

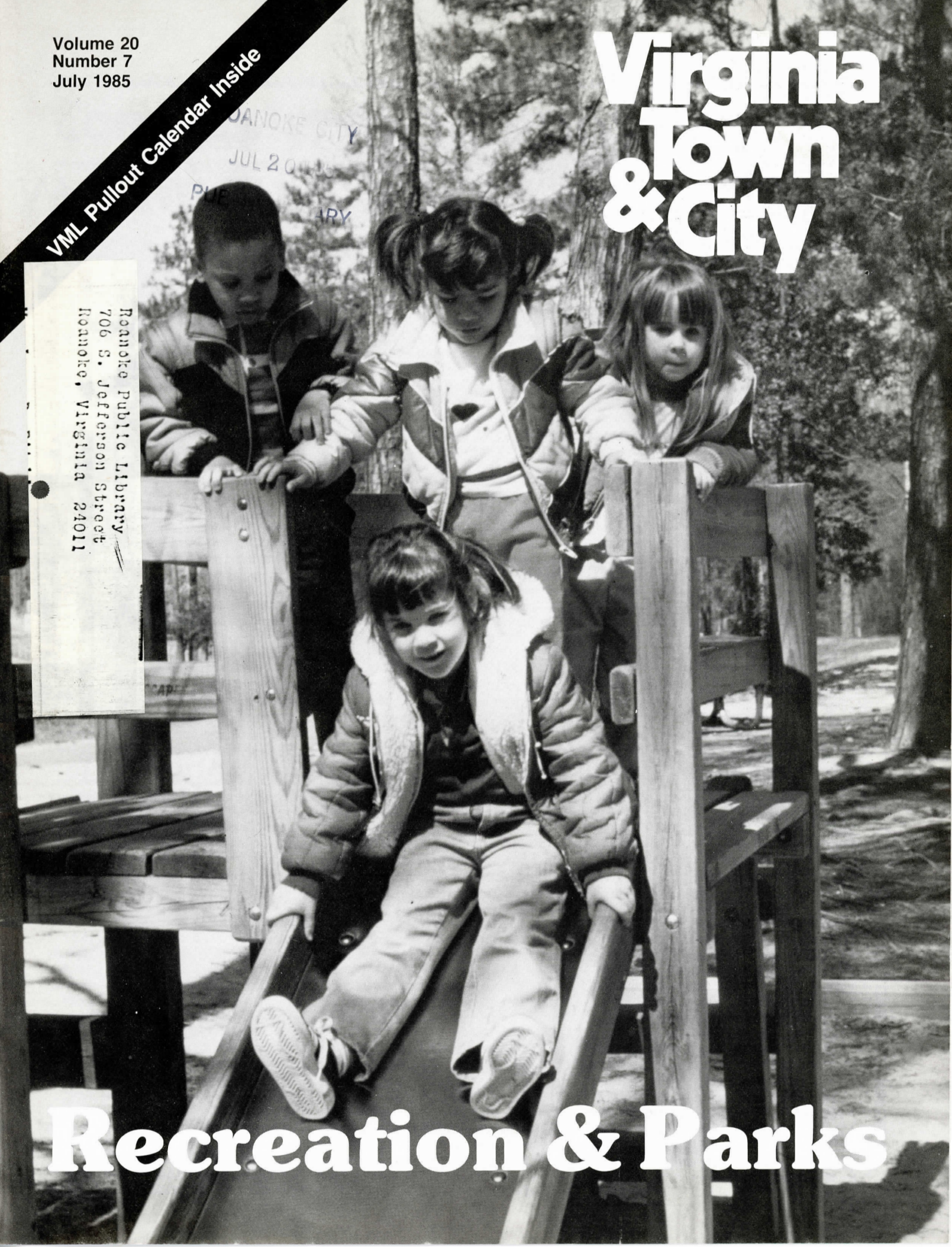
Volume 20
Number 7
July 1985

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July 1985

Number 7

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On the Cover

Children as well as other individuals and groups enjoy Chesterfield County's Rock Wood Park. These children, from a nearby day care center, are having fun on a slide which is partially made of natural materials that fit into the environment. Read the creative funding ideas that could help you acquire playground equipment and much more for parks and recreation in this issue of Virginia Town & City.

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Robb Recognizes Leisure Services

By James C. Stutts

July is Parks and Recreation Month in Virginia, and Gov. Charles S. Robb recently signed an official Certificate of Recognition to honor the commonwealth's significant leisure resources.

Celebrated nationally, the month allows families and individuals the chance to experience the many exciting opportunities available through public and private leisure service agencies. Although quality recreation and park programs are offered year-round, July is recognized as Parks and Recreation Month because children are out of school and families can plan vacations together. In addition, many traditional activities are conducted in conjunction with the nation's independence celebration.

Virginia has more than 100 public park and recreation agencies staffed by full-time professionals. These professionals program and maintain a wide variety of facilities and resources ranging from quiet neighborhood parks to campgrounds and from playground programs to large festivals.

Each agency attempts to offer something for everyone, and program opportunities may include therapeutic recreation, athletics, outdoor and environmental programs, fitness activities, drama and the arts or popular special events focusing on seasonal themes or local points of interest.

In addition to the public park and recreation agencies, Virginia boasts an abundance of private, commercial and quasi-private agencies providing quality leisure services. Fitness centers, country clubs, theme parks, campgrounds, day care centers, churches and military bases all offer their own unique variety of programs.

We all have our own way of enjoying our free time. It may be skiing down a fluffy slope or across a placid lake, coaching a little league team or playing first base, reading the latest best-seller or campaigning door-to-door, shooting baskets or designing them, jogging around the neighborhood or running in a marathon. Whatever one's particular leisure pursuit may be, it offers an opportunity for the revitalization and re-creation of the body and mind.



(l-r) Philip T. Hester, VRPS president, director of recreation and parks, Chesterfield County; James C. Stutts, VRPS executive director; Ronald D. Sutton, commissioner, Virginia Division of Parks and Recreation; Gov. Charles S. Robb; Needham S. Cheely, VRPS president-elect, director of recreation and parks, Frederick County; Stuart W. Connock, VRPS treasurer, partner, Resource Planners Inc.

Virginia's citizens are fortunate to have an extremely wide variety of recreation and park opportunities available to them, and they have come to expect these services. The Virginia Recreation and Park Society (VRPS) was established to ensure the quality of park and recreation services in Virginia, and in 1953 VRPS became the state's private, non-profit, professional organization supporting the leisure service field in the commonwealth. With more than 1,300 members from public, private, quasi-private, commercial, institutional, military and educational settings, VRPS serves as the voice for the profession in Virginia. Each state has an equivalent organization with direct affiliation to the National Recreation and Park Association.

Services provided by VRPS include education, conferences, publications, awards, discount programs, interest sections, legislative involvement, professional development, public service contributions and scholarships.

One very popular public service project is the "Life. Be In It" campaign. This national leisure awareness campaign encourages citizens to become actively involved in leisure pursuits and to take the time to enjoy life! With a very simple phrase, "Life. Be In It" is a serious attempt to change

lifestyles toward a more wholesome and productive direction. The campaign has been recognized nationally as one of the most creative and successful.

The recently organized Virginia Recreation and Park Foundation complements VRPS. The foundation's purpose is to provide a vehicle by which persons and organizations may support the continued development of the leisure service field. Soliciting leisure resources, knowledge and needs is one of the foundation's major goals. Studies, endowments, research and statistics and public service projects are aimed at increasing the visibility of leisure opportunities.

If you are interested in learning more about park, recreation or leisure services in Virginia, contact the Virginia Recreation and Park Society, Route 4, Box 155, Mechanicsville, VA 23111; (804) 730-9447.

About the Author

James C. Stutts is executive director of the Virginia Recreation and Park Society.

Creative Funding for Parks and Recreation

By Cathe Hart Kervan

Doing more with less. This seems to be a constant challenge that has prevailed for the past several years among public service agencies throughout the country. The reality of our recent economic climate brought government funding cuts that resulted in altered operating procedures and limited programs and services. Discussions surrounding the philosophy and attitude toward fees and charges for services that were previously free are going on everywhere.

These issues are not uncommon to those concerned with the delivery of leisure services, and the steps that municipal park and recreation departments in Virginia have taken in dealing with this situation are worth noting. Many departments actively seek other means of support in an effort to reduce reliance on the tax dollar, and numerous creative approaches have been initiated by recreation professionals throughout the state to ensure that quality services will continue in their communities.

The most widely implemented techniques include private sector partnerships, solicitation of gifts and donations, and volunteer programs.

The possibilities for partnership arrangements between public park and recreation agencies and the private sector are virtually unlimited and can be easily coordinated. As the commercial world becomes more community service oriented, cooperative agreements of various types are springing up everywhere. Direct benefit from an arrangement like this is apparent to all.

Private corporation sponsorships may involve the "lending" of a name, advertising opportunities and manpower support. Usually a financial commitment of some degree is included. Large community events and festivals, such as July 4th celebrations, are often made possible through private sector involvement. Or a commercial organization that shows direct concern with the development of a particular recreational facility may agree to fund certain development phases.

Every October, Danville Parks and Recreation Department holds "Harvest Jubilee" in conjunction with R. J. Rey-

"Many departments actively seek other means of support in an effort to reduce reliance on the tax dollar . . ."

nolds Tobacco Co. of Winston-Salem, NC, its major cosponsor. Reynolds provides funding for entertainment, security, sound equipment and seating for this annual festival. They serve as host to the World Tobacco Auctioneering Championship. Park and recreation personnel worked with a local group, Danville Tobacco Association, to create this arrangement. Additional sponsors include the local newspaper, The Danville Register, which donates to the city its profits from printing the event's programs.

In Alexandria, Record and Tape Ltd. of Old Town serves as the sponsor for the Waterfront Park Concert Series and covers the cost of securing performers. Concerts are held every Monday evening, June through August.

When approaching a potential sponsor, be prepared to explain what you would like to have, how you plan to use it and some of the positive results that can be expected from the sponsorship arrangement. Learn all you can about your own business community and take your ideas to those who display a positive public concern.

The most obvious benefit for the private sector is the opportunity to create good public relations and a sense of involvement with the local area. For the public sector, creative programs become even more possible without the restraints of a limited budget.

Media related sponsorships have proven very successful for park and recreation programs, especially for outdoor, festival-type events. Radio stations in particular are eager to be involved where large masses of people gather. As a direct outlet for large-scale advertising, media sponsors can certainly provide a boost to the promotional efforts of a program.

Henrico County dedicated its new 400-acre Dorey Park last summer with a grand opening celebration. A Richmond based radio station, WRVQ-FM94, American Marketing Services of Chicago and R. T. French Co. worked together as cosponsors. Extensive radio spots and newspaper ads and 10,000 free chicken dinners were contributed. These efforts brought in 8,500 people on a storm-threatening day.

There are also occasions when a commercial sponsor may approach a public park and recreation department with their own proposal, however it's best not to sit back and hope for this to happen. It may never happen. Public sector professionals must remain open minded to any possibility and be ready to take the initiative when an opportunity arises.

"Volunteerism is an idea whose time has come," says Doris DeHart, coordinator of volunteer services for Chesterfield County. In some localities where the concept of governmental volunteers has skyrocketed, the problem of creating enough jobs far outweighs that of finding volunteers.

DeHart concentrates on placing the right individual in the most appropriate position available, and she reports that the county's park and recreation department uses among the state's highest number of volunteer hours throughout the year. The dollars that volunteer efforts save the county is phenomenal.

People like to volunteer for positions in the area of parks and recreation because parks are such a visible feature of any locality. Usually the work they perform is noticed and appreciated both immediately and long after the job is completed. This helps make the volunteer experience meaningful.

Positions for volunteers in park and recreation settings include nature center aids, photographers, painters, entertainers, trip leaders, actors and actresses, special events personnel, disc jockeys, aquatic instructors, playground aides, sports clinic speakers, maintenance workers, land planners and more.

As many as 50 volunteers are trained each spring to operate maintenance equipment for Portsmouth's Parks and Recreation Department. These volun-

"It's a simple concept aimed at achieving positive results for the local parks system . . ."

teers pitch in on evenings and weekends to enhance programs on the city's athletic areas.

Roanoke County Parks and Recreation Department has implemented a volunteer park ranger program. Citizens are prepared to look after their neighborhood park by agreeing to open and close park gates, turn off park lights, watch for vandalism and report equipment damage.

In addition to programs for individual volunteers, groups that want to contribute time and skills are being accommodated under such programs as Adopt-A-Park projects. Organizations agree to "adopt" a park, or a particular feature of a park such as a nature trail, and are responsible for a certain degree of upkeep and maintenance.

It's a simple concept aimed at achieving positive results for the local park system and rewarding opportunities for the groups who choose to volunteer. In Chesterfield County, scout groups are among the most active in the Adopt-A-Trail Program. Many are able to fulfill scouting requirements through this arrangement.

In general, volunteers represent a wide public spectrum, and they each have their individual reasons for contributing volunteer time. Women who are preparing to re-enter the job market are interested in positions that will help them update skills and establish references in preparation for full-time, paid positions. For the retired who want to keep intellectually active, volunteer opportunities can provide a sense of responsibility and accomplishment. Volunteer work can give the student and the career-changer a chance to explore various professions before investing time and money in a specific career direction. Others become volunteers out of sheer commitment to helping improve the quality of life in their own communities.

A successful volunteer program always involves adequate recruitment and retention efforts, proper placement, contract agreements, training and evaluation, and recognition. Elected officials and top management should be constantly informed of volunteer contributions.

Through volunteer programs, which are limited only by physical space, staff

time and imagination, individual needs as well as the needs of local park and recreation departments can be met. Bear in mind, however, that volunteer jobs should be designed to supplement not replace paid staff.

Basic fundraising is another common approach used by park and recreation departments to supplement budgets and maintain levels of services. To make gift giving easy, specific, personal and meaningful, many agencies have developed "gift catalogs." A vast array of donation options are itemized and priced in a brochure format and are designed to appeal to a variety of income levels, funding preferences and potential donors. Individuals, neighborhoods, organizations, school groups, service clubs, businesses and corporations can easily choose the project or program that most adequately suits them. By using a gift catalog, donors can decide exactly where their donation will go, and of course, gift catalog giving is tax deductible.

Virginia Beach's gift catalog for park and recreation needs lists items by categories—recreation programming equipment, facilities, facility equipment, sponsorships, special and miscellaneous. Approximate price ranges for the items in each category and an order form are provided. The brochure was introduced at a "Beach Breakfast" sponsored by a local corporation. More than 150 area representatives attended and were treated to a morning meal and an explanation of the park and recreation gift catalog and donation campaign. This unique and successful approach to marketing the department's "wish list" has

recruited a number of pledges and many donations of much needed equipment.

Another trend in financing public park and recreation facilities is foundation development. Foundations are non-governmental, non-profit corporations organized and operated by private citizens for the benefit of the general public. They provide an opportunity for concerned individuals to organize and accomplish specific goals.

Many people are receptive to donating land for parks, but often potential donations are lost due to governmental limitations and red-tape. In addition, public agencies are often unable to respond quickly enough when an opportunity arises. Foundations are formed to act as the middleman and to assist public agencies in recruiting donations and facilitating less-than-fair market value acquisition of land.

Foundations are supported by donations, grants, land gifts, loans or money to guarantee loans, fundraising efforts and membership fees and are eligible for tax-exempt status. Donations are fully deductible by the donor for income tax purposes.

A foundation's board of directors is the key to its success. It should encompass a community-wide representation and be composed of men and women committed to its mission.

The Fairfax County Park Authority operates the Sully Historical Site and Home with the assistance of the Sully Foundation established in 1970. The foundation supplements the tax dollars and the fees and charges associated with the site.

Joseph Downs, director of the park

"By using a gift catalog donors can decide exactly where their donation will go . . ."

"Directing gifts through foundations includes the possibility of acquiring matching funds . . ."

authority, points out that the foundation provides security for the future operation of the facility. The arrangement allows for a consistent cash flow and a source of funds that will always be available.

Advantages afforded by directing gifts through a foundation include the possibility of acquiring matching funds from the federal government. In addition, foundations can serve local needs and in some cases can operate in adjacent cities and counties when a particular resource extends beyond local boundaries. Citizens involved in the foundation have the capability of generating public support where it is needed for new and creative projects. Foundations are flexible and may accept land that is not a particularly good resource, give a tax benefit to the donor and sell the land for revenue to acquire a more suitable area.

Most important, foundations support the goals of park and recreation departments. They involve the public and provide a vehicle for citizen leadership in community affairs. Money is important, but support and understanding among the public is more so.

For information on forming a foundation in your community, refer to "Foundations—A Handbook" published by the U.S. Department of the Interior, Heritage Conservation and Recreation Service, Washington, DC 20243.

Each locality must assess its own needs and circumstances in order to identify and establish these alternative resources. Some are probably more intensely involved than others in this search for outside aid. But most likely, park and recreation departments in every city, town and county across Virginia have at least made initial efforts in this direction.

About the Author

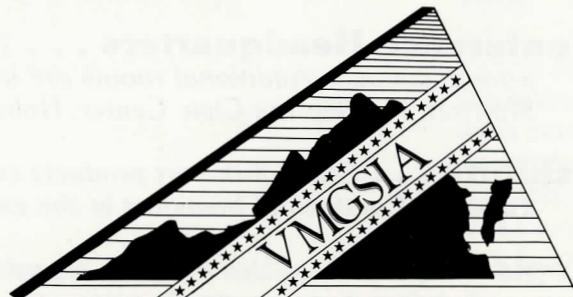
Cathe Hart Kervan joined the Virginia State Bar Association in June 1985 as staff assistant for public information and publications. Previously she was employed by Chesterfield County Parks and Recreation Department for five years as public information specialist and served as editor of Virginia Parks and Recreation magazine for three years.

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1985 VML Conference

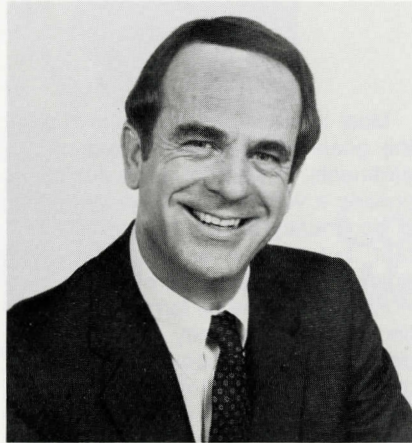
Sept. 22-24 Roanoke

A host of interesting speakers and programs will make the 1985 VML Annual Conference one of the best ever. Whether your locality is a large city, a small town or a county, interesting and informative sessions will help bring you up-to-date on current governmental issues.

A highlight of the conference will be Joe Griffith who will entertain and motivate you at the annual banquet on Tuesday night, September 24. A motivational humorist, Griffith has made speeches across the United States and around the world. He is in the business of making people laugh, but he is equally as good at getting people to appreciate the importance of their work.

Griffith gave up his career as a stockbroker 20 years ago to become a professional speaker. His face may be familiar not only from his engagements at previous VML conferences but also from his performances in movies, in segments of the hit series "Dallas," and in numerous television commercials for companies such as Holiday Inn and McDonald's.

Griffith is a graduate of East Texas State University and the New York Institute of Finance. His unique business background includes aviation, advertising and investment analysis. The 2,500-member National Speakers Association has honored him with their highest award for excellence in public speaking. His humor is clean and original; his messages, interesting



and motivating.

Section workshops will be held on Tuesday morning for the urban, city and town sections. Breakout workshops and seminars on Monday and Tuesday afternoons will offer a variety of programs focusing on state legislative issues, local and state finances, management topics and legal issues. For the first time, a clearly distinguished track of sessions for town delegates during the breakout sessions will be offered. Included in the program are sessions on education, public liability, deferred compensation, the fire fund program, downtown revitalization, and adjusting to federal budget cuts.

A small sampling of the speakers scheduled for the conference includes

Gloria Elliott, Russ Linden, Kurt Foerster and Enrique G. Serna.

Elliott is a Roanoke-based consultant and trainer in organizational and human resources development. She helps organizations to make the most of their human resources and to translate problems and goals into positive actions.

Russ Linden, director of executive programs at the Institute of Government, University of Virginia, will make a return appearance at the conference. Linden's unique approach to seminars and workshops keeps him in high demand as a trainer. He concentrates in the areas of communications and interpersonal relations.

Foerster has 10 years of insurance experience both as a risk manager in Virginia and in the insurance industry. His expertise is primarily in the areas of public official and law enforcement liability, two very important coverages for local governments.

Serna is the city manager in South Tucson, AZ and was involved in the \$3.5 million judgement in favor of Roy Garcia, the Tucson police officer injured by a South Tucson police officer. Serna will relate what happens when you have a judgement and no money.

This is only a sampling of the speakers and programs that will be available to you at the 1985 VML Conference. Don't miss this informative and enjoyable conference. Register now with the form opposite.

CONFERENCE-IN-BRIEF

Sunday, Sept. 22: Registration & Reception

Monday, Sept. 23: General Session, Workshops, ICMA Luncheon, WILG Luncheon, Host Locality Night

Tuesday, Sept. 24: Prayer Breakfast, Workshops, Business Meeting, Reception & Annual Banquet

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Registration . . . *Use the form opposite. Registration information will also be mailed directly to you in August.*

1985 VIRGINIA MUNICIPAL LEAGUE ANNUAL CONFERENCE REGISTRATION FORM

**September 22-24
Roanoke, Virginia**

NAME _____

TITLE _____

LOCALITY/AGENCY/FIRM _____

ADDRESS _____

CITY _____ **STATE & ZIP** _____

Spouse Attending? YES _____ NO _____

Spouse's Name (if attending) _____

Guest Attending? YES _____ NO _____

Name(s) _____

Please circle appropriate registration amount:

	MEMBER	NON-MEMBER	GUEST/ SPOUSE*
PACKAGE REGISTRATION —includes activities for Sunday, Monday and Tuesday except ticketed events listed below	\$110	\$120	\$45
SUNDAY ONLY —includes all Sunday activities	\$ 30	\$ 40	\$15
MONDAY ONLY —includes all Monday activities except ticketed events listed below	\$ 40	\$ 50	\$15
TUESDAY ONLY —includes all Tuesday activities except ticketed events listed below	\$ 55	\$ 65	\$25

TICKETED EVENTS

ICMA Luncheon (Monday)	\$13
WILG Luncheon (Monday)	\$13
Prayer Breakfast (Tuesday)	\$ 7

*Some guest activities may require an additional fee.

TOTAL REGISTRATION FEES DUE: _____

We cannot bill for registration fees. Please return completed form and check made payable to Virginia Municipal League to VML, P.O. Box 12203, Richmond, VA 23241.

DEADLINE FOR REGISTRATION REFUNDS IS SEPTEMBER 12. NO REFUNDS WILL BE GIVEN AFTER THIS DATE.

Highlighting Virginia's Parks

Town Point Park

In its first year of operation Town Point Park in Norfolk attracted more than 2.5 million visitors. Transformed from the rubble and debris of old buildings and poorly drained parking lots, the park has become the showpiece for waterfront development with the adjacent Water-side business enterprise.

Town Point Park is situated on 6.5 acres of beautifully landscaped property and features turn of the century styled street lamps, a brick promenade, meandering asphalt walkways, and an amphitheater and benches specifically designed and forged for Norfolk's parks. On display at the park are a variety of nautical features including the mast from the schooner Atlantic which in 1905 set a transatlantic voyage record, an anchor from the aircraft carrier Antietam and a modern vessel's propeller that measures 12 feet across.

These features are combined with practical elements such as electrical and water hookups, barrier free access, tourist drop off areas, maintenance free benches and trash receptacles and asphalt walkways to accommodate large festival crowds. Coupled with the newly constructed 50 slip marina, the park can now offer its facilities to waterway voyagers as well as to visitors who travel by land.

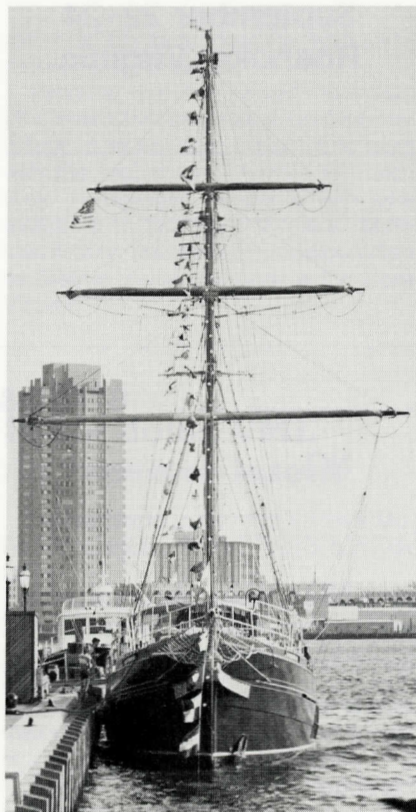
With all these components nestled in the heart of downtown Norfolk, Town Point Park is truly one of Virginia's most attractive waterfront parks and an example of a most successful urban revitalization effort.

Northern Virginia 4-H Educational Center

Nestled in Harmony Hollow in the Blue Ridge Mountains about five miles south of Front Royal is the Northern Virginia 4-H Educational Center. The center is noted for the beauty of its surroundings at all times of the year. Its primary purpose is to serve the 45,000 4-H young people and leaders in its 19-county area.

It has three more specific purposes: 1) a regional public recreation area; 2) a conference/meeting center for civic groups, private organizations, public agencies and private corporations; and, 3) the Northern Virginia continuing education center for Virginia Tech. Making it unique from other 4-H centers, it serves as a comprehensive regional recreation center for the people of Warren County, the town of Front Royal and surrounding areas.

Many facilities dot the center's 230



— The Atlantic —

acres. Modern lodging and conference facilities accommodate as many as 210 overnight guests. A man-made lake provides a peaceful setting for picnics, outdoor lectures, fishing and canoeing.

A junior olympic-size swimming pool, basketball, tennis and volleyball courts, a softball field, a soccer field, fitness trail and archery range all offer ample choice for exercise and entertainment.

For the less energetic, recreation shelters provide sites for picnics. Many miles of hiking and bridle trails lead from the center around the beautiful surrounding countryside, and the Appalachian Trail touches the southern and eastern boundaries of the center.

Private contributions, a Department of Education grant and two Virginia Outdoor Fund grants financed the capital development program. All contributions go strictly to development of new facilities. The contributions are an investment that will not only generate revenue for Warren County and the state but also provide the community with cultural and recreational opportunities it would not otherwise enjoy. All operational costs are covered through fees charged for use of many of the center's facilities.

Appomattox River Canoe Launch

The Appomattox River Canoe Launch, located in Chesterfield County just below the Brasfield Dam, officially opened to the public in June 1984.

Several agencies cooperated with Chesterfield County's Parks and Recreation Department in the development of this facility. The Appomattox River Authority contributed the land, and financial assistance was provided by the Virginia Division of Parks and Recreation through the Virginia Outdoor Fund. The Coastal Canoeists offered valuable river information and assisted in making detailed drawings of the major rapids for an Appomattox River Canoe Guide, a brochure funded by the Virginia Game and Inland Fisheries Commission.

Large permanent river maps are located at the canoe launch area and in the Appomattox Riverside Park in Dinwiddie County. These signs contain river rescue numbers, river level information and a large drawing of the river and its major rapids. Warning signs have also been posted along the river to alert boaters of dams and other hazardous areas.

This 6.5 mile section of the Appomattox River from the dam to Ettrick contains some of the best white water in the area and is designated as a Virginia Scenic Waterway. It offers history as well as white water for the skilled canoeist, not the beginner. Information on the signs suggests recommended white water canoeing skill levels necessary for canoeing the river.

Rapids are classed at levels 1 through 3 with one level 4 rapid. Users of this stretch of river come from all parts of the state to enjoy one-day canoe trips as well as to take part in competitive races and river rescue training.

Virginia Creeper Trail

In 1982, the towns of Abingdon and Damascus jointly purchased 14 miles of abandoned railroad line stretching between the two localities. With assistance from the Virginia Division of Parks and Recreation, the route is being developed as the "Virginia Creeper Trail" for hiking and biking activity.

Initial development involved the restoration of flooring and handrails across the many trestles. Additional assistance for this portion of the work has come from the Tennessee Valley Authority and Jacob's Creek Job Corps Center. Currently, 3.75 miles of the trail near Abingdon and approximately 2 miles in Damascus are already open and in use. The trail crosses the Appalachian Trail



One of the trestles on the Virginia Creeper Trail.

in Damascus.

The U.S. Forest Service has purchased an additional 18 miles of line from Damascus to West Jefferson, NC, and development on that portion of the trail is scheduled to begin this month.

Sugar Hollow Recreation Area

The Sugar Hollow Recreation Area, a 450-acre facility located just off Interstate-81 at Bristol's city limits, is a beautifully landscaped area containing a wide variety of recreational opportunities in a rustic and wilderness setting.

In 1963, the city of Bristol and the Tennessee Valley Authority entered an agreement which would provide for a comprehensive flood damage prevention project for the city. The city contributed a sum of \$119,750 toward the construction of the Clear Creek and Beaver Creek flood control projects. In return for this contribution, the city received a permanent easement for the recreational development of both areas, a total of approximately 900 acres.

Due to a lack of financial resources, the Beaver Creek Project remained largely undeveloped for several years. In 1978, the city received a federal grant from the Virginia Commission of Outdoor Recreation to begin work on its recreational development. The grant was in the form of a youth employment program referred to as the Young Adult Conservation Corps (YACC). YACC provided funds for the employment of young people between the ages of 16 and 23. In addition, the grant provided for the purchase of supplies and materials needed for construction.

The Bristol Parks and Recreation Department, freshly armed with a grant of \$88,500, began construction of the Beaver Creek Park Project. In the years to follow, the parks and recreation department received an additional \$210,250 in YACC funds to continue the area's youth employment and the recreational development of the Beaver Creek Project.

Initial construction work on the picnic area was completed in the spring of 1981. On June 6, 1981, fresh with the new name of Sugar Hollow Recreation Area, the facility opened to the public.

During the summer of 1981, the Jacob's Creek Job Corps, using the park as a training site, began the next phase of recreational development. This included grading two softball fields, a multi-purpose area, a parking lot and a mile of campground roadway.

In spring 1984, the Virginia Division of Parks and Recreation awarded the city a Land and Water Conservation Fund Grant for \$79,500. This money was matched by local sources and allowed the parks and recreation department to complete the projects begun by the Jacobs Creek Job Corps. This included completion of two illuminated softball fields, a comfort station and concession and a parking lot and playground area. In addition, an 80-unit campground complete with comfort stations is currently under construction.

As for the future plans for development in the Sugar Hollow Recreation Area, the parks and recreation department anticipates an aquatic facility to complement the current opportunities already existing in the park.

Winchester Recreation Park

For years, many citizens of Winchester visualized a lake in the Winchester Recreational Park. With an ideal location in the park almost perfectly shaped naturally for a lake, this became a reality mainly due to the efforts of two citizens and their families.

Wilkins Lake, named for its benefactors, was initiated by a family wanting to do something to honor their father. The area around the lake, Duncan Park, was named by a widow and her children wanting to do something for a deceased husband and father who had been a most enthusiastic citizen wanting a lake in this park.

With the sizable gifts made by these two families, other local contributions from the citizens of Winchester and 50 percent matching money from the state Commission of Recreation and Parks, construction was started in 1982 and the facility opened in the spring of 1983.

Wilkins Lake is three acres and stocked by the state with trout and bass several times a year. Through the generosity of many area individuals, businesses and industries, additional stocking is made possible thus providing ample fish for area anglers.

Duncan Park, surrounding Wilkins Lake, is equipped with several small bench shelters, one larger shelter and several benches that surround the lake. Most of this was given "in memory of" or to honor someone.

Wilkins Lake and Duncan Park were the first phase of development for the southern end of Winchester Park. Phase two, made possible again by a very generous contribution in memory of a father, other local contributions and 50 percent funding from the state, was completed in the fall of 1984. This phase

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consists of a three-court basketball complex, lighted, color-treated and surrounded by evergreens and benches to provide a park-like setting. Also, a 12-station fitness court has been made possible by the local Kiwanis Club in memory of a fellow Kiwanian.

All facilities in Winchester Park are available for use by area citizens and are used by people from many surrounding communities. The department uses the facilities in promoting fishing rodeos, basketball programs and leagues and tournaments. An even wider variety of uses is anticipated for the future.

The Blue Ridge Parkway

This year the Blue Ridge Parkway will celebrate its 50th anniversary. This 469-mile scenic roadway is entrusted with the responsibility to interpret the history and culture of the southern highlands. The parkway is bordered by the scenic beauty of rural Appalachian farms in North Carolina and Virginia, and the people of the region are as much a part of the visitor's experience as the beautiful surroundings. It is this unique relationship between the parkway and the 29 counties surrounding it which makes this park truly a part of Southern Appalachia.

Using a labor force of mostly local

mountain people, construction of the parkway began in 1935 at Cumberland Knob near the state line. Although a primary purpose was to provide recreational travel, the National Park Service also strived to preserve the charm and beauty of the native American countryside. It appears that they have succeeded. In 1984, more than 19 million persons visited the Blue Ridge Parkway. To date, about 400 million have experienced this unique resource.

The Golden Anniversary of the parkway provides an appropriate opportunity to recognize the thousands who contributed to its construction and development, the towns, cities, and counties touched by the parkway, and the support and cooperation of the commonwealth of Virginia and state of North Carolina. This celebration will include various dedications, contests, conferences, exhibits and activities centered around the accomplishments of the past 50 years on the parkway.

By drawing upon the rural character of the region through which it passes, the parkway has become a showcase for the scenic, recreational and cultural resources of that region. There is no doubt that the Blue Ridge Parkway has proven to be one of our most popular national parks.

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Be A Winner with Therapeutic Recreation

By Sharon K. Entsminger

and

Laurie S. Clark

Leisure is an important and valuable part of everyone's life. To help meet the leisure needs of our citizens, public park and recreation agencies currently provide a variety of recreation programs, services and facilities to their communities.

Included in the responsibility of providing these leisure resources is the moral and legal responsibility of ensuring that the same community recreation programs, services and facilities are available and accessible to all individuals. This includes the increasing number of disabled citizens in every community who are often unable to use existing resources and who, for many reasons, have often been denied the recreational opportunities readily available to the non-disabled.

Approximately 10 percent of the population of any community consists of individuals with disabilities. With the trend toward deinstitutionalization, this percentage is steadily increasing.

These citizens with various physically, mentally and emotionally handicapping conditions often have many hours of leisure time with few leisure skills and resources available to them. In addition, they often face many environmental and attitudinal barriers. The general public often is reluctant to support additional programs and services specifically designed for their needs. Most of the time this lack of support can be attributed to a lack of knowledge about the particular needs of the disabled and the benefits that these special services can provide. Physical barriers, accessibility and transportation problems, and limited financial resources pose additional obstacles to the disabled.

Despite these obstacles, disabled individuals have the same need as the



Brooke Ray's joy at competing in the Rainbow Games is evident.

non-disabled to experience recreational activities that help provide and promote social, emotional, physical and intellectual growth and development. Meeting the specific leisure needs of our disabled citizens will be a growing challenge for our society.

Some public park and recreation agencies in Virginia have faced this challenge by developing and implementing recreation programs and services to

address the needs of their disabled population. These are often titled "therapeutic recreation" (TR) or "special population" programs.

TR programs can take place in any organized clinical and/or community setting and are directed toward individuals with impairments, disabilities or handicaps. These programs use recreational experiences for intervention in some physical, emotional or social behavior to bring about a desired change in that behavior and thereby promote the personal growth and development of the individual. TR programs seek to accomplish this goal by trying to reduce or eliminate the effects of the impairments. In addition, the activities help these individuals to achieve a sense of well-being for a moment, an hour or even longer. Helping each person to reach the optimum potential for being an independent, contributing member of the community is the ultimate goal.

Community therapeutic recreation and leisure programs try to promote independence by providing the least restrictive environment. Other ways community TR programs help these special populations include the following:

- facilitating participation in previously acquired leisure skills,
- facilitating self-expression through diverse program offerings,
- providing opportunities for social interaction, and enhancing health and physical fitness,
- providing an environment for the development of physical, mental, social, emotional and leisure skills,
- providing opportunities for self-directed leisure experiences and the use of community resources,
- instilling the concept of self-

responsibility for meeting leisure needs,

- educating the community concerning the leisure needs of the disabled,
- encouraging the integration of the disabled into ongoing community recreation programs (mainstreaming), and
- providing opportunities for enjoyment and satisfaction.

Recently, communities have begun to realize the importance of and the need for providing recreational services to the disabled. However, a scarcity of therapeutic programs still exists in Virginia. Indeed, there are difficulties in developing these special programs, yet the community cannot ignore the call to establish them. A significant portion of potential participants in your community is asking to be served.

A simplified step by step process to follow in establishing a community special population program follows.

1. Assess the need for the program. This can be accomplished through contact with local and state agencies serving the disabled, listening to consumer requests for services and researching local services to avoid duplication.

2. Identify the populations to be served. The National Recreation and Park Association reported that identification of

special populations is one of the top three problems for community therapeutic providers. Yet there are ways to identify these populations including surveying local schools and agencies serving special populations, developing participant referral systems with clinical agencies, setting up speaking engagements, disseminating brochures describing the program, developing a mailing list for quarterly newsletters, encouraging participants to spread the word and conducting disability awareness programs.

3. Survey the needs and interests of special populations through questionnaires, interviews and referrals.

4. Form an advisory group of service providers for support in areas of transportation, facilities, personnel, funding and participant needs. Such agencies include schools, health care agencies, private agencies, service clubs, volunteer bureaus, parent groups and special population advocacy associations. It is also important to use this group to assist in gaining governmental and departmental support. A good working relationship between the agencies serves to assist in overcoming obstacles, gathering community public support and promoting further program development.

5. Determine your role as a therapeutic recreation provider and your goals and objectives. These should remain consistent with agency directives.

6. Identify expertise and interests in various program areas, local and departmental resources and consequences of the program (i.e. liabilities and benefits).

7. Recruit, hire and train qualified staff according to national therapeutic recreation standards.

8. Visit successful programs and gather data concerning strong points and logistics.

9. Plan programs within available resources. Use parent and client input through the entire programming process. Ultimately it is desirable to encourage and facilitate the participation of the disabled in regular recreation programs offered to the community. Where participants need temporary program adaptations or an upgrading of their social or leisure skills, a transitional recreation program is often warranted. Where individuals have permanent or severe limitations, a separate special recreation program may be required to meet their unique needs.

10. Develop a budget; gain approval and support. Explore other funding resources. Most programs are primarily supported by the agency budget; however, a small or limited budget may hinder future expansion of services. Additional sources of revenue can always be used to improve services and further growth. Several sources of additional revenues include fees and charges to program participants, fundraising (service clubs often support special projects) and grants. Various local, state and federal government agencies offer grants that fund programs for a limited period of time. Private foundations and corporations often award funds to worthwhile operations.

11. Publicize events and educate the community concerning special population needs and services. This educational process encourages community support for your TR program.

12. Implement programs.

13. Evaluate effectiveness of programs. Solicit additional input from staff and participants. Alter programs as needed.

14. Remain an advocate for special population services and accessible programs.

A handful of park and recreation de-

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Virginia Municipal League 1985-86 Calendar



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1985-86 Virginia Municipal League Calendar

JULY 1985					
SAT/SUN	MON	TUES	WED	THURS	FRI
	1 Start of Fiscal Year	2	3	4 Independence Day	5
7	8	9	10	11	12
6 National Assn. of Counties, Orlando	14	15	16	17 Property Assessment Seminar, Charlottesville State Fire Chiefs Assn. of Va., Lynchburg NLC City Innovations Conf., Denver	19
13	21 ←	22	23	24	25 →
20	28	29	30	31	
27 ←					→

AUGUST 1985					
SAT/SUN	MON	TUES	WED	THURS	FRI
				1 Va. Assn. of Commonwealth's Attorneys, Virginia Beach	2
4 Va. State Sherriffs's Assn., Richmond	5	6	7	8	9
3	11	12	13	14	15
10	18 Virginia Association of Chiefs of Police, Arlington Local Gov't Officials' Conference, Charlottesville	19	20	21	22
17	25	26	27	28	29
24					
31					

SEPTEMBER 1985					
SAT/SUN	MON	TUES	WED	THURS	FRI
1	2 Labor Day	3	4 Va. Assn. of Assessing Officers, Roanoke	5 Local Gov't Attorneys of Va., Irvington	6
8 →	9	10	11	12 Va. Circuit Court Clerks' Assn., Norfolk	13
7	15	16	17	18	19
14					
22 VML Annual Conference, Hotel Roanoke	23	24	25 Yom Kipper	26	27
21	29	30			
28					

OCTOBER 1985					
SAT/SUN	MON	TUES	WED	THURS	FRI
League Regional Legislative Meetings		1	2	3 Va. Chpt. Amer. Planning Assn., Roanoke	4
6	7	8	9	10 Region IV Amer. Society of Public Administration, Richmond Va. Assn. of Gov'tal Purchasing, Leesburg	11
5	13 Columbus Day/Yorktown Victory Day Institute for Planning Commissioners, Natural Bridge	14	15	16	17
12	20	21	22	23	24
19	27	28	29	30	31
26					

NOVEMBER 1985					
SAT/SUN	MON	TUES	WED	THURS	FRI
					1
3	4	5 Election Day	6	7	8
2	10 Va. Assn. of Counties, Homestead Coms. of Revenue Assn. of Va., Roanoke	11	12	14 Va. EEO/AA Network, Williamsburg	15
9	18 Veterans Day	19	20	21 Thanksgiving Day	22
16	17	18	19	20	21
23	24	25	26	27	28
30					

DECEMBER 1985					
SAT/SUN	MON	TUES	WED	THURS	FRI
1	2	3	4	5	6
8 Hanukkah	9	10	11	12	13
7	15	16	17	18	19
14	22	23	24	25 Christmas Day	26
21	28	29	30	31	
28					

JANUARY 1986					
SAT/SUN	MON	TUES	WED	THURS	FRI
			1 New Years Day	2	3
5	6	7	8 General Assembly Convenes	9	10
4	12	13	14	15	16 Va. Assn. of Planning District Commissions, Richmond
11	19	20 Lee-Jackson- King Day	21	22	23
18	26	27	28	29	30
25					

FEBRUARY 1986					
SAT/SUN	MON	TUES	WED	THURS	FRI
2	3	4	5	6	7
1	9	10	11	12	13
8	16	17 George Washington Day	18	19	20
15	23	24	25	26	27
22					
	Look for announcement of VML Legislative Day				

MARCH 1986					
SAT/SUN	MON	TUES	WED	THURS	FRI
2 1 Nat'l Assn. of Counties Legislative Conference, Washington	3	4	5	6	7
9 8 NLC Congressional City Conference, Washington	10	11	12	13	14
16 15	17	18	19	20	21
23 22	24	25	26	27	28
30 29 Easter	31	General Assembly adjourns mid-March			

APRIL 1986					
SAT/SUN	MON	TUES	WED	THURS	FRI
Look for Date of General Assembly Veto Session		1	2	3	4
6 5	7	8	9	10 Va. Municipal Clerks Assn., Lynchburg	11
13 12 Amer. Society of Public Administration, Anaheim	14	15	16	17	18
20 19	21	22	23	24 Passover Va. Section, ICMA, Lynchburg Local Gov't Attorneys of Va., Wintergreen	25
27 26	28	29	30		

MAY 1986					
SAT/SUN	MON	TUES	WED	THURS	FRI
				1	2
4 3 Internat'l Personnel Management Assn. Southern Region, Virginia Beach	5	6 Municipal Elections	7	8	9
11 10	12	13	14 VA-DC-MD Chpt. Amer. Public Works Assn., Williamsburg	15	16
18 17	19	20	21	22	23
25 24 Memorial Day	26	27	28	29	30
31					

JUNE 1986					
SAT/SUN	MON	TUES	WED	THURS	FRI
1	2	3	4	5	6
8 7 Treasurers Assn. of Va., Williamsburg	9	10	11	12	13
15 14 United States Conference of Mayors, San Juan	16	17	18	19	20
22 21	23	24	25	26	27
29 28 End of Fiscal Year	30	Look for announcement of VML's Institute for Municipal Officials			

Courtesy of Alexander & Alexander of Virginia, Inc.

The Virginia Municipal League

13 East Franklin
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Richmond, VA 23241
804/649-8471

Mission Statement

VML is a non-profit, non-partisan organization of cities, towns and urban counties established to improve and assist local governments through legislative advocacy, research, education and other services. The membership includes 41 cities, 157 towns and 12 urban counties.

Services

VML provides a full array of services including:

- * Advocacy and monitoring of activities of the Virginia General Assembly and state departments and agencies.

- * Monitoring of issues important to local governments before the U.S. Congress and federal agencies.

- * Group insurance programs providing workers' compensation and property-casualty coverage.

- * Research and technical assistance in the forms of published reports and responses to questions on local, state and federal government.

- * Conferences and training including the VML annual conference, the Cornerstone Seminar series, institutes for newly-elected officials and seminars on other topics of interest to local elected and appointed officials.

- * Legal assistance through the services of the staff attorney and the general counsel.

- * Publications such as the monthly **Virginia Town & City** and the biweekly **League Letter**.

Organization

VML is governed by an executive committee made up of the VML president, four vice presidents, the immediate past president and six committee members. The executive committee is elected by the league membership at the annual conference and provides overall guidance to the league staff.

VML's policy committees recommend policy positions for the league on issues of concern through development of the annual VML Policy Statement. Committee members are appointed by the VML president from a pool of nominees submitted by the members. The VML legislative committee consists of members appointed by the president and recommends the VML Legislative Program for adoption at the annual conference. These documents provide guidance to the VML staff.

VML currently consists of a 14-member staff headed by the executive director. The staff performs the on-going functions of the league under the direction of the executive committee and the VML Policy Statement and Legislative Program.

Executive Committee Officers

President—Lawrence A. Davies, Mayor,
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Second Vice President—Robert T. Williams, City
Manager, Newport News
Third Vice President—Martha V. Pennino, Vice
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Fourth Vice President—Noel C. Taylor, Mayor,
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Jack D. Edwards, Board Member, James City
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Section
M. Stewart Koethcke, Council Member, Clifton
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Byron B. Belton Jr., Pressman/Clerk
Mary Ann Cornell, Publications Assistant
Susan Harte, Summer Intern
Howard W. Dobbins, General Counsel

VML Insurance Programs

VML sponsors two group insurance programs that provide risk management services to political subdivisions in Virginia.

Workers' Compensation

The Virginia Municipal Group Self Insurance Association (VMGSIA) began offering workers' compensation insurance on July 1, 1980 with 10 members. Since that time it has grown to more than 180 members with \$4.6 million in dividends returned to date. The program is available to all political subdivisions in the commonwealth including cities, towns, counties, school boards and regional agencies. For the second year the program has been allowed to provide a 25 percent up front reduction in premium. The program seeks to provide stable reinsurance, both specific and aggregate, to protect against catastrophic losses. Competitive placement of reinsurance, efficient claims handling and full-time loss control services have enabled VMGSIA to keep costs at a minimum.

Property Casualty Insurance

The Virginia Municipal Property Casualty Insurance Program covers a broad range of municipal exposures. Available coverages include:

- * Liability — comprehensive general, auto, garage, public officials, law enforcement, personal injury, and errors and omissions.
- * Property — All risk and DIC, revenue-tax receipts, comprehensive boiler and machinery, and comprehensive crime.

Many policies are written on an all risk basis — an important improvement over named perils policies. The program is specifically designed to meet the insurance needs of many of the local governments in Virginia.

Service & Administration

Virginia Municipal Underwriters Inc., a subsidiary of VML, administers both programs.

Various services for both programs is provided by a full-service company, Alexander & Alexander of Virginia, Inc., which has many years of experience in municipal risk management and related insurance programs. Since 1983 Alexsis Risk Management Services, a subsidiary of Alexander & Alexander, has provided claims administration service to the VMGSIA. In conjunction with VML, Alexander & Alexander has been instrumental in the development of the Virginia Municipal Property Casualty Insurance Program, a stable competitive program.

To see how your locality can save money and improve its insurance coverage, contact:

Margaret A. Nichols
Administrator
Virginia Municipal Underwriters, Inc.
P. O. Box 12203
Richmond, VA 23241
804-649-8471

On the Cover: The Virginia Municipal League's new headquarters at Thirteen East Franklin Street, Richmond, VA.

partments in Virginia have established programs to address the needs of their disabled populations.

The Virginia Beach Department of Parks and Recreation began a therapeutic recreation unit in 1975 supported by city funds and donations. At the time, one staff person ran the unit with a budget of \$8,080. In the 10 years since the program was initiated, the therapeutic recreation unit has grown to support a staff of 57 with a budget of more than \$285,000.

In Danville, the special population program began in 1974 with one full-time position. Through coordination with the city's Mental Health and Retardation Department, the program gained financial support to continue. Presently, there are two full-time, one part-time and four summer staff. Moreover, the Mental Health and Retardation Department continues to support therapeutic recreation services by providing the salary for one full-time position. The Danville program serves a variety of populations — the visually impaired, hearing impaired, emotionally disturbed, mentally retarded, senior citizens, physically disabled, psychiatric, alcoholic, drug dependent, correctional, developmentally disabled and multiple handicapped.

Due to parental and citizen requests for special recreation services for the

disabled, the Arlington County Department of Community Affairs established an Exceptional Children's Program in 1970. A portion of funds were supplied by the Mental Health—Mental Retardation Services Board; remaining funds were appropriated by the Arlington County Board. This year, the program changed its name to Therapeutic Recreation Programs. However, the Community Services Board remains involved with the program by providing 40 percent of the entire therapeutic recreation program budget. Because of this support and cooperation with other service agencies, the program is able to provide leisure awareness groups, social clubs, sport fitness programs, in-school TR programs, social skill programs and summer day camps to nearly 700 disabled residents.

Although the ultimate goal of therapeutic recreational services is the reintegration of clients into the mainstream of society, additional benefits for the service providers are many and valuable. Localities that have the luxury of providing special recreation services for the disabled can certainly reap the benefits of increased public awareness, service levels, revenue and participation in programs. A quick glance in most communities will reveal the need for TR services. Indeed, the programs for spe-

cial populations in our own state testify to the need and success of this unique community service.

The Virginia Division of Parks and Recreation offers consultation, resources and assistance for special population programs. Contact the division at 1201 Washington Building, Capitol Building, Richmond, VA 23219, (804) 786-4375, for information.

About the Authors

Laurie S. Clark is therapeutic recreation consultant with the Virginia Division of Parks and Recreation. Sharon K. Entsminger is therapeutic recreation specialist with the Chesterfield County Parks and Recreation Department. She currently serves as co-chairperson of the Virginia Recreation and Park Society Public Relations Committee and as co-editor of Virginia Parks and Recreation magazine.

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People

Pennino Wins Bradley Award

Martha V. Pennino, VML's fourth vice president and vice chair of the Fairfax County Board of Supervisors, has received the annual Tom Bradley Regional Leadership Award from the National Association of Regional Councils.

The national award, established in 1970 in honor of the Los Angeles mayor, recognizes significant contributions in advancing regional cooperation.

As the award recipient, Pennino was cited for leadership during two terms as chairman of the board of the Council of Governments and two terms as president which produced a variety of accomplishments for the region. Her efforts resulted in the first areawide energy program and the Washington region's only areawide car pooling program. She also worked to develop the fair share housing program which reduced the District of Columbia's burden of housing the poor and distributed this

responsibility throughout the region on a more equitable basis.

Pennino, who has served more than 20 consecutive years as a local elected official, said her next project is to work with the District of Columbia to match their unemployed residents with jobs available in Northern Virginia. More specifically, coordinating transportation for District residents to jobs in Northern Virginia.

Harte Joins VML As Summer Intern

Susan Harte joined the Virginia Municipal League on June 11 as a summer intern.

Harte is a native of Warrenton and an honor graduate of Salem High School named "Who's Who Among American High School Students."

She is currently a rising junior double majoring in political science and sociology at the University of Richmond.

She has had a number of summer job experiences and this past spring worked for Lt. Gov. Richard J. Davis on his campaign for governor.

At school, Harte is a member of the University Honor Council, the Baptist Student Union, Intervarsity Fellowship, Interfaith Council and Amnesty International. In addition, she serves as chief photographer of the school's yearbook.

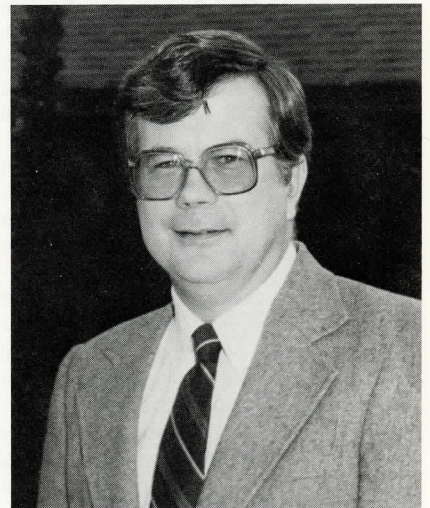
In her spare time she serves as a Big Sister in Warrenton and teaches sign language. As hobbies, she enjoys art, photography and music.

Hartman Elected To Chair Board

Lt. Col. Thadeus L. Hartman, retired deputy chief, Fairfax County Police Department, and northeast regional inspector general for investigations, U.S. Department of Agriculture, has been elected chairman of the board of Crime Stoppers International.

Prior to his election, Hartman was president of Crime Stoppers International, which has nearly 600 participating programs in the United States, the District of Columbia, the U.S. Virgin Islands and six Canadian provinces.

Hartman's election is for a two-year term.



— Oliver —

Oliver Receives Service Award

The Virginia Chapter of the American Society of Public Administrators awarded **James B. Oliver Jr.**, administrator of James City County, the T. Edward Temple Award for Distinguished Service as a Public Administrator.

Oliver was cited for his leadership in identifying water and land use needs for James City County, his regional orientation in tackling problems, his commitment to citizen involvement and his effective response to the challenges of providing services to a rapidly growing community.

The award is granted to persons who have provided long and distinguished service as a public administrator in Virginia and honors T. Edward Temple, who served as city manager of Hopewell and Danville, was the first director of the Division of State Planning and Community Affairs, was commissioner and secretary of administration for the commonwealth and was president of Virginia Commonwealth University.

Oliver entered local government in Norfolk in 1969 and became James City County's administrator in 1976.

Wooden Completes Leadership Institute

John Wooden, athletic recreation coordinator for the town of Vienna's Parks and Recreation Department, has

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successfully completed the first Professional Leadership Training Institute sponsored by the Virginia Recreation and Park Society.

Only 40 park and recreational professionals in the state were selected to participate in the program, which was held in Franklin County. Participants were chosen based on their potential ability to assume leadership roles.

Brown Elected to National Council

Larry Brown, manager of Arlington County, has been elected to a regional seat on the American Society of Public Administration's national council. Brown, who has given a total of 20 years of service to local government, has served as Arlington county manager since 1982 and is the 1985-86 president of the National Association of County Administrators.

He will serve a three-year term on the council.

Clerk Retires

Hazel J. Abbitt has retired as the town clerk of Victoria. She is replaced by Katherine S. Arthur.

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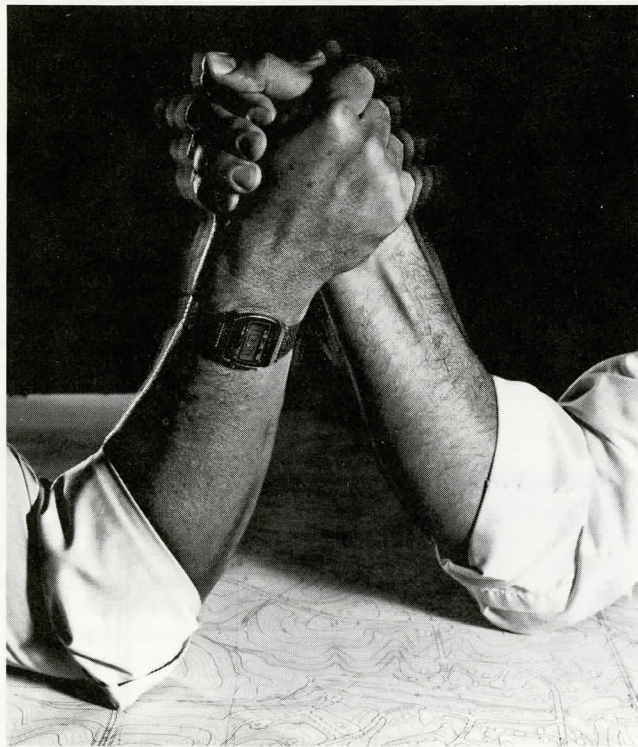
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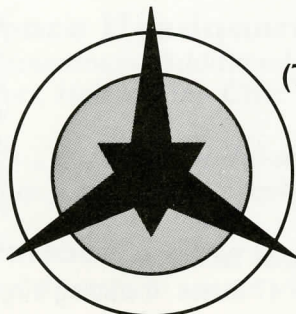
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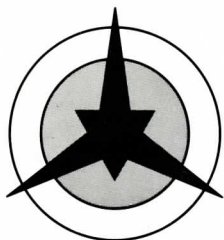
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Yancey, Henry, Teig Judge Competition

Charles T. Yancey, Dr. Laurin L. Henry and Eva S. Teig served as judges for the 1985 VML Achievement Awards competition.

Yancey is the recently retired city manager of Waynesboro and a well known figure in Virginia local government having given more than 38 years of service to the field.

Yancey began working in the city manager's office in Waynesboro in 1947 following three years in the U.S. Army. He became the town manager of Sylvania, GA, in 1952, but in 1954 came back to Virginia as Waynesboro's assistant city manager. He left again for another year as Sylvania's manager and returned in 1956 to become city manager of Waynesboro. He holds an engineering degree from Virginia Military Institute and has been a member of the International City Management Association since 1952. He has served as the president of the Virginia Section, ICMA and worked on several VML committees.

Dr. Henry, dean of Virginia Commonwealth University's School of Community and Public Affairs and professor of public administration, may be best known for his academic writings on the American presidency.

Prior to joining VCU in 1978, he was professor of government at the University of Virginia for 14 years. His graduate degrees are from the University of Chicago, and his major prior professional affiliations were with the Brookings Institution, Johns Hopkins University and the Public Administration Clearing House.

Teig, Virginia's commissioner of Labor and Industry, has served more than 14 years in city and state government. Her appointment as commissioner in November 1983 followed three years as the lieutenant governor's executive assistant and 11 years in a number of key positions with the city of Portsmouth.

Born in Egypt, she immigrated with her family to the United States and settled with them in Portsmouth at the age of 13. Following high school she attended A. B. Hood College in Frederick, MD, graduating with a bachelor's in political science. While working on her master's from the American University's School of Government and Public Administration, she taught both elementary and high school full time. She also served as director of admissions at Chatham Hall School in Chatham, VA.

After receiving her master's, Teig was employed by the city of Portsmouth. She



Yancey



Henry



Teig

held several key positions during the next eight years including director of economic analysis and information. In 1977, she was appointed director of management and legislative services. During her tenure with the city of Portsmouth she established a management

— continued, page 22

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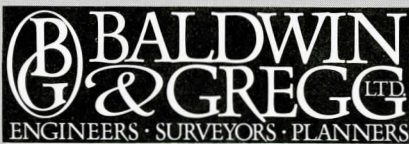


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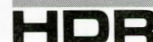
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Judges

continued from page 19 -

information center, developed a capital budget process to streamline city finances, coordinated establishment of the Division of Community Development and the Division of Economic Development, and was instrumental in planning and implementing the city's entire redevelopment effort including the Waterfront. She left the city in 1981 to join the Davis for Lt. Governor Campaign.

Approximately 55 programs were entered in the VML Achievement Awards competition. Teig, Henry and Yancey selected what their years of experience told them were the best. These winning entries will be announced at the VML Conference and reviewed in the September issue of Virginia Town & City.

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Direct Democracy in Local Government

The two most popular forms of direct democracy are the initiative and the referendum. A third form, recall, is often discussed with the initiative and referendum, however, it generally has been the least popular of the three.

The initiative is citizen-initiated legislation in that citizens petition to propose laws or amendments to be placed before the voters, while the referendum is a means by which citizens can accept or reject legislative decisions. The initiative has been described as a mechanism for correcting sins of legislative omission and the referendum as a device for correcting sins of legislative commission.

Throughout the years, these forms of direct democracy have proven to be Progressive reforms that won't go away. While California's experience with direct democracy may be the most visible, 20 other states have some form of initiative and 37 have some form of referendum. According to the 1982 Municipal Year Book, 77 percent of the reporting cities have provisions for popular voting on referendums and 51 percent have provisions for the initiative.

The adoption of an initiative and referendum at the state level has been an issue in Virginia. Virginia has a referendum provision concerning the state debt although it is initiated by the legislature, not the citizens.

A Joint Committee Studying the Initiative and Referendum submitted a report to the 1981 General Assembly recommending that a state initiative and referendum not be adopted. The subcommittee believed the best laws for the commonwealth would more likely come from the legislative process than from citizen initiatives. Despite this recommendation, House Joint Resolution 97 (1984) proposed a constitutional change that would allow for a state initiative and referendum. This resolution failed in the 1985 General Assembly.

The cities of Norfolk and Portsmouth have had limited rights of initiative, referendum and recall since 1918, and the city of Hampton procured a charter change adopting these provisions in 1981.

Most cities in Virginia do not have the initiative and referendum, however the issue is likely to arise eventually in any city with a politically active and aware population.

In discussing the adoption of these reforms, bear in mind two sets of considerations. Theoretical considerations

concern whether direct or representative democracy is the most desirable. Proponents of direct democracy believe that the citizens of a city have a right to make decisions concerning the laws that will affect them and that they are qualified and capable of doing so. The initiative and referendum, argue its supporters, supply a necessary and desirable check on the governing body and the special interests often believed to have disproportionate influence on the laws considered.

Opponents of direct democracy argue that our country's founding fathers instituted a form of representative democracy for good reasons. Representative democracy helps to protect minority rights, ensures deliberation and facilitates compromise among competing interests. Regular elections provide an adequate check on legislators. The citizenry does not have the time nor the expertise to make decisions on complex technical issues, and a referendum or initiative election is as vulnerable to manipulation by special interests as is the legislative process.

Practical considerations concerning the initiative and referendum are also debated. Supporters say problems with drafting the initiatives and validating petition signatures are minor compared to the value of citizen participation. Opponents argue that the processes involved are expensive and time consuming and the degree of citizen participation generated minimal.

Should these points be resolved in favor of some sort of initiative and referendum provision, these laws must be drawn up with great care. A compromise should be sought between encouraging citizen participation in a form of direct democracy and protecting the vulnerability of direct democracy to sometimes frivolous and mercurial public sentiment. In designing legislation for these reforms, several specific aspects of initiative and referendum procedures should be carefully considered.

Should initiatives and referendums be restricted by subject matter? The National Municipal League's Model City Charter provides for initiatives exclusive of budget or capital programs, any ordinance concerning the appropriation of money or the levy of taxes and salaries of city officials and employees. The model referendum provision excludes budget or capital programs, emergency

ordinances and ordinances concerning appropriations of money or levy of taxes.

Provisions for initiative and referendum in Norfolk have no such restrictions. The 1970 charter for Portsmouth exempts emergency ordinances from referendums. Hampton's provision for referendums excludes any ordinance adopted to authorize revenue levies as well as emergency ordinances. Cities drawing up legislation for direct democracy should consider whether any issues need to be insulated from a popular vote.

How many signatures should be required to bring an ordinance to a popular vote? Required percentages of qualified voters may range from 3 percent to 30 percent of either the entire city population or the number voting in the last city, state or national elections.

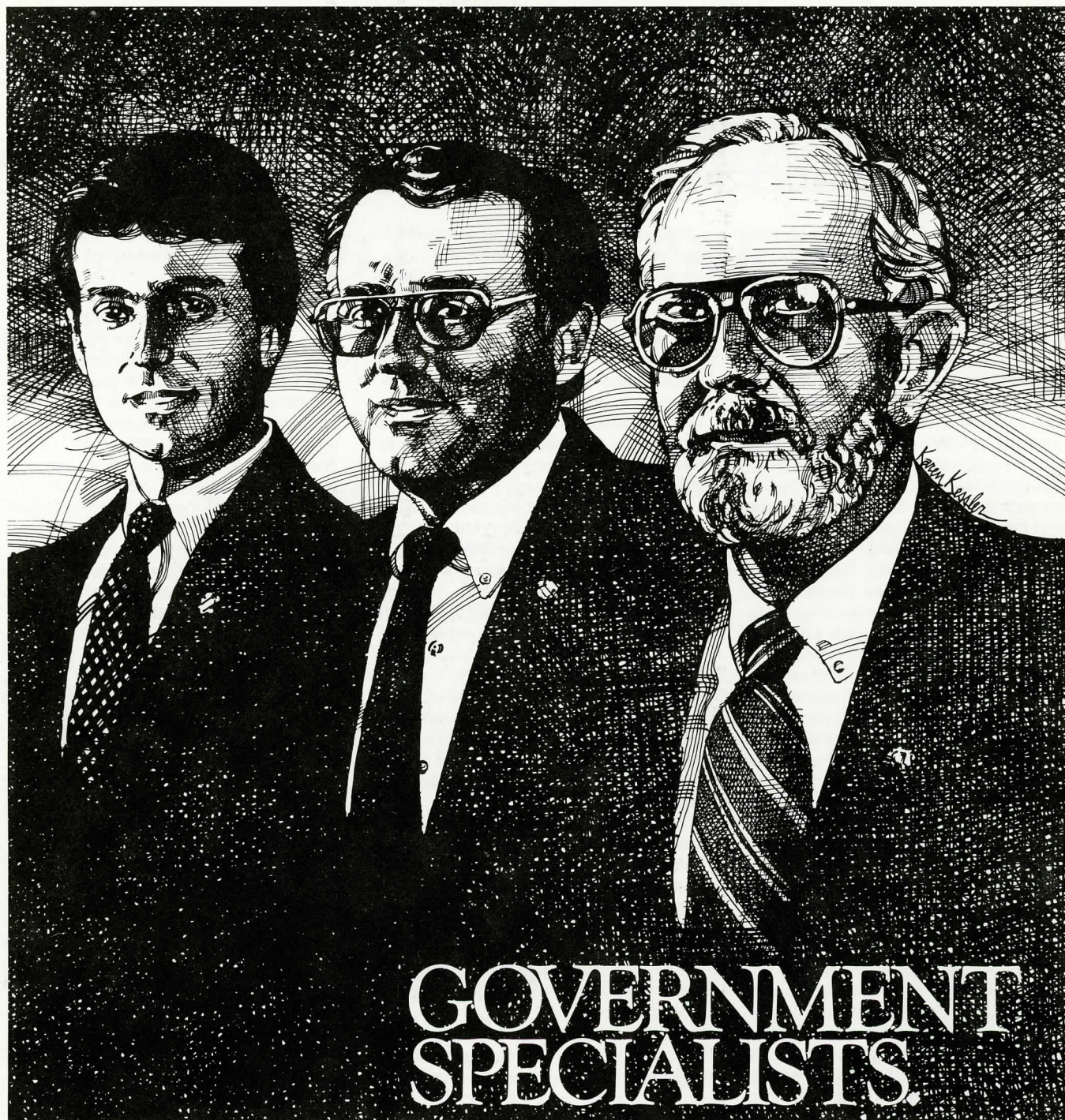
Often a minimum number of signatures is required, so that an election with a low turnout rate will not lead to a rash of petitions. Some cities also have a geographic distribution requirement for signatures. In addition, city officials should be alert to population changes that might require an adjustment of the signature requirement. In California, growth in population has made its percentage requirement difficult to meet.

How are procedures in direct democracy to be kept fair? Someone impartial should be responsible for wording the proposed ordinance. Often the city attorney is designated for the job. The ordinance needs to be as free as possible of "legalese" and language difficult for the average citizen to understand. Along similar lines, those circulating petitions should always have complete copies of the ordinance for those signing the petition. As with almost any campaign, there are opportunities for distortion, misinformation and various other unsavory practices.

Direct democracy holds the promise of invigorating the citizenry. It also poses some possible problems for local governments. Any legislation that designs initiative and referendum procedures must strive to maintain a balance between allowing citizen involvement and impeding the government from governing efficiently and effectively.

About the Author

Elizabeth Radford is a graduate research assistant with the Institute of Government at the University of Virginia.



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