's chances for industrial and high technology development?

Comment: National surveys have shown that tax rates rank far behind other factors such as "quality of life" in the consideration of those responsible for industrial and high technology development and relocation efforts. It

continued, next page

should be noted that the quality of public education is a significant component in the "quality of life" factor and therefore receives more consideration than the rate of taxation by those responsible for relocating development efforts.

The percentage of high school graduates in the work force is also a traditional measure used by business and industry to evaluate a state's educational system. Virginia ranks 36th in percentage of population age 25 and over that has completed high school, according to a 1983 survey. In addition, despite salary increases during the past three years, Virginia ranks 31st in the nation according to the 1983-84 average classroom teacher salary survey. These are not promising statistics and do not demonstrate a significant level of state dedication to public education to present to developers seeking to relocate.

The Governor's Commission on Virginia's Future states in its final report that Virginia should seek to be a national leader in public education by becoming ranked within the top ten states nationally in the quality of education it offers. The commission also specifically recommended increased spending on education and increased teacher salaries.

Concern: Why recommend a sales tax increase rather than use of another taxing source?

Comment: VML's primary position is in support of increased funding of education. A sales tax increase is only a suggested method for achieving this goal.

Currently the state income tax and the state sales tax are the only two viable sources of state taxation which could generate the levels of revenue necessary to fully fund the state's share of the actual cost of education. The state income tax was originally eliminated from consideration because of a decrease in collections in relation to estimated projections for personal income. With the state income tax structure tied so closely to the federal income tax structure, now would not seem to be the time to revise the state's structure as the federal structure is under the close scrutiny of the president and Congress.

An increase in the state sales tax appears to be a viable option for obtaining the necessary state funds for public education. Recent opinion polls

have found a sales tax increase less objectionable than other tax increases. A 1 percent increase to the current 4 percent state sales tax would produce an estimated \$639.4 million in additional revenue during the next two fiscal years. This would fund even the highest estimates of the state's share of the actual cost of Basic Aid and would make a significant contribution toward efforts to fund state mandated requirements for categorical programs.

STATE APPROPRIATIONS

VML's second legislative priority for 1985 is defeat of SJR 28. SJR 28 is a state appropriation limitation measure which ties the rate of growth in state appropriations to the estimated rate of growth of the state economy. Under this measure the rate of growth in the state economy would be determined solely by the average rate of growth in Virginia personal income.

SJR 28 was introduced during the 1983 session where it passed both the Senate and House. Because SJR 28 requires a constitutional amendment, it is necessary for the measure to pass two sessions of the General Assembly before being brought before the voters of the commonwealth on the November ballot.

When SJR 28 was brought before the 1984 session of the General Assembly, the measure received strong opposition from Senate leaders. Despite this, SJR 28 passed the Senate and was referred to the House Privileges and Elections Committee. By a narrow margin the House Privileges and Elections Committee voted to carryover SJR 28 until the 1985 session. Many legislators believed that the vote to carry SJR 28 over to the 1985 session had in effect killed the resolution. An attorney general's opinion following the 1984 session ruled to the contrary, however, and indicated that a carryover bill passed by the 1985 session would meet the requirements set forth for a constitutional amendment.

On Dec. 10, 1984, the House Privileges and Elections Committee met to review carryover bills. Since the patron of SJR 28 was not present at the meeting, the committee did not vote on a recommended action for the 1985 session. The committee did, however, hear testimony on SJR 28.

During the meeting VML President Lawrence A. Davies presented the following testimony.

VML, which strongly supports fiscal responsibility in all levels of government, has after careful consideration taken a position to oppose SJR 28 for the following reasons:

- *SJR 28 caps the growth in state appropriations based on the average rate of growth in personal income. The growth in personal income when taken alone is not a valid economic indicator.*

- *SJR 28 assumes that in economic periods of recession state needs will be less and in economic periods of growth state needs will be great. Historically, this has not been the case.*

- *SJR 28 assumes that citizens of the commonwealth are satisfied with the current levels of state services. Again, historically this has not been true or there would have been no need for legislators, representing the citizens of the commonwealth, to revise the biennial state budget during each and every session of the General Assembly.*

- *SJR 28 assumes that no significant new state needs will be identified by members of the legislature, elected to represent the will of the people. Again, this has not been the case. New needs are identified and do need to be addressed. In this upcoming session alone, we believe legislators will identify new funding needs for corrections, mental health and education programs.*

- *SJR 28 assumes that federal funding will continue at current levels. While the state did benefit from the last round of federal funding cuts to localities through reduced state matching funds under the state block grant approach taken in 1981-82, current federal studies threaten not only local federal funding but state federal funding as well.*

- *Finally and perhaps most important, SJR 28 assumes that there is a need to limit state appropriations through a constitutional measure. In this commonwealth, with the oldest continuous standing legislative body in the nation, fiscal responsibility has been a hallmark. Virginia has a long and proud history of fiscal responsibility and a long and proud history of maintaining a balanced budget, a tradition which is now a constitutional requirement.*

This commonwealth has been a leader in state legislation and not an emulator of legislation in other states, particularly legislation passed by other

states which has proven to be unsatisfactory to citizens within these states. Restrictive tax and spending limitation measures appeared on state ballots in Michigan, California, Nevada and Oregon. All were defeated. In Michigan, two out of every three voters said "no" to Proposition C, which would have cut state revenues by nearly \$1.3 billion. California voters also rejected Proposition 36, a proposal to tighten limits on state finances, and approved Proposition 26, a \$450 million bond issue to fund school construction and repair. Oregon voters, who rejected efforts to roll back taxes and limit future tax increases three times, defeated attempt number four, which was called "Measure 2."

For Virginia, SJR 28 is conceptually unrealistic and procedurally unnecessary. We ask you to oppose this measure.

VML along with a number of other organizations has formed a coalition to oppose SJR 28. In addition to producing brochures, buttons and bumper stickers for the purpose of opposing SJR 28, coalition members have targeted House Privileges and Elections Committee members in letter writing and telephone campaigns.

Other coalition organizations speaking in opposition to SJR 28 during the Dec. 10 meeting included the following: the American Association of University Professors, Virginia Conference; American Federation of Teachers of Virginia; League of Women Voters of Virginia; Virginia AFL-CIO; Virginia Association of Elementary School Principals; Virginia Association of School Administrators; Virginia Congress of Parents and Teachers; Virginia Council of School Administrators; Virginia Education Association; and the Virginia School Boards Association. Reynolds Metals Co. also spoke in opposition to SJR 28.

While the fate of SJR 28 may have been decided by the time this issue of Virginia Town & City is released, it is

important for Virginia local officials to be familiar with state spending limitation measures as we will probably see more of these proposals in the years ahead. Should SJR 28 be alive and well at this reading, it is even more important that local officials be familiar with this issue as it will take a strongly unified effort to defeat this measure on the floor of the House, or if need be, to target a citizen effort to defeat SJR 28 at the polls in November.

About the Author

Ellen S. Posivach is the Virginia Municipal League's director of research. She is responsible for covering legislative items related to budget and finance.

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Finding Your Way Through the Session

By Christy Everson

Since 1985 is an odd-numbered year, the Virginia General Assembly as prescribed by the Constitution of Virginia will convene for what is known as a "short session." This is normally 30 days, but General Assembly leaders have already decided to extend the session 16 days. The law-making body will be consumed with work on the 244 bills and resolutions carried over from its 1984 session, as well as with work on new legislation and appropriations amendments for fiscal year 1985-86. The session, the assembly's 168th, is expected to adjourn Feb. 23.

The General Assembly will reconvene on the sixth Wednesday following adjournment to consider bills returned by the governor with recommendations for amendment and appropriations measures returned with his objections. No other bills are considered during this "veto session," which lasts three days unless the majority of both houses vote for an extension, which may not be more than an additional seven days.

The chambers of the House and Senate are located on the second floor of the Capitol as are both the House and Senate clerks' offices. Senators and delegates have offices in the General Assembly Building, which is across Capitol Street next to Old City Hall.

The clerks of both houses serve as important sources of information and their offices should be contacted before planning a trip to Richmond to make certain there have been no changes in committee meeting times or places. J. T. Shropshire serves as clerk of the Senate, and he or his staff can be reached at (804) 786-2366. Joseph H. Holleman Jr. serves as clerk of the House. He and his staff can be reached at (804) 786-7681.

Senate and House committee meetings are generally held on a specific day or days of the week and at specific times, except for a few House committees which meet at the call of the chairman (see the charts opposite). Subcommittees meet at no regular times and are called at the pleasure of the chairman. Most Senate committee meetings are held in the General Assembly Building while House committee meetings are held in both the Capitol and the General Assembly Building. To locate committee meeting rooms, remember lettered rooms are in the General Assembly Building and numbered rooms are in the Capitol. The Appropriations Room is on the ninth floor of the General Assembly Building. Also, on each floor of the General Assembly Building are a number of conference rooms where House and

Senate subcommittees often meet.

Most committee meetings and all public hearings and Senate and House sessions are open to the public, however, committees may sometimes hold executive sessions. Committees and subcommittees meet in the mornings prior to or in the afternoons following the House and Senate sessions. The Senate and House convene Monday through Thursday at noon and at 11 a.m. on Fridays. Evening and weekend sessions can be called if necessary.

Information centers are located in the center hall on the ground floor of the Capitol (804-786-6530) and in the first floor lobby of the General Assembly Building (804-786-7281). A number of computer printout reports are available at the information centers. They include a final disposition report which gives House and Senate bills in numerical order, a summary of each bill, its chief patron and co-patrons and its daily status; a daily updated cumulative index which gives House and Senate bills, resolutions and documents introduced in each session listed alphabetically by subject matter and numerically by code section; a weekly patron report which lists House and Senate bills in alphabetical order according to patron name and includes a summary and weekly status report; and a "batch" report which lists alphabetically House and Senate members showing bills they have patroned and co-patroned, numerically lists titles of the Code of Virginia and bills affected, alphabetically lists committees and bills referred to them, and numerically lists bills and final status. Bill status which is updated continually is available by bill number, and committee and subcommittee meetings are available and updated as information is obtained. A House Mini Journal and a Senate Minute Book give daily summaries of each house's session. Computer terminals are housed in each information center and contain updated information on the status of bills. Actual copies of bills, resolutions and documents are available from the Bill Room in the basement of the General Assembly Building (804-786-6984).

Lists of the mailing addresses and telephone numbers of General Assembly members are available in the information centers. If you wish to discuss a particular piece of legislation with your senator or delegate it is recommended that you make an appointment in advance. You should know your subject and be able to state your reasons for support or opposition to the legislation. Even if you and your legislator do not

agree, leave on a friendly note and write to thank your legislator for meeting with you.

In writing to your legislator regarding issues, be direct, concise, logical and factual. State specifically and clearly the action you are urging and give the reasons for your position. To write the governor, write to The Honorable Charles S. Robb, Governor of Virginia, The State Capitol, Richmond, VA 23219, and address him as Dear Governor Robb. To write a legislator, address your envelope The Honorable . . . , The Senate of Virginia or The House of Delegates, General Assembly Building, Richmond, VA 23219, and address him or her Dear Senator or Dear Mr./Mrs./Ms. for delegates.

During the session the league publishes its Legislative Bulletin which reports on legislation of interest to local governments. If you are not receiving the Legislative Bulletin and wish to subscribe, subscriptions are available from VML at \$50 for members and \$75 for non-members.

In addition, league staff cover the activities of the General Assembly. Ellen Posivach and Mary Jo Fields cover finance and appropriations matters, education issues, social services and human resources. Rob Feild covers legislation dealing with general laws affecting local government such as public procurement and freedom of information. Jim Campbell covers the activities of the House Counties, Cities and Towns Committee and issues dealing with local government policy and administration such as land use and personnel issues. VML's Legal Counsel Howard Dobbins covers the activities of the Senate Local Government Committee. Deputy Director Clay Wirt serves as VML legislative coordinator, staffing the legislative committee, working with local government legislative liaisons and generally coordinating VML's legislative activities. He also handles special issues that arise during the session. Executive Director R. Michael Amyx serves as the chief spokesperson for VML before the General Assembly and is charged with overall responsibility for legislative issues.

VML staff can be reached by calling the VML Office at (804) 649-8471. The office is located at 1011 E. Main St. on the third floor of the Ironfronts Building. If you wish to visit any of the VML staff to discuss a particular piece of legislation, please call for an appointment as staff are often at the General Assembly during the session.

HOUSE COMMITTEES

Agriculture — Thursdays, ½ hour after adjournment, Room D

McClannan, Chairman	Keating	Bloxom
Quillen	Finney	Hawkins
McDiarmid	Robinson, J.W.	Watkins
Council	DeBoer	Orebaugh
Green	Guest	Cunningham
Jones	Crouch	Putney
Van Yahres	Beard	

Appropriations — Monday through Friday, one hour after adjournment, Appropriations Room

Bagley, R.M., Chairman	Diamonstein	Green
Manning	Smith	Heilig
McDiarmid	Hall	Callahan
Ball	Thomas	Giesen
Dickinson	Bagley, F.C.	Harris
Pickett	Quillen	Putney
Slayton	Council	

Chesapeake & Its Tributaries — Meets on call of chairman, Room 1

Stieffen, Chairman	Maxwell	O'Brien, W.R.
Murphy	Pickett	Moncure
Watts	Copeland	Medico
Forehand	Bloxom	Benedetti
Cooper	Morgan	Gordy

Claims — Meets on call of chairman, Room D

Parker, Chairman	Almand	Hargrove
Creekmore	Cooper	Rollins
Bagley, F.C.	Maxwell	Hanger
Woodrum	Miller, C.	Stosch
Axselle	Harris	Tata

Conservation & Natural Resources — Wednesday, 10 a.m., Room 4

Thomas, Chairman	Plum	O'Brien, W.R.
Council	Jennings	Parrish
Smith	Copeland	Agee
Terry	Maxwell	Andrews
Brickley	Saunders	Hanger
Jones	Guest	Stosch
Forehand	Crouch	

Corporations, Insurance & Banking — Tuesdays & Thursdays, 10 a.m., Room D

Moss, Chairman	Smith	Lacy
Marks	Keating	Ealey
Bagley, R.M.	Terry	Cohen
Parker	Forehand	Callahan
Heilig	Plum	Morgan
McClannan	Woodrum	Hargrove
Wilson	Munford	

Counties, Cities & Towns — Tuesdays, ½ hour after adjournment, and Fridays, 9 a.m., Room D

Manning, Chairman	Van Yahres	Hawkins
Marshall	Copeland	Watkins
Cranwell	Cooper	Morgan
Hall	Grayson	Brown
Keating	Moore	Cody
Lambert	Miller, C.	Tata
Jones	Giesen	

Courts of Justice — Tuesdays & Thursdays, ½ hour after adjournment, and Fridays, 10 a.m., Room C

Marks, Chairman	Axselle	Dicks
Morrison	Almand	Robinson, W.P.
Glasscock	Terry	Ackerman
Moss	Cohen	Miller, C.
Slayton	Woodrum	Moncure
McGlothlin	Murphy	Rollins
Cranwell	Jennings	

Education — Tuesdays & Fridays, 9 a.m., Room 4

McDiarmid, Chairman	Van Yahres	Miller, Y.B.
Diamonstein	Munford	Dillard
O'Brien, J.W.	Van Landingham	Beard
Council	Finney	Orebaugh
Lambert	Dobyns	Jester
Terry	Cooper	Gordy
Forehand	Dicks	

Finance — Mondays & Wednesdays, 1 hour after adjournment, Room D

Morrison, Chairman	Stieffen	Guest
Anderson	O'Brien, J.W.	Beard
Cranwell	Watts	O'Brien, W.R.
Parker	Lacy	Parrish
Creekmore	Robinson, J.W.	Hanger
Stambaugh	Jones	Stosch
Brickley	Saunders	

General Laws — Monday, 10 a.m., and Wednesdays, ½ hour after adjournment, Room C

Diamonstein, Chairman	Ackerman	Wilkins
McGlothlin	Robinson, W.P.	Medico
McClannan	Finney	Benedetti
Axselle	DeBoer	Allen
Wilson	Moore	Gordy
Almand	Stafford	Cunningham
Woodrum	Bloxom	

Health, Welfare & Institutions — Tuesdays & Thursdays, 9:30 a.m., Room C

Glasscock, Chairman	Cohen	Crouch
Marshall	Ackerman	Brown
Pickett	DeBoer	Jester
Slayton	Maxwell	Allen
Stambaugh	Miller, Y.B.	Benedetti
Brickley	Stafford	Orebaugh
Lambert	Wilkins	

Interstate Cooperation — Meets on call of chairman

O'Brien, J.W., Chairman	McClannan	Crouch
Stambaugh	McDiarmid	

Labor & Commerce — Mondays, 10:30 a.m., Room D

Creekmore, Chairman	Murphy	Medico
Glasscock	Lacy	Moncure
Wilson	Ealey	Hargrove
Stambaugh	Grayson	Hargrove
Anderson	Saunders	Calvert
Watts	Bloxom	Cody
Munford	Wilkins	Tata

Militia & Police — Meets on call of chairman, Room 1

Cranwell, Chairman	Bagley, F.C.	O'Brien, W.R.
Thomas	Van Yahres	Parrish
Keating	Miller, Y.B.	Jester
Almand	Giesen	Allen
Lambert	Dillard	Cody

Mining & Mineral Resources — Wednesdays, 8:30 a.m., Room C

Quillen, Chairman	Van Landingham	Wilkins
Smith	Copeland	Andrews
Green	Robinson, J.W.	Hawkins
Jennings	Dobyns	Calvert
Murphy	Ealey	Brown

Nominations & Confirmations — Meets on call of chairman

Plum, Chairman	Dicks	Cunningham
Glasscock	Stafford	
Moss	Agee	

Privileges & Elections — Wednesdays, 10 a.m., Room C

Anderson, Chairman	Marshall	Callahan
Marks	Creekmore	Miller, C.
Quillen	Heilig	Stafford
Pickett	Wilson	Dillard
Dickinson	Parker	Watkins
Ball	Stieffen	Putney
Morrison	Van Landingham	

Roads & Internal Navigation — Tuesdays & Thursdays, 9:30 a.m., Room 1

McGlothlin, Chairman	Robinson, W.P.	Guest
Manning	Bagley, F.C.	Harris
Dickinson	Stieffen	Rollins
Ball	Dobyns	Andrews
Marshall	O'Brien, J.W.	Calvert
Thomas	Grayson	Agee
Hall	Moore	

Rules — Meets on call of chairman, Speaker's Room

Philpott, Chairman	Anderson	Callahan
Marks	Manning	Giesen
Moss	McGlothlin	
Bagley, R.M.	Morrison	

SENATE COMMITTEES

(All committees meet in the General Assembly Building unless otherwise notified.)

MONDAY

Agriculture, Conservation & Natural Resources — Senate Room A, 9 a.m.

Anderson, Chairman	Cross	Holland, C.A.
Fears	Marye	Truban
DuVal	Nolen	Mitchell
Waddell	Holland, R.J.	Chichester
Bird	Jones	Russell, R.E.

Commerce & Labor — Senate Room B, 2 p.m.

Fears, Chairman	Gray	Nolen
Wiley	Holland, E.M.	Scott
Parkerson	Schewel	Jones
Babalas	Colgan	Saslaw
DuVal	Goode	Holland, R.J.

TUESDAY

Finance — Senate Room B, 9 a.m.

Wiley, Chairman	Babalas	Cross
Andrews	DuVal	Fears
Walker	Buchanan	Gartlan
Anderson	Emick	Gray
Parkerson	Colgan	Truban

Local Government — Senate Room B, 2 p.m.

Babalas, Chairman	Colgan	Canada
Parkerson	Holland, R.J.	Barker
Waddell	Houck	Miller
Goode	MacFarlane	Russell, R.E.
Marye	Mitchell	Russell, J.W.

Privileges & Elections — Senate Room A, 4 p.m.

Wilder, Chairman	Cross	Wiley
Andrews	DuVal	Holland, C.A.
Anderson	Schewel	Truban
Gartlan	Parker	Mitchell
Buchanan	Walker	Miller

WEDNESDAY

Finance — Senate Room B, 8:30 a.m.

Wiley, Chairman	Babalas	Cross
Andrews	DuVal	Fears
Walker	Buchanan	Gartlan
Anderson	Emick	Gray
Parkerson	Colgan	Truban

General Laws — Senate Room B, 2 p.m.

Buchanan, Chairman	Holland, R.J.	MacFarlane
Walker	Scott	Truban
Marye	Jones	Barker
Colgan	Parker	Russell, R.E.
Schewel	Houck	Russell, J.W.

Courts of Justice — Senate Room A, 2 p.m.

Parkerson, Chairman	Gartlan	Michie
Andrews	Emick	Wilder
Anderson	Bird	Joannou
Holland, E.M.	Cross	Canada
Babalas	Goode	Mitchell

THURSDAY

Education and Health — Senate Room B, 9 a.m.

Walker, Chairman	Holland, E.M.	Bird
Andrews	Schewel	Joannou
Wiley	Nolen	Canada
Buchanan	Saslaw	Chichester
Gray	Michie	Russell, J.W.

Transportation — Senate Room B, 2 p.m.

Waddell, Chairman	Goode	Marye
Wilder	Emick	Scott
Fears	Bird	Houck
Gray	Saslaw	MacFarlane
Holland, E.M.	Parker	Miller

Finance — 10th Floor Conference Room, 4 p.m.

Wiley, Chairman	Babalas	Cross
Andrews	DuVal	Fears
Walker	Buchanan	Gartlan
Anderson	Emick	Gray
Parkerson	Colgan	Truban

FRIDAY

Rehabilitation and Social Services — Senate Room B, 8:30 a.m.

Gartlan, Chairman	Parker	Holland, C. A.
Wilder	Saslaw	Canada
Waddell	Michie	Chichester
Emick	Scott	Barker
Nolen	Joannou	Miller

Finance — 10th Floor Conference Room

Upon adjournment at call of the chairman.

Wiley, Chairman	Babalas	Cross
Andrews	DuVal	Fears
Walker	Buchanan	Gartlan
Anderson	Emick	Gray
Parkerson	Colgan	Truban

Rules — Senate Room A

Immediately upon adjournment and upon call of chairman

Andrews, Chairman	Walker	Emick
Wiley	Buchanan	Gartlan
Parkerson	Fears	DuVal
Babalas	Anderson	Waddell
Wilder	Marye	Truban

Gov. Robb Discusses State Revenues

By Ellen S. Posivach

In the traditional December revenue statement before the three General Assembly money committees, Gov. Charles S. Robb announced that "the presents under the state's fiscal tree this year will not be as numerous or as large as many had hoped or perhaps envisioned."

Based on Robb's revenue review, \$179.9 million in additional spending could occur during the 1985 session of the General Assembly. The breakdown of this total includes: \$81.2 million in unexpended funds carried forward from the 1982-84 biennium, \$4.7 million in unappropriated balances from the current fiscal year, \$36 million currently set aside in a contingency or "rainy day" fund, and \$58 million from revised revenue estimates for 1984-86, with \$54.5 million projected to be collected in 1984-85 and \$3.5 million projected for 1985-86.

While the \$179.9 million marks a significant increase over earlier projections, Gov. Robb announced specific plans for all but \$28.9 million. It is assumed that these remaining funds will be used to address economic development, especially the ports in Hampton Roads, and funding concerns within the Department of Corrections. These top priority items, addressed by the governor in his remarks, were not accompanied by appropriation figures.

Expenditures addressed by the governor in his speech, and expected to be contained in his proposed budget, include approximately \$80 million in salary increases for state employees during 1985-86, representing about an 8 percent pay increase; an additional \$14 million to bring the current \$36 million contingency or "rainy day" fund up to a balance of \$50 million; \$19.8 million in increased sales tax revenue resulting from revised revenue estimates, to be returned to localities for public schools; and \$1.2 million in increased Alcoholic Beverage Control profits to be distributed to localities.

According to Robb's comments, he intends to address increased state funding for primary and secondary education by earmarking the contingency or "rainy day" fund as a "contingent commitment toward full funding of the Standards of Quality in 1986-88 [the next biennium]." The remainder of Robb's address concerned future uncertainty in federal and state revenues.

Federal programs identified by the

governor as targets for reductions or extinction under what has been referred to as "Mr. Stockman's kill list" included the following federal aid programs to state and local governments: Revenue Sharing, the Economic Development Administration, Community Development Block Grants, Community Services Block Grants, Urban Development Action Grants, Urban Mass Transportation Aid, federal library grants, and federal water and sewer grants.

In addition, the governor identified \$20 million in additional state general funds which will be necessary on July 1, 1986 to support Virginia's portion of the Medicaid Program as a result of the Federal Deficit Reduction Act and a doubling of the workload for the state Department of Social Services resulting from federal legislation requiring increased child support enforcement.

Also identified by Robb as a future federal uncertainty were potential tax policy and structure changes, which because of Virginia's tax conformity with the federal system would result in a change to state tax revenues. While the governor's statement on this issue implied a negative impact, state tax experts predict a windfall in state revenues should the recently publicized federal tax plan be approved. The windfall would be tied to changes in the corporate tax system.

On the state side of the revenue picture, the governor noted a significant decline in the gross receipts tax paid by public utilities as a result of the AT&T divestiture. This change to the telecommunications industry will result in a \$2 million reduction in collections in fiscal 1985 as compared to the previous fiscal year, or \$39 million less than the commonwealth had previously projected. In addition, the recodification of Title 58, the State Tax Code, during the 1984 session of the General Assembly had a negative effect on state revenue collections.

Combined projected increases in state general fund and non-general fund revenue sources will bring the total to \$16.3 billion for the 1984-86 biennium. The biennium budget passed during the 1984 session appropriates \$15.9 billion.

The Robb revenue address does not paint an optimistic picture for local governments during the upcoming session. It appears that the governor does not intend to restore to local social service and public health programs the \$10

million-plus cut from the 1985-86 state budget during the 1984 session. Nor does it appear that there will be substantive increases in state funding for the educational Standards of Quality. However, it should be kept in mind that while the governor proposes a budget to the General Assembly, the General Assembly has the authority to alter the governor's proposal as well as to alter existing tax laws and pass additional tax measures. Local governments should continue to voice strong concern to members of the General Assembly regarding state funding for localities.

About the Author

Ellen S. Posivach is VML's director of Research and follows state budget and financial measures for the league.

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Luray Annexes Two Square Miles

The town of Luray has been granted annexation of approximately 1,245 acres outside the corporate limits by the Page County Circuit Court. The court followed the August 1983 recommendation of the Virginia Commission on Local Government.

The annexation includes subdivisions of Forest Hills, Fairview, Eastgate, Brookside, Springview, Hilldale and West Lu in addition to two undeveloped tracts near the town's northern border. Most of the areas were already benefiting from town water, sewer and trash removal services but at about twice the rate town customers were paying.

The commission noted that annexation "would have minimal impact on Page County" and "rebound to the economic benefit of the citizens."

The annexation increases the town to about 3,020 acres, adding about 2 square miles. The town's population will increase to approximately 4,400, according to Town Manager Donald A. Smith.

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People

Chesapeake Hires New Manager

William Scalf, 37, is the new city manager of Chesapeake. He replaces **John Maxwell** who resigned in July to pursue other interests.

Scalf previously served as the chief administration officer in Macon, GA, a city with a population of about 120,000. He has also served in administrative positions in Pigeon Forge and Kingston, TN, and he is the author of the citizen's pamphlet, "How to Fight City Hall — and Win." He took over his new position in December at an annual salary of \$66,000.

James Rein served as acting city manager in the interim.

Virginia Beach Reorganizes

The administration of Virginia Beach was organized into four new areas under four managers effective Jan. 1 in the city's continuing reorganization process.

As deputy city manager for development, **Aubrey V. Watts Jr.** will coordinate the administration of the departments of public works, public utilities, planning, permits and inspections, economic development, fire, police and the office of emergency services. Watts formerly served as director of public utilities for the city. He holds a bachelor's degree in business administration from Virginia Polytechnical Institute and a certificate in public administration from the University of Virginia. Watts will also act as city manager in the absence of the city manager.

Giles G. Dodd is the new assistant city manager for administration. Since 1975, Dodd has served as the city's assistant city manager for finance and research. Dodd will coordinate the administration of the departments of finance, personnel, data processing and general services and the offices of occupational health, emergency medical services, marine science museum and volunteer services. He holds a bachelor's degree in business administration from the College of William and Mary and has completed study in management by objectives at the University of Richmond.

Hector A. Rivera is the new assistant city manager for human services. He

comes to Virginia Beach from Connecticut where he has held the position of deputy commissioner of the department of human resources since 1979. As assistant city manager for human services, Rivera will coordinate the administration of the departments of parks and recreation, libraries, agriculture, housing and community development, mental health/mental retardation/substance abuse, social services, juvenile court services, public health and the Pendleton Child Service Center. Rivera holds a master's degree in sociology from the New School for Social Research in New York and a bachelor's in sociology from the City College of New York of the City University.

Edgar Dean Block is the new assistant city manager for analysis and evaluation. He has held the position of deputy city manager/administrative services for the city of Tallahassee, FL, since 1980. He holds a master's degree in administration from George Washington University, Washington, DC, and a bachelor's degree in history from California State University. He has also done post-master's work in business and economics. Block will coordinate the administrative functions of research and policy analysis, budgeting, strategic planning, program evaluation and automated office systems.

Standish Receives Recognition

Myles E. Standish, assistant manager of management services, city of Suffolk, has been selected for inclusion in the 1984 edition of "Outstanding Young Men of America."

The Outstanding Young Men of America program recognizes the achievements and abilities of men between the ages of 21 and 36. These men are honored for their outstanding civic and professional contribution to their communities, their states and their nation.

Alexandria Appoints Tursan

David P. Tursan has been appointed data processing director in Alexandria. He began working in November and brings to the city more than 15 years of experience in large and complex data processing systems.

For the past four and a half years,

Tursan served as vice president of data processing for the Credit Card Corp. of Alexandria where he managed the American Express Card Registry Service in Canada.

As manager of financial systems for Datatel Inc. of Alexandria, Tursan handled the automated banking requirements for more than 40 banks in Virginia and the District of Columbia. Prior to that, he was employed by Florida Software Services in Orlando where he was responsible for all consumer lending systems the company installed.

At the University of Virginia, Tursan was in charge of systems planning and also taught courses in data processing, systems and programming. He and his wife, Kay, live with their children in Springfield.

Hall-Sizemore Assumes VACo Leadership

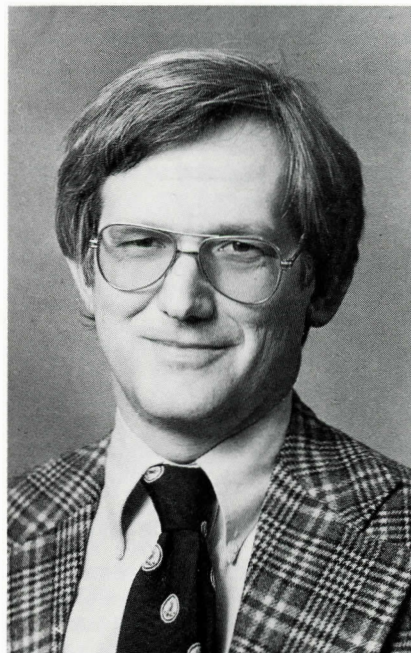


Photo by Free Lance-Star

Richard Hall-Sizemore, 36, became the new executive director of the Virginia Association of Counties (VACo) Dec. 15. He succeeded **George Long** who had held the position for 20 years.

Hall-Sizemore was chosen to represent the county association from a group of 147 applicants, and his appointment coincides with the as-

continued, next page

sociation's relocation from Charlottesville to Richmond. The county association's new offices will be located in the Old City Hall Building in Richmond at 10th and Broad streets.

A resident of Henrico County, Hall-Sizemore previously doubled as the legislative liaison for Spotsylvania County and a real estate agent for James River Realtors. He holds a bachelor's degree in government from the College of William and Mary and a master's degree in political science from Duke University.

Regarding his new position, Hall-Sizemore said, "I think my main goal is to bring the urban counties and the rural counties together so they can see that even though there are differences in style and outlook, they all have very compatible problems and similar problems."

Elander Leaves Roanoke

Gary C. Elander, Roanoke's chief of billings and collections, has resigned to become city manager of Franklin, OH. Franklin has a population of about 11,000 and is located 15 miles south of Dayton in the Dayton-Cincinnati corridor.

Elander is a former city manager of Clifton Forge and also previously served as an administrative assistant in Lexington. He has worked for Roanoke five years.

Bedford Appoints New Attorney

Bedford City Council has appointed William W. Berry IV city attorney. He replaces Roy B. Thorpe Jr. who resigned to become county attorney for Montgomery County.

Berry is a graduate of Davidson College and the University of Virginia School of Law. He served as assistant city attorney for the city of Virginia Beach from 1972 to 1974, and has been in private practice in Bedford since 1975.

Berry is married and the father of a daughter.

Association Honors Harman

The Association of Records Managers and Administrators (ARMA) presented the city of Alexandria and City Manager Douglas Harman a special award at its 29th annual conference. The award recognizes the city of Alexandria for being the first city in the United States to adopt 8 1/2 x 11 paper as its standard.

ARMA is conducting a national pro-

gram, known as ELF (eliminate legal files), to encourage adoption of 8 1/2 x 11 paper. The program has been adopted in 29 states and also by the federal government.

City Planner Receives Award

City Planner Jervis C. Hairston has received the 1984 Fredericksburg Area Building Association award for outstanding achievement and assistance to builders for orderly and proper development within the city of Fredericksburg. The award was presented at the association's annual banquet in December. Hairston is a native of Mar-

tinsville and holds a degree in planning. He has worked as a city planner in Fredericksburg since 1980.

Prince George Elects Parker

Henry D. Parker Jr. was elected to the Prince George County Board of Supervisors during a special election in November. Parker replaced Marion B. Williams, who served as an interim member of the board following the death of her husband, H. W. Williams Jr.

Parker has served a four-year term as a member of the board and his recent election is for the three remaining years of Williams' term. Parker owns and operates a retail grocery business in the county.



VML Executive Director R. Michael Amyx (left) and League President Lawrence A. Davies, mayor of Fredericksburg, were among approximately 50 Virginia local government officials that attended the National League of Cities Annual Congress of Cities in Indianapolis in November.

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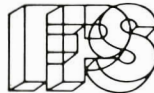
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Swedish Delegation Tours Fairfax County Cooperatives

The Fairfax County Department of Housing and Community Development (HCD) hosted a reception and tour in late October of its recently developed housing cooperatives for six visiting members of the Swedish Parliament, representatives of Sweden's National Association of Tenant's Savings and Buildings Societies (HSB), the Swedish Cooperative Institute and the Swedish National Board of Housing.

The Fairfax County Redevelopment and Housing Authority (RHA), staffed by HCD, is recognized nationally for its innovation in the development and financing of low and moderate income housing. RHA has been in the forefront of developing cooperatively-owned projects sponsoring four cooperatives with a total of 477 units. It is one of a few housing authorities in the country working to establish public housing cooperatives.

Through cooperative homeownership families work together to own and control their housing complex with one mortgage covering the entire development. By assuming more control of their living environment, housing cooperative

members may contribute to lowering operating and administrative costs of their developments.

Non-profit cooperative or mutual savings and building societies have been a mainstay of homeownership housing production in most Western European nations since World War II. In several countries, including the Scandinavian countries, these building societies have comprised between 25 percent and 50 percent of annual housing production in the post war period.

Sweden's HSB is one of the oldest and largest of these societies. It was established in 1924 and comprises 30 percent of the nation's multifamily housing production. With other mutuals of Sweden, cooperatives currently comprise 44 percent of Sweden's multifamily housing production.

VML CALENDAR

VML LEGISLATIVE DAY, Feb. 7, 1985, Marriott Hotel, Richmond

VML EXECUTIVE COMMITTEE MEETING, Feb. 7, 1985, Marriott Hotel, Richmond

VML EXECUTIVE COMMITTEE MEETING, April 12-13, 1985, Williamsburg

VIRGINIA SECTION, INTERNATIONAL CITY MANAGEMENT ASSOCIATION, May 1-4, 1985, Hyatt Richmond

VIRGINIA BUILDING OFFICIALS ASSOCIATION - MID-YEAR MEETING, May 26-27, 1985, Ramada Inn, Charlottesville

MUNICIPAL ELECTRIC POWER ASSOCIATION OF VIRGINIA, June 5-8, 1985, Cavalier Hotel, Virginia Beach

VML EXECUTIVE COMMITTEE MEETING, July 12-13, 1985, Wintergreen

STATE FIRE CHIEFS ASSOCIATION OF VIRGINIA, July 17-20, 1985, Lynchburg Hilton

VIRGINIA ASSOCIATION OF CHIEFS OF POLICE, Aug. 18-21, 1985, Crystal City Gateway Marriott, Arlington

VML EXECUTIVE COMMITTEE MEETING, Sept. 22, 1985, Hotel Roanoke

VIRGINIA MUNICIPAL LEAGUE 80TH ANNUAL CONFERENCE, Sept. 22-24, 1985, Hotel Roanoke

VIRGINIA BUILDING OFFICIALS ASSOCIATION, Dec. 1-4, 1985, OMNI International Hotel

VIRGINIA MUNICIPAL LEAGUE 81ST ANNUAL CONFERENCE, Sept. 21-23, 1986, OMNI International Hotel, Norfolk

VIRGINIA MUNICIPAL LEAGUE 82ND ANNUAL CONFERENCE, Sept. 27-30, 1987, Radisson Mark Plaza, Alexandria

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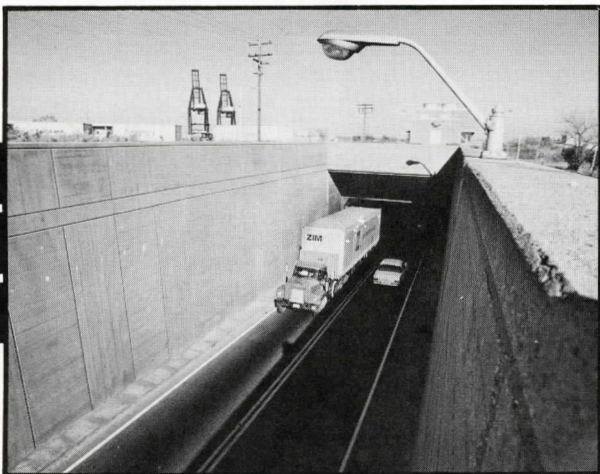
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