

**REPORT ON
THE VIRGINIA AREA DEVELOPMENT ACT
BY THE
COUNTIES, CITIES AND TOWNS COMMITTEE
OF THE
HOUSE OF DELEGATES
TO THE
GENERAL ASSEMBLY**



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**COMMONWEALTH OF VIRGINIA
Department of Purchases and Supply
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HOUSE OF DELEGATES
RICHMOND

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FIRST DISTRICT
DICKENSON
LEE
WISE
SCOTT
NORTON

To the member addressed of the
General Assembly:

I am happy to transmit herewith a copy of the report of the Subcommittee which was appointed from the membership of the Counties, Cities and Towns Committee to review and reevaluate the Virginia Area Development Act.

The Subcommittee's report has been accepted by the Committee for purposes of publication and distribution to members of the General Assembly.

Respectfully,


Orby L. Cantrell, Chairman
Counties, Cities and Towns
Committee

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**REPORT BY THE SUBCOMMITTEE STUDYING THE
VIRGINIA AREA DEVELOPMENT ACT
TO THE
COUNTIES, CITIES AND TOWNS COMMITTEE
OF THE
HOUSE OF DELEGATES
Richmond, Virginia
December 30, 1975**

TO: The General Assembly of Virginia

PART I INTRODUCTION

At its 1975 Session, the General Assembly, by House Resolution 40, directed the Counties, Cities and Towns Committee to review and reevaluate the Virginia Area Development Act in an effort to determine if the legislative intent of the Act is being fulfilled. The text of this resolution reads as follows:

HOUSE RESOLUTION NO. 40

Requesting the House of Delegates Committee on Counties, Cities and Towns to review and reevaluate the Virginia Area Development Act.

WHEREAS, the Virginia Area Development Act, which provided for the creation of planning districts and planning district commissions throughout the Commonwealth, was enacted seven years ago; and

WHEREAS, it seems most practical that, after such a period of experience, this important body of laws that vitally affects local governmental planning throughout the Commonwealth should be reviewed and reevaluated by an element of the General Assembly; now, therefore, be it

RESOLVED, by the House of Delegates, That the Committee on Counties, Cities and Towns is requested to review the Virginia Area Development Act and the ways that such Act is currently being administered in various areas of the Commonwealth and determine if the legislative intent in enacting that measure is being fulfilled.

Pursuant to the direction of the General Assembly, the Committee assigned the study to an existing Subcommittee

appointed for the purpose of studying the planning, funding and siting for public facilities. Serving on the Subcommittee were Delegate Robert E. Washington of Norfolk, Chairman; Delegate Raymond E. Vickery, Jr. of Vienna, Vice-Chairman; Delegate Stanley G. Bryan of Chesapeake; Delegate I. Clinton Miller of Woodstock; and Delegate Franklin M. Slayton of South Boston. In the course of its deliberations, the following Senate members of the existing Subcommittee were invited to assist the House members in their task: Senator Peter K. Babalas of Norfolk; Senator Madison E. Marye of Shawsville; Senator William F. Parkerson, Jr. of Richmond; Senator William A. Truban of Woodstock; and Senator Charles L. Waddell of Sterling.

For invaluable support throughout the course of its work, including assistance with the drafting of this report, the Committee is indebted to staff members of the Local and Regional Planning Section, Division of State Planning and Community Affairs and to C. M. Conner, Jr. and Cheryl C. Booker of the Division of Legislative Services.

To carry out its legislative mandate, the Subcommittee conducted a number of public hearings in all regions of the Commonwealth. At the hearings, representatives of local and State government, members and staff of planning district commissions, leaders of civic organizations, and private citizens expressed a considerable diversity of views concerning the degree of success achieved through the Virginia Area Development Act. (See Appendix A for a list of speakers at the public hearings.)

Hearings were held at the following places and times:

Wise, August 12, Clinch Valley College

Roanoke, August 13, Hotel Roanoke

Charlottesville, August 26, Piedmont Virginia

Community College

Falls Church, August 27, Community Center

Richmond, September 11, State Capitol

Virginia Beach, September 12, Cavalier Hotel

As a result of testimony presented at the hearings, it became evident to the Subcommittee members that the performance of planning district commissions is receiving widespread praise and approval from those persons, who, for varying reasons, work with the commissions or are familiar with the work of the commissions. Several speakers at the hearings commended the commissions for their efforts in promoting regional cooperation and in providing planning assistance to localities as well as for their role as partners in local progress and catalysts in obtaining needed programs and local assistance projects. Generally, the commissions are viewed favorably in those areas of the State where they are responsive to

the requests and directives of the local governing bodies.

Testimony also indicated that those commissions whose activities do not appear to be under the control of local governing bodies are not viewed favorably. Some of those testifying were clearly apprehensive that planning district commissions may be the forerunners of undesirable regional governments. Some speakers also expressed concern over what they regarded as overstuffed commissions conducting unnecessary, expensive studies. In addition, there were those who felt that problems may be caused by widely separated and geographically, culturally, and economically dissimilar localities being in the same planning commission.

A majority of persons appearing at the hearings addressed the pros and cons of granting planning district commissions powers to implement their plans and policies. Several spoke against granting powers and those who favored such provisions stated that implementation powers should be granted to planning district commissions only upon the request of governing bodies of member jurisdictions and with the approval of a majority of the commission members. The speakers favoring the planning district commission concept were unanimous in the view that more money should be appropriated by the State to regional planning district commissions.

PART II FINDINGS

Introduction

The purpose of this study is to analyze Virginia's planning district commission program in accordance with House Resolution 40. The basic finding is that planning district commissions are fulfilling the legislative intent of the Virginia Area Development Act by fostering intergovernmental cooperation through planning. The study contains general observations about the nature of planning district commission activity. Each planning district commission has its own particular programs, operating procedures, characteristics, problems and successes which may not fit the general description.

The question of alternative means for joint implementation of public services was beyond the scope of this study and was not addressed. However, it became clear during the course of this study that existing and innovative means for regional service implementation need to be thoroughly researched. Service district commissions, as provided under the Virginia Area Development Act, are not likely to be organized by local governments. Special purpose authorities are still a primary recourse for local governments seeking to provide services jointly.

General

1. Planning district commissions are for the most part fulfilling the legislative intent of the Virginia Area Development Act by promoting intergovernmental cooperation and providing assistance to local governments.

2. Although the Virginia Area Development Act is vague on the role of the Division of State Planning and Community Affairs with respect to advising and assisting planning district commissions, the Division has developed extensive administrative ties with the commissions.
3. The legal status of a planning district commission's comprehensive plan (or elements thereof) with respect to State action is unclear as defined under the Virginia Area Development Act.
4. State agencies increasingly rely on planning district commissions to carry out the planning requirements associated with their own programs and those of their counterpart federal agencies.

Institutional

5. Planning district commissions provide local governments with a regional institution through which they can address regional issues and voluntarily cooperate in dealing with mutual concerns.
6. Planning district commissions offer local governments certain advantages over single-purpose regional planning agencies. The chief advantage is that they enable local governments to engage in comprehensive, continuous planning for all types of social, economic, environmental, and public works programs and do not restrict the planning activity to a single-purpose project.
7. The exercise of service implementation powers by the LENOWISCO and Cumberland Plateau Planning District Commissions, is fully supported by the area local governments. This local support is essential for a planning district commission to acquire implementation powers.
8. General enabling legislation, allowing local governments to implement through planning district commissions, is not supported across the State. In the two planning districts where local governments wished to implement programs through their planning district commission, the General Assembly enacted special legislation to enable the commissions to implement specific programs.

Programs

9. There is strong local support statewide for planning district commissions' local planning assistance programs which include comprehensive planning and day-to-day technical assistance.
10. An important and a beneficial service performed by district commissions for local governments is the provision of advice on federal grant programs.
11. Planning district commissions help to qualify local governments for State and federal grants by preparing the prerequisite regional and local plans for them.

12. Planning district commissions have emerged as the primary focal point for coordinating the local and regional planning requirements handed down by State and federal agencies.
13. Planning district commissions face an extremely difficult task in coordinating federal and State planning programs because of their similar as well as different requirements and because the planning responsibility for these many programs converges at the regional level.
14. Metropolitan planning district commissions have planning responsibilities for two public works programs which have particularly significant influence on physical development: highways and water quality management.

Administrative

15. Local government control over internal organization, operating procedures, and choice of programs for a planning district commission should be retained as presently established in the Virginia Area Development Act.
16. Insufficient State level coordination of State and federal programs is a major cause of the planning district commissions' administrative burdens and program fragmentation.
17. Through their administrative work with federal and State agencies, planning district commissions provide local governments the opportunity to influence and share in the decision-making of these agencies.
18. The large number of participants in planning district commissions' programs necessarily complicates their decision-making processes.
19. Planning district commissions' programming and budgeting for each fiscal year are disrupted by the vicissitudes of the federal planning grant process: changing authorizations and appropriations, varying matching requirements, and differing methods of payment.

Financial

20. The State does not provide adequate financial support to planning district commissions, given their responsibilities for federal and State programs and the State's intention that planning district commissions should be the primary means for interlocal cooperation. This limits planning district commissions' ability to meet local needs and priorities through their own programs or by taking advantage of federal matching grants. However, any additional State financial support must be weighed against other State priorities and must be considered as part of the State's budgetary requirements.

Role

21. The success of a planning district commission primarily depends upon local government commitment to its purpose, contribution to the development of its programs, and participation in outlining plan recommendations and proposals.
22. Planning district commissions are established by and derive their operational authority from local governments, which, through their appointed representatives, determine the types of planning programs the commissions undertake and the policies they adopt. However, local decisions on these matters are influenced by federal and State interest and participation in the commissions' planning programs.
23. Membership in a planning district commission is the best means available to local governments for insuring that their own interests are represented on regional issues and for acquiring the planning and administrative assistance which planning district commissions offer.
24. Planning district commissions are seeking to resolve regional issues through consensus and cooperation rather than by mandate or requirement.
25. Local acceptance and support of planning district commissions are highest in areas where commissions are viewed as extensions of local governments rather than as extensions of the State and federal governments.
26. Many elected and appointed local officials, members of the General Assembly, and citizens do not yet understand the role of planning district commissions, their authorities and responsibilities, or how they relate to State and local governments.
27. Instances of dissatisfaction with the planning district commission program are local in nature and are not representative of the program statewide. Most problems result from a lack of communication between a commission and its local governments and a lack of understanding of the planning district commissions' authority, roles, and responsibilities.
28. By the nature of its local membership and intergovernmental planning responsibilities, a planning district commission is a focal point for conflicting and contending interest: federal, State, local, and private. The influence, initiative, responsibility, and authority for program decisions continually shift among these participants, depending on the type of program, sponsoring agency, and local priorities and needs. Balances are continually being struck between local prerogatives and State and federal requirements; between the differing priorities among member governments; and between the regional interest as related to local, State, and federal interest. Planning district commissions are inherently forums for analysis, debate, compromise, information sharing, regional policy making, and priority setting.

PART III RECOMMENDATIONS

The Committee presents the following recommendations.

1. The General Assembly should consider granting implementation powers to planning district commissions only on a case-by-case basis, and only at the request of the member governments of a planning district commission.
2. All State agencies should coordinate with planning district commissions, and with the Division of State Planning and Community Affairs for assistance in working with planning district commissions. (Appendix B contains a draft of proposed legislation.)
3. The General Assembly should review all enabling legislation for joint implementation by local governments and research alternative means for joint implementation of public services by local governments.

PART IV
ANALYSIS OF VIRGINIA'S PLANNING DISTRICT COMMISSIONS
Report to
The House Subcommittee on Counties, Cities, and Towns
studying the Virginia Area Development Act
in accord with
House Resolution 40
submitted by
Local and Regional Planning Section
Division of State Planning and Community Affairs
November 20, 1975

PREFACE

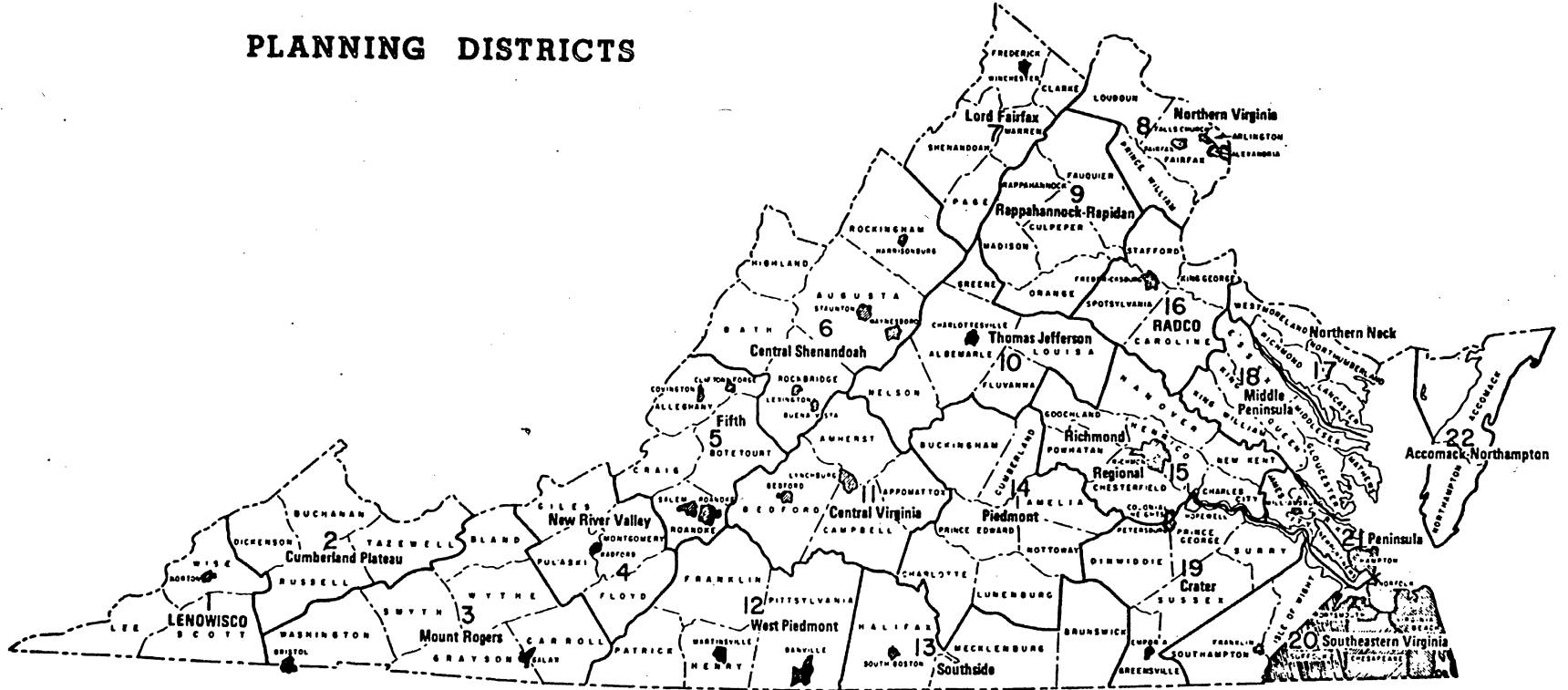
This report was prepared by the Local and Regional Planning Section of the Division of State Planning and Community Affairs for the Subcommittee of the Committee on Counties, Cities, and Towns, House of Delegates, General Assembly of the Commonwealth of Virginia.

In accord with House Resolution 40, the Subcommittee was directed to review the ways in which the Virginia Area Development Act is being administered and to determine if the legislative intent of the Virginia Area Development Act is being fulfilled.

TABLE OF CONTENTS

<u>Section</u>	
Preface	
Map of Virginia Planning District Commissions	
Introduction.....	1
Institutional Perspective.....	5
Organizational Characteristics.....	8
Planning District Commission Programs.....	11
Administrative Characteristics.....	18
Financial Characteristics.....	24
Role in the Governing Process.....	33
<u>Tables</u>	
1 Date of Organization (In Sequence).....	3
2 District Population and Member Local Governments.....	4
3 Membership and Staff.....	10
4 Major Regional Programs.....	13
5 Selected Federal Agencies, Selected Planning Requirements for Land Use and Natural Resources...17	
6 Federal Grant Characteristics.....	21
7 Federal, State, and Local Funds, FY 1973-FY 1976 as a Percent of All Commissions' Budgets.....	24
8 Federal Program Grant Eligibility.....	25
9A Commission Budgets, FY 1973.....	27
9B Commission Budgets, FY 1974.....	27
9C Commission Budgets, FY 1975.....	28
9D Commission Budgets, FY 1976.....	28
10 Local Per Capita and Total Funds, Fy 1976.....	29
11 State and Local Grants to Planning District Commissions, Fiscal Years 1970 through 1976.....	30
12 Federal Agency Grants, FY 1973-FY 1976 as a Percent of All Commissions' Budgets.....	31

PLANNING DISTRICTS



INTRODUCTION

As a result of recommendations by the Virginia Metropolitan Areas Study Commission, the 1968 Virginia General Assembly enacted the Virginia Area Development Act. This enabling legislation authorized local governments to establish regional planning agencies (planning district commissions) and regional service delivery agencies (service district commissions).

In granting the authority to local governments to form planning district commissions, the General Assembly identified the need for locally-based, regional agencies to address problems of a multijurisdictional nature. The General Assembly recognized that community development problems were areawide by defining the purpose of a planning district commission as the promotion of "the orderly and efficient development of the physical, social, and economic elements of the district by planning, and encouraging and assisting governmental subdivisions to plan for the future." At the same time, the General Assembly underscored the primary importance of local governments and protected their prerogatives. The Area Development Act specifies that, (1) commissions may be established only at the initiative of the local governments within the planning district, (2) membership is voluntary on the part of each local government, (3) commission actions shall not affect the powers and duties of local planning commissions, and (4) that a commission plan does not become effective in the district until adopted by a majority of member governments. Additionally, the Area Development Act specifies that the commission's charter agreement shall set forth procedures for withdrawal by any member local government from the commission.

Concurrently, the 1968 General Assembly established the Division of State Planning and Community Affairs and directed it to develop a plan for establishing the boundaries of the planning districts throughout the Commonwealth by December 31, 1969. This plan for grouping local jurisdictions into planning districts was to be based upon (1) the community of interest among the governmental subdivisions, (2) the ease of communications and transportation, (3) geographic factors and natural boundaries, and (4) the appropriateness of the boundaries of the planning districts to the provision of services and the performance of governmental functions. After conducting 181 public hearings in cities, counties, and towns in late 1968 and early 1969 to solicit local opinions about planning district boundaries, the Division issued the official planning district map on July 1, 1969. Many planning district boundaries were drawn around Standard Metropolitan Statistical Areas; others were drawn to conform to existing, federally-designated development districts; and still others were suggested by geography.

Within one year of the delineation of planning districts by the Division, local governments in 19 of the 22 districts had organized planning district commissions. The remaining three districts were

organized by February 1973. Table 1 lists planning district commissions in sequence of organization. Presently, commissions are established and staffed in all 22 planning districts. All but three local governments eligible for membership have joined commissions in their respective districts; these include 93 of 95 counties, all 41 cities, and 22 of 23 towns. A town must have a minimum population of 3,500 to be eligible for commission membership. Population by district and membership by counties, cities, and towns is displayed in Table 2.

TABLE 1
Date of Organization
(In Sequence)

<u>PDC</u>	<u>Date</u>
1	July 1, 1969
2	July 1, 1969
3	July 1, 1969
21	July 31, 1969
15	August 14, 1969
5	August 25, 1969
17	September 1, 1969
4	September 15, 1969
11	September 15, 1969
13	September 15, 1969
20	September 17, 1969
8	September 29, 1969
6	September 30, 1969
14	January 1, 1970
16	January 1, 1970
22	February 9, 1970
12	March 31, 1970
7	May 10, 1970
19	May 1, 1970
18	May 10, 1972
10	July 10, 1972
9	January 16, 1973

TABLE 2

DISTRICT POPULATION^{a/} AND MEMBER LOCAL GOVERNMENTS

<u>PDC</u>	<u>Population</u> ^{a/}	<u>Counties</u>	<u>Cities</u>	<u>Towns</u>
1	90,600	3	1	1
2	120,200	4	0	3
3	165,200	6	2	3
4	124,500	4	1	3
5	238,900	3 ^{b/}	4	1
6	196,400	5	5	6
7	115,600	5	1	2
8	993,800	4	5	3
9	78,600	5	0	1 ^{c/}
10	127,700	5	1	0
11	176,600	4	2	0
12	227,500	4	2	1
13	82,100	3	1	1
14	79,500	6 ^{d/}	0	2
15	576,300	7	1	1
16	90,800	4	0	0
17	38,400	4	0	0
18	52,500	6	0	0
19	156,000	5	4	0
20	801,400	2	6	0
21	330,200	2	4	0
<u>22</u>	<u>441,800</u>	<u>2</u>	<u>0</u>	<u>0</u>
Total	4,907,600	93	41	21

^{a/}Taylor Murphy Institute 1974 Estimates (provisions)

^{b/}Roanoke County not a member.

^{c/}Culpeper Town not a member.

^{d/}Cumberland County not a member.

INSTITUTIONAL PERSPECTIVE

In recommending that the General Assembly enact legislation to enable local governments to establish planning district commissions, the Virginia Metropolitan Areas Study Commission recognized that other types of governmental institutions were needed, ones which could meet public planning and service needs that were not being met by existing institutions. The Study Commission considered whether existing government structures could meet contemporary intergovernmental problems: "A major issue is whether or not the subdivisions of the State are designed so that they can effectively and economically provide that share of governmental responsibility expected of them....".

The Study Commission concluded that sound planning should be a "fixture of...metropolitan development," should include "appropriate geographical areas," and should "be more closely related to the political decision-making process." Planning district commissions would "provide the basis for areawide planning throughout the State...establish a forum for review of the mutual concerns of local governments and provide a means of coordinating federal, State, and local efforts to resolve problems affecting an entire area." The contention of the Study Commission, agreed to by the General Assembly, was that new governmental structures were needed if localities were to deal with common problems of water pollution, recreation needs, urban blight, congested highways, and piecemeal development.

The Study Commission regarded the planning district commission "as a natural first step toward creation of a service district." It intended that service district commissions be "another general purpose unit of government...a political subdivision of the State, enjoying the status, general powers...and the strength of Virginia's other units of local government."

Planning district commissions were considered as innovative institutions for areawide cooperation and planning. Planning district commissions would provide local governments with a forum for airing mutual concerns and planning coordinated solutions; service district commissions would reduce duplication of local services and, by so doing, effect economies-of-scale savings. The State could depend on both institutions for bringing sound planning guidance and coordinated services to areas with similar economic, social, geographic, and transportation interests.

The rapid growth of regional planning agencies which occurred throughout the country during the late 1960's and the early 1970's represents an attempt to improve the governing process through institutional reform. Within the context of institutional reform, regional planning agencies represent one of a number of structural means which have been introduced to spur cooperative and coordinated planning and delivery of public services. These various methods can be roughly categorized as the "cooperative" approach,

the "one government or consolidation" approach, and the "two-government or federated" approach.

The cooperative approach is characterized by interlocal contractual agreements for services and the establishment of regional planning agencies, councils, or commissions. Annexation, consolidation, merger, and the exercise of extraterritorial powers are the tools of the one-government approach. The two-government approach to institutional reform strikes a middle ground between the other alternatives, drawing on the advantages of each. Special districts, the urban county plan, and a federated arrangement for service provision among municipalities and counties are the methods used in this approach.

Much of the Virginia experience at institutional reform as a means for improving public services has been with this latter method through special district legislation. The General Assembly has provided for a range of authorities to meet local public service needs. They include airports, education, highways, housing, industrial development, parks, sewer, and water. Their purposes are narrowly defined and cover facility operation and maintenance; members are appointed by the local governing body; and they may finance their operations through general obligation and revenue bonds, rates and charges, or local government appropriations. These are single purpose agencies operating and maintaining facilities and services and raising their own revenues. The proliferation of special districts contributes to the fragmentation and lack of coordination in the delivery of public services, one of the problems which the Virginia Metropolitan Areas Study Commission attempted to deal with through its recommendations for planning district commissions and service district commissions.

Planning district commissions as institutions belong in the first of these categories of reform. They share the basic institutional characteristics of all regional councils: they are advisory; do not possess implementation powers (with the exception of the LENOWISCO and Cumberland Plateau Planning District Commissions); review local applications for State and federal grants-in-aid; perform intergovernmental planning; offer membership on a voluntary basis; and are a combined grouping of elected officials, administrators and civil servants, and citizens who hold no office.

The LENOWISCO and Cumberland Plateau Planning District Commissions are exceptions to this, having been granted special and limited implementation powers by the 1972 and 1975 General Assemblies, respectively. The special legislation sought by both commissions grew out of particular environmental and public works needs which were not being met by existing institutions. Elected officials of the local governments in each district took the initiative in proposing that the planning district commissions be granted implementation powers by the General Assembly.

Under the special legislation granted to LENOWISCO, the Commission can concentrate on regional solutions to environmental problems under its Environmental Improvement Program. This

consists of a number of related activities: solid waste collection and disposal, land fill maintenance, street cleaning, dump closing, tire control, stream cleaning and minor flood control, junk car collection, and overall maintenance. In conjunction with this, LENOWISCO is developing an orphan strip mine reclamation plan.

The Cumberland Plateau Planning District Commission has further latitude in implementing programs. It is authorized to maintain streams and control minor flooding, operate a tanker truck water supply system to towns and communities experiencing water shortages, prepare industrial and recreation sites, make water and sewer improvements, eliminate promiscuous dumps, and repair roads and streets not in the State highway system.

In implementing these programs, both commissions stop far short of being regional general purpose governments. They do not possess taxing authority. They do charge localities for the cost of operation and maintenance. However, they do represent a logical extension of a planning district commission's efforts at intergovernmental planning and cooperation in which local officials and citizens have participated, for which they are enthusiastic, and to which they are committed. They also go beyond the single purpose district by having a continuous planning and assessment capability, by serving an entire region, and by providing more than one service. They represent a new type of service institution which is a convenient combination of some of the advantages of other coordinated and joint service provision methods.

Planning district commissions were instituted so that local governments could cooperatively plan for areawide development and arrive at joint agreements for providing services. A majority of the membership consists of elected officials, and the balance consists of citizens who do not hold elected offices. Broader citizen participation is achieved through the committee structure, each committee usually responsible for overseeing one or two commission programs. The responsibility of the staff, headed by an executive director, is to recommend policies and programs to the commission and to carry out those policies and programs adopted by the commission. The executive director's role is much like that of a municipal manager; he is administratively responsible for the staff carrying out commission policies and programs.

The organization of a planning district commission reflects an intent to blend various ideals of institutional reform: voluntary intergovernmental cooperation; citizen participation; decision-making by elected officials; and the administrative, "business-like" efficiency of the council-manager form of municipal government.

ORGANIZATIONAL CHARACTERISTICS

For a planning district commission to be established, local governments representing at least forty-five percent of the population in the district must sign the charter agreement. Membership is open to all counties and cities and to towns of 3,500

population or more. The charter agreement signed by all participating jurisdictions specifies the number of representatives each local government will have on the commission. Commission membership currently ranges from 12 to 36 local representatives, both elected and appointed. The average size of a commission is 20 members. At least a majority of the members must be elected officials of the governments which are members of the commission. On a statewide basis, 60 percent of commission members are locally-elected officials. The remainder are citizens appointed by their respective governing bodies and who hold no elected office. Fourteen of the twenty-two commission charter agreements provide for equal representation by all participating local governments. In the other eight commissions, membership is based on population, larger jurisdictions thereby having more representatives on the commission.

A commission directs the activities of the staff, adopts plans, and recommends actions to local governments. A commission relies heavily on the recommendations of its technical and/or advisory committees. Generally, advisory committees correspond to the activities of the commission, and are responsible for programs such as environmental management, water and sewer, criminal justice, transportation, and human resources. The internal operations of a commission, its committees, and staff occur in the following sequence.

1. The commission, staff, or local government(s) identify an issue or problem which needs to be addressed by the commission.

2. The staff prepares a formal or informal recommendation to the commission on the availability of financing and/or staff for dealing with the issue or problem.

3. The commission may decide:

- (a) to forego the activity.
- (b) to undertake the activity with existing financing and staff.
- (c) to seek additional funding (federal, State, or local) in order to undertake the activity.

4. If the commission begins the project, it will assign the work responsibility to a committee, supported by the staff.

5. The staff, under the direction of the committee, will prepare a proposed plan or a recommendation for action by the full commission.

6. The commission will consider the proposed plan or recommendation and may

- (a) reject the plan or recommendation and return it for further work, or table the project indefinitely;
- (b) amend the plan or recommendation; or
- (c) adopt or approve the plan or recommendation (holding a public hearing prior to adoption of a plan).

7. Upon adoption or approval by the commission, the plan or recommendation is presented to the local governments for their consideration, use, adoption, or implementation. However, a local government has no obligation to adopt or implement a plan or recommendation from a planning district commission.

The commission staff consists of professional (planning, administrative, engineering, etc.) and support (clerical, drafting, etc.) personnel. Under the direction of the commission, advisory committee, or executive director, the staff's function is to research issues, recommend policies and actions, carry out the policies, keep the commission informed of pertinent issues, and carry out the planning and local assistance programs. Staff sizes range from 3 to 34 employees, the average staff size being 16 members. Generally, non-metropolitan commissions employ about seven professional staff members and four support employees, while metropolitan commissions employ about sixteen professional and nine support employees. Table 3 displays both commission membership and staff complement for each planning district commission.

TABLE 3
MEMBERSHIP AND STAFF

<u>PDC</u>	<u>Membership^{a/}</u>			<u>Staff^{b/}</u>		
	<u>Elected</u>	<u>Non-Elected</u>	<u>Total</u>	<u>Professional</u>	<u>Support</u>	<u>Total</u>
1	10	5	15	6	7	13
2	18	14	32	12	6	18
3	20	16	36	10	4	14
4	9	8	17	17	7	24
5	18	11	29	12	9	21
6	12	7	19	7	7	14
7	12	10	22	7	3	10
8	17	13	30	20	13	33
9	7	6	13	4	2	6
10	7	5	12	7	4	11
11	7	6	13	14	9	23
12	14	7	21	10	8	18
13	15	13	28	8	5	13
14	12	9	21	5	3	8
15	12	8	20	19	8	27
16	12	8	20	6	1	7
17	8	7	15	2	1	3
18	9	6	15	4	3	7
19	14	9	23	12	5	17
20	13	10	23	20	14	34
21	12	6	18	13	8	21
22	<u>8</u>	<u>4</u>	<u>12</u>	<u>3</u>	<u>2</u>	<u>25</u>
Total	266	188	455	218	129	347

^{a/} Directory of Virginia Planning District Commissions, March 1975.

^{b/} Planning District Commission Fiscal Year 1976 Overall Program Designs.

PLANNING DISTRICT COMMISSION PROGRAMS

Planning district commission programs can be generally categorized into three basic activities: physical resources and economic development planning, human resources planning, and coordination and intergovernmental affairs. The types of programs a commission may undertake under these broad categories are outlined below.

Physical resources and economic development planning may include planning to establish policies and programs for the most appropriate use of land, the most efficient management of natural resources, the provision of public facilities, and economic development. Specific planning activities, both local and regional, which might be undertaken in this area cover such issues and subjects as:

- Land Use Planning
- Open Space
- Water Resources and Supply
- Waste Water Management
- Air Quality Management
- Housing
- Solid Waste Management
- Transportation
- Economic Development
- Local Planning Assistance

Human resources planning includes planning policies and programs which, when implemented by local governments, are designed to meet the social service needs of the citizens within the region. Regional plans of this type could cover the following issues:

- Needs of the Aged
- Drug Abuse Control
- Comprehensive Health
- Criminal Justice and Law Enforcement
- Civil Disorder
- Emergency Preparedness

Coordination and intergovernmental affairs activities are implicit in all planning programs, but are also undertaken by commissions as separate work programs. These may cover:

- The Project Review & Notification System (A-95)
- Regional Information & Data Systems
- Development of Intergovernmental Agreements
- State and Federal Program Information and Liaison
- State and Federal Grant Application Assistance
- Surveys for Local, State, or Federal Agencies
- Special Studies on Integration of Local Services
- Citizen Participation and Public Information

Table 4 displays the variety of planning activities currently underway in planning district commissions, cumulative through July 1975. These are general definitions of each commission's work

program; specific content will vary among commissions.

The elements of a regional plan are defined by the Code as "...those...which are of importance in more than one of the governmental subdivisions within the district, as distinguished from matters of only local significance." A planning district commission's comprehensive plan or elements thereof are "adopted" only after the following sequence of decision-making.

1. the plan is submitted by the commission to the Division of State Planning and Community Affairs and to local planning commissions for review and comment at least 30 days prior to the public hearing.

2. The commission holds a public hearing on the plan, after which it may approve the plan, approve it with amendments, or reject it.

3. Upon commission approval after the public hearing, the plan is submitted to the governing body of each member jurisdiction.

4. When a majority of the member governmental subdivisions have adopted the plan, it is then effective regarding all actions of the commission. The plan is not effective in any member governmental subdivision until adopted by the jurisdiction's governing body.

Not all commission plans are adopted by both the commission and by a majority of the member governments. Plans which are not designated as elements of the district comprehensive plan may be adopted or approved by the commission and used as guides for its activities. The type of plans which are generally included in this category are housing, drug abuse control, criminal justice, economic development strategy, and gerontology.

In addition to the variety of regional planning programs, commissions are increasing their planning services to local governments. These services include both comprehensive planning and technical planning assistance, and merit special attention. The enactment of House Bill 1304 in 1975, requiring local governments to establish planning commissions, adopt subdivision ordinances, and adopt comprehensive plans, underscored the legislature's recognition of the need for planning and land use control. This, coupled with the fact that the limited financial resources of rural localities restrict their ability to provide planning services, has made local planning assistance an important commission activity.

TABLE 4
MAJOR REGIONAL PROGRAMS^{a/}

Planning District	PHYSICAL RESOURCES & ECONOMIC DEVELOPMENT										HUMAN RESOURCES					COORDINATION & INTER-GOVERNMENTAL AFFAIRS								
	Land Use	Open Space	Water Resources/Supply	Waste Water Management	Air Quality	Housing	Solid Waste	Transportation	Economic Development	Local Planning Assistance	Gerontology	Drug Abuse Control	Comprehensive Health	Criminal Justice	Civil Disorder	Emergency Preparedness	A-95	Information and Data	Intergovernmental Agreements	State/Federal Info/Liaison	Grant Assistance	State/Federal Surveys	Service Integration Studies	Citizen Participation
1	X	X	X	X		X	X	X	X	X			X			X	X	X	X	X	X	X	X	X
2	X	X	X	X		X	X	X	X	X	X	X	X				X	X	X	X	X	X	X	X
3	X	X	X	X	X	X	X	X	X	X	X	X	X		X		X	X	X	X	X	X		X
4	X	X	X	X			X	X	X	X	X		X	X			X	X	X	X	X			X
5	X		X	X		X		X	X	X	X	X	X	X			X	X	X	X	X	X	X	X
6	X	X		X		X		X	X	X	X	X					X	X	X	X	X	X		X
7	X	X		X		X	X	X	X	X	X	X	X				X	X	X	X	X	X		X
8	X		X	X	X	X		X		X		X	X				X	X	X	X	X	X	X	X
9	X			X		X		X		X		X	X	X	X		X	X	X	X	X	X		X
10	X			X		X				X	X	X	X	X			X	X	X	X	X	X		X
11	X	X	X	X	X	X	X	X	X	X		X		X	X		X	X	X	X	X	X		X
12	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X		X	X	X	X	X	X		X
13	X	X	X	X		X			X	X	X	X	X		X		X	X	X	X	X	X		X
14	X	X	X	X		X			X	X	X	X					X	X	X	X	X	X		X
15	X	X	X	X		X		X			X		X	X			X	X	X	X	X	X	X	X
16	X			X		X			X	X		X	X				X	X	X	X	X	X	X	X
17	X			X	X	X			X	X	X	X	X				X	X	X	X	X	X		X
18	X	X		X		X		X		X	X	X	X		X		X	X	X	X	X	X	X	X
19	X	X	X	X	X	X	X	X		X	X		X		X		X	X	X	X	X	X	X	X
20	X	X	X	X		X	X	X	X	X	X	X	X				X	X	X	X	X	X	X	X
21	X	X	X	X		X	X	X			X	X	X				X	X	X	X	X	X	X	X
22	X	X	X	X		X			X		X		X				X	X	X	X	X	X		X

^{a/} Programs in which planning district commissions are now involved or in which they have recently been involved.

Financed primarily by State and federal funds, local planning assistance is performed by the professional staff of a commission on a cost-sharing basis. In many cases, participating jurisdictions do not need the services of a full-time staff person and cannot economically justify such a position on a permanent basis. They can, however, use part-time assistance. By sharing the services of commission personnel, two or more localities can benefit. The cost of a commission's local planning assistance program in a rural area, serving several jurisdictions, is relatively the same as the cost of establishing a local planning department in a single rural jurisdiction. Localities with a small, full-time planning department benefit by using a commission's services as a supplement to their own activities.

Commissions' local planning assistance programs vary considerably across the State, depending on each commission's priorities. Comprehensive planning assistance involves a detailed inventory and analysis (usually of existing development and natural and human resources) leading to a plan or project proposal. Technical assistance generally covers day-to-day advice on planning issues, land use control methods, code requirements, and adoption procedures.

A comprehensive planning program by a commission will save a local government sizeable outlays for acquiring the essential base data upon which the plan must be built. Mapping, existing land use, natural resource inventories, population and economic surveys, and the compilation of community facilities information are "start up" planning costs which, when borne by the commission, are not incurred in their entirety by the local government. Once acquired, these data can be revised by a locality as it revises its plan. Another advantage to be gained when a commission provides local planning assistance is that it can furnish comparable data to local governments in the planning district by using standard classifications and definitions in local plans.

Special projects undertaken by a PDC for a locality include economic development studies, such as industrial site identification, market studies, and analyses of alternatives for economic recovery. Other special projects fall in the area of community development plans and studies, central business district studies, major thoroughfare studies, traffic flow studies, housing need plans, social services analyses, and management studies. One recent commission management study has resulted in a "circuit rider" local assistance planner who advises five towns and one county on matters related to management and administration.

A planning district commission may develop a plan itself, simply participate in the development of a plan, or becoming actively involved in any issue at the initiative of a federal or State agency or a local government. Though the initiative may originate at the federal or State level, a commission undertakes the activity on behalf of its member local governments. Some of the more important federal and State planning requirements and requests of planning district commissions are noted in the succeeding

paragraphs.

Prior to 1974, the U.S. Department of Housing and Urban Development (HUD) offered grants to local governments for the construction of water supply, sewage disposal, and open space/recreation facilities. Before awarding a facility grant to a local government, HUD required that the local government be a member of an areawide planning organization, participate in the development of a regional land use plan prepared by the areawide planning organization, and participate in the development of a regional facilities plan corresponding to the type of facilities grant for which the application was filed. Responding to these HUD requirements, planning district commissions began developing regional land use plans, regional water and sewer plans, and regional open space plans to assure that member local governments would be eligible for HUD facility grants.

The U. S. Environmental Protection Agency (EPA), through the State Water Control Board, offers grants to local governments for the construction of waste water collection and treatment systems. In 1971, EPA issued regulations that proposed local projects be part of a regional plan as a prerequisite for local government eligibility for a construction grant. The State Water Control Board, with the support of the Division of State Planning and Community Affairs, obtained a \$1.8 million appropriation from the 1972 General Assembly to fund planning district commissions for developing regional water quality management plans. Almost all planning district commissions participated in this planning program, providing water quality management plans for nearly every area of the Commonwealth. At the same time, the State Water Control Board requested commissions to conduct EPA-required assessments of waste water collection and treatment system needs in each locality. Partly because of the sound water quality management planning which had been done, EPA has provided grants to nine planning district commissions (including three consortiums of two commissions each) for 208 water quality planning. These plans qualify localities for construction grants.

The Law Enforcement Assistance Administration (LEAA) of the Department of Justice, through the Virginia Division of Justice and Crime Prevention (DJCP), offers law enforcement grants to local governments for a variety of purposes, including equipment purchases, personnel training, law enforcement research, and special law enforcement program development. Planning district commissions must prepare regional criminal justice plans to qualify local governments for these grants. These regional plans are, in turn, compiled into the State's plan to LEAA. Federal grants for regional planning flow from LEAA through the Division of Justice and Crime Prevention to planning district commissions.

The Economic Development Administration (EDA) of the Department of Commerce and the Appalachian Regional Commission (ARC) offer a variety of program and facility grants to local governments in specially designated, economically-depressed areas. To qualify for EDA and ARC grants, these local governments must participate in a regional planning agency which has the

capability of undertaking a comprehensive economic development planning program on a multijurisdictional basis. Planning district commissions, with member local governments located in an EDA or ARC designated area, have undertaken a variety of economic development planning programs to assure their members of eligibility for EDA and ARC grants.

The Federal Highway Administration (FHWA), Department of Transportation, requires a regional transportation planning process in each metropolitan area in order that states and localities remain eligible for federal funds for highway construction. This regional transportation planning process, known as the "3-C" planning process ("continuous, coordinated, cooperative"), is conducted as a joint effort among metropolitan localities, the Department of Highways and Transportation, and metropolitan planning district commissions. FHWA planning funds are channeled to the commissions through the Department of Highways and Transportation.

For local governments to qualify for various social programs, such as services to the aged and drug abuse control, the U.S. Department of Health, Education, and Welfare, acting through several State agencies, requires the development of regional plans and programs. A number of commissions, with member local governments wishing to provide these services, have developed regional social service plans and programs to meet the federal guidelines.

Although the commissions' regional plans have resulted in many tangible benefits and "hardware" projects for localities, the problem remains that many regional plans are tailored to federal requirements rather than fully reflecting regional development objectives established by local officials.

From the commissions' perspective, lack of program coordination at the federal level compounds itself at the State and regional levels, and has caused administrative and management obstacles to sound planning. An example of federal planning requirements will illustrate some of the complexity with which commissions have to contend. Table 5 illustrates a portion of the planning requirements which planning district commissions involved with 208 planning, 701 planning, and coastal zone management planning must either meet themselves or integrate with their own activities. The Environmental Protection Agency and the Department of Housing and Urban Development fund commissions for 208 planning and 701 planning, respectively. The Department of Commerce's National Oceanographic and Atmospheric Administration provides planning funds to the State (Division of State Planning and Community Affairs) for development of the coastal zone management program. By virtue of their planning responsibilities, the type of data needed, and their existing planning programs, planning district commissions are an integral part of this planning process as well.

TABLE 5

SELECTED FEDERAL AGENCIES
SELECTED PLANNING REQUIREMENTS FOR LAND USE AND NATURAL RESOURCES^{a/}

HUD <u>701 Comprehensive Planning Assistance</u>	EPA <u>208 Water Quality Planning</u>	DOC/NOAA <u>Coastal Zone Management Planning</u>
<ul style="list-style-type: none"> ◦ Existing uses of land and land resources ◦ Population and employment trends ◦ Projection of land use needs ◦ Energy siting needs ◦ Housing needs ◦ Facility, utility, open space, recreation, and transportation needs ◦ Impact of proposed policies on air quality, water quality, coastal zone management, areas of critical concern, natural resources, energy conservation ◦ Distribution of growth, including new communities and key facilities ◦ Energy conservation through land use strategies ◦ Environmental protection ◦ Type, timing, and intensity of growth ◦ Growth policies 	<ul style="list-style-type: none"> ◦ Land use patterns and plans, concentrating on sources of pollution ◦ Population density and employment projections at years 5, 10, 15, and 20 ◦ Land use types: industrial commercial, residential, agricultural, silvicultural, recreational ◦ Point and non-point pollution sources ◦ Topography and soils ◦ Areas served by and suitable for septic tanks ◦ Environmentally sensitive areas: aquifers and recharge areas, marshlands, wetlands, drainageways, flood plains, forests, poorly drained soils, steep slopes, shorelands ◦ Land use controls and practices analysis and recommendations (re: easements, tax policies, location of facilities, etc.) ◦ Solid waste disposal sites 	<ul style="list-style-type: none"> ◦ Existing population and trends, including assessments of impact on estuarine areas ◦ Industrial and housing needs ◦ Recreation and open space needs ◦ Mineral resource requirements ◦ Transportation needs ◦ Flood plains, erosion, climatology, meteorology ◦ Commercial fishing areas ◦ Transitional areas: salt marshes, intertidal areas, wetlands, beaches ◦ Procedures for defining permissible land and water uses ◦ Natural and man-made coastal resources inventory; shorelands, beaches, barrier islands, bays, harbors, wetlands ◦ Areas of particular concern: unique, scarce, natural habitats; historic significance; cultural value; recreational sites; industrial and commercial development sites; urban concentrations and competitive uses; significant hazard areas (if developed) ◦ Key facilities ◦ Preservation, conservation, and orderly development

^{a/} These represent some of the information requirements and planning considerations for which planning district commissions involved with these three planning programs must account. The magnitude of their planning task is even broader. Commissions must integrate these requirements into a comprehensive planning program; combine them with federal, state, and local policies; carry out other planning requirements in these same programs; and work them into still other planning programs: local planning assistance, transportation, housing, social services, water resources, et al.

ADMINISTRATIVE CHARACTERISTICS

The administrative characteristics of planning district commissions are influenced by their relationship to federal agencies. Both their operational procedures and the intergovernmental relations in which they are involved can be traced to the federal interest and participation in regional planning.

The federal antecedents to regional planning in Virginia began with passage of the Housing Act of 1954. Section "701" of the Act provided planning grants on a 50-50 matching basis to metropolitan, regional, or State planning agencies, for planning on a metropolitan basis. The Act's purpose was to encourage local governments to plan cooperatively for dealing with the problems of population growth and urban blight. During the next three years, thirteen states passed legislation enabling local governments to establish regional planning agencies.

Congress expanded the 701 program in the late 1950's. Amendments to the Housing Acts of 1956 and 1957 extended eligibility for planning assistance to small cities struck by disaster, counties of less than 25,000 population, and rural areas threatened with rapid population growth because of a federal installation. The Housing Act of 1959 extended planning assistance to adjacent localities with populations of less than 50,000. In addition, the 1959 Act specified that the object of the program was "comprehensive planning," to include intergovernmental coordination of planning.

In 1961 Congress increased the amount of federal 701 assistance to metropolitan areas for preparation of comprehensive plans from \$20 million to \$75 million and raised the federal matching participation from one-half to two-thirds. Comprehensive planning for mass transportation was also made an eligible 701 cost.

The Federal-Aid Highway Act of 1962 was the next important stimulus to regional planning organizations. It required that regional transportation and development plans be prepared for metropolitan areas of 50,000 population or more as part of a "continuous, coordinated, cooperative" ("3-C") planning process. Plans were required by July 1, 1965, as a prerequisite for federal aid for highway construction. The federal government provided a 70 percent matching grant for the planning activities.

The Public Works and Economic Development Act of 1965 and the Appalachian Regional Development Act of 1965 continued the federal policy of underwriting regional planning organizations. Aimed at bolstering the economies of depressed rural areas, both Acts provided for the establishment of multi-county development districts. Under the Public Works and Economic Development Act, local governments eligible by reason of unemployment and low income were encouraged to establish economic development districts (EDDs). The Appalachian Regional Development Act provided for the organization of local development districts (LDDs)

in the Appalachian regions of eastern states to promote economic development while coordinating developmental planning.

In that same year, Congress amended the 701 program in the Housing and Urban Development Act by allowing organizations of locally-elected officials in metropolitan areas to receive planning assistance grants. The intent of this amendment was to foster metropolitan cooperation among the "policy and decision makers." Another provision of the Act required that proposed local water and sewer facilities projects conform to areawide plans as a prerequisite to receipt of a grant. This change prompted the formation of regional Councils of Governments (COGs).

The rapid expansion of federal categorical grant-in-aid programs during the early and mid-1960's and the statutory encouragement for regional planning organizations led to enactment of Section 204 of the Demonstration Cities and Metropolitan Development Act of 1966. This provision required regional agencies in metropolitan areas to review and evaluate local applications for federal grants for public facility construction projects. As a result, regional agencies, but particularly COGs, were spurred to areawide comprehensive planning and coordination of local public works activities.

Apart from the increasing federal assistance for areawide physical development planning, regional health planning was prompted in 1966 by an amendment (314(b)) to The Public Health Service Act. This change authorized a 75 percent federal matching grant for regional, metropolitan, and local area comprehensive health planning by health planning councils. In 1968, the Omnibus Crime Control and Safe Streets Act made available to regional planning agencies 90 percent matching grants for law enforcement planning. Where regional agencies did not exist, new substate organizations were established.

Enactment of the Housing and Urban Development Act of 1968 again extended eligibility for 701 planning grants, this time to State agencies for assisting regional planning bodies and to EDDs in non-metropolitan areas. Subsequent guidelines of the Department of Housing and Urban Development require local governments to have met certain regional planning requirements prior to being eligible for grants for water and sewer construction or open space development.

The most important Congressional action in support of regional planning coordination in the late 1960's was enactment of the Intergovernmental Cooperation Act of 1968. This Act extended the project review concept of the Demonstration Cities and Metropolitan Development Act to include more than 100 federal grant programs. Regulations for implementing Title IV authorized the establishment of State and non-metropolitan regional "clearinghouses" to review local grant applications. This was the formal establishment of the "A-95 Project Notification and Review System" (PNRS). This review process allows local governments which stand to be affected by a proposed federally-funded project in a neighboring jurisdiction the opportunity to review that proposal

for possible adverse effects, duplication, and conformity to regional objectives and plans.

In summary, over the past two decades, and particularly during the last ten years, Congress has hastened to identify various environmental, social, and economic issues as national in scope, requiring federally-initiated solutions. In so doing, Congress has established federal assistance programs for State and local governments which have been successively tied directly or indirectly (as in the case of PNRS) to regional planning requirements. These federal statutory precedents have been the prime motivation for establishment of regional planning agencies and have led to specific federal planning assistance for them. From the federal side, regional planning agencies serve an indispensable role in the welter of grant administration requirements by

- . establishing areawide priorities and reducing competition among local governments for scarce resources,
- . effecting economies of scale in providing planning and technical assistance to local governments,
- . identifying and accounting for regional development issues through the areawide planning process, and
- . coordinating activities among the State and local governments.

The federal planning, construction, and development grant programs provided by Congress have been accompanied by burgeoning regulations from the responsible federal agencies, including detailed guidelines for the planning grant recipient and specific requirements for regional planning.

The dependence of Virginia local governments on the federal government as a source of revenue for needed construction and developmental program grants, the associated regional planning requirements as a prerequisite for those grants, and the regional planning responsibilities of planning district commissions insure that planning district commissions likewise rely on federal agencies for program grants and guidelines.

A commission's program priorities are influenced by the availability of federal grants and the desires and needs of local governments to meet federal planning requirements for construction or developmental grants. In some cases, a commission may choose to meet federal requirements on behalf of local governments despite the absence of federal planning grants for meeting those requirements. In applying for and negotiating the grant contract terms with a federal agency, the commission must account for any State requirements beyond the federal guidelines. See Table 6 for a summary of federal agency grant characteristics.

By obligating itself to federal agencies (or State agencies "passing through" federal money) to fulfill planning requirements, a commission commits itself to undertake specific activities. The grant application requirements from federal agencies include budget

preparation to display the manner in which the commission will integrate its activities. This program budgeting brings the commission directly into the give and take of defining issues and setting priorities with its member governments. Through the administrative mechanism of the planning grant application, the federal government prompts intergovernmental decision-making, if only on matters of planning programs.

The program decisions and subsequent definition of activities carry with them the need to shape the commission and staff organization to meet the program requirements. A commission's activities and organization define the job descriptions for the personnel who will be needed to perform the planning tasks. The job descriptions, in turn, are the basis for setting salary ranges for staff.

With any federal grant, a planning district commission can anticipate certain minimum requirements which become part of its daily administration. Some examples follow:

TABLE 6
FEDERAL GRANT CHARACTERISTICS

	ARC	DOJ	DOL	DOT	EDA	EPA	HEW ^{a/}	HUD
Fiscal Year	Jul 1-Jun 30	Oct 1-Sept 30	Jul 1-Jun 30	Jul 1-Jun 30	Jul 1-Jun 30	Jul 1-Jun 30	Jul 1-Jun 30	Jul 1-Jun 30
Percent Participation	52	100	100 ^{b/}	75-90 ^{c/}	66 2/3	100	66 2/3-90	66 2/3
Time of Grant Payment	Quarterly	Quarterly	Monthly	Quarterly	Quarterly	Monthly	Quarterly	Quarterly
Basis for Grant Payment	In Advance	In Advance	Reimbursable	Reimbursable	In Advance	In Advance	In Advance	Reimbursable ^{e/}
Report Requirements								
Monthly			X			X		
Quarterly	X	X		X	X	X	X	X
Semi-Annually	X	X						
Annually				X			X	X
Accounting Procedures	FMC 74-4,7	FMC 74-4,7 ^{d/}		FMC 74-4,7	FMC 74-4,7	FMC 74-4,7	FMC 74-4,7	FMC 74-4,7

a/ HEW provides a variety of planning grants; this is a general description.

b/ Direct personnel and benefit costs only

c/ VDH&T provides additional 10% to match Federal Highway Administration funding.

d/ Indirect costs limited to 10% of direct personnel costs.

e/ Also in advance and by letter of credit.

- . Measures to guarantee non-discrimination and maintenance of an equal employment opportunity program.
- . Maintenance of time sheets, records of receipts and expenditures, and prescribed accounting procedures.
- . Submission of progress and financial reports: monthly, quarterly, semi-annually, or annually.
- . Solicitation of citizen participation in all planning programs.
- . Compliance with federal employment and wage laws.

The most complex of the federal administrative requirements has been accounting procedures. The differing requirements necessitate different sets of books and bookkeeping methods to account for different grant periods, allowable costs, assignment of indirect costs, and allowable activities. The federal government has recently stepped into the grant management situation by applying uniform accounting and financial grant management procedures. These were previously issued by the Office of Management and Budget, but not widely used by federal grantor agencies. Federal Management Circular (FMC) 74-4 (previously OMB A-87) sets out accounting guidelines, which, when followed by the commission and grantor agencies, allow the commission better fiscal and management control of its programs. Federal Management Circular 74-7 (previously OMB A-102) outlines uniform grant application and management requirements. Acceptance is not yet universal by either commissions or federal agencies, however, because of reluctance to abandon established procedures.

The A-95 PNRS strengthens the role of planning district commissions by authorizing the State to designate them as "clearinghouses" for local applications for federal grants and loans. A commission's responsibilities as an A-95 agency are fourfold:

- . to receive and disseminate project notifications to appropriate local governments and agencies;
- . to evaluate the significance of proposed federal or federally-assisted projects to State, areawide, or local plans and programs;
- . to assure, pursuant to Section 102 (2) (c) of the National Environmental Policy Act of 1969, that appropriate State, metropolitan, regional, or local agencies which are authorized to develop and enforce environmental standards are informed of and are given the opportunity to review and comment on the environmental significance of proposed projects for which federal assistance is sought.
- . to provide liaison between federal agencies contemplating direct federal development projects and the State or areawide agencies or local governments having plans or projects that might be affected by the proposed project.

At present, a local notice of intent to apply for a federal grant or loan or the application itself is submitted simultaneously to commissions and the State clearinghouse (Division of State Planning and Community Affairs) for review and comment. The commission's interest at this point is to begin to coordinate the proposed project with other local programs, to provide all affected localities an opportunity to review the proposal for any possible effects on their activities, and to avoid unnecessary duplication in local projects and programs.

Administration of the A-95 process varies among commissions. Some choose to conduct only a staff review and to involve themselves directly only when major conflicts occur. In others, the review and comment process is conducted by subcommittees. Commissions also may submit the notice of intent to apply to interested political and administrative subdivisions within the district, and still others choose to conduct a full commission review of all notices. In any case, commission comments constitute only advice to the federal agency from which the grant or loan is being sought. Conflicts between local proposals are ordinarily settled in conference among the interested parties, affected State agencies, and the commission prior to the commission's submitting its comments to the federal agency.

Few federal dollars are provided for a commission's A-95 activities, despite the extensive research efforts that must be made in reviewing some proposed projects. The commission staff may have to consult local governments, State and federal agencies, and the commission's own subcommittees; determine the proposed project's relationship to existing and proposed plans; and research the applicable federal regulations before it can advise the commission on how it should comment. Presently, about 140 federal grant-in-aid and loan programs must be processed through the PNRS.

A planning district commission's activities are as administrative in character as they are planning. Extensive research and personal contacts must be made in the conduct of an A-95 review. In the interest of intergovernmental coordination, commissions must enlist the assistance and contributions of all interested governments and agencies in its programs. The conduct of a program must be continually reviewed by the grantor agency as well as by the localities for which it is intended. Commissions are dependent on local, State, and federal agencies for the actual plan elements. In the grantsman role on behalf of local governments, commissions may have to help a locality determine its needs, research the available grants, complete the application, and continually advise the locality on accounting and reporting requirements.

These administrative characteristics allow other levels of government - especially the federal government - wide latitude and prerogatives in a commission's own decision-making. They also delay a commission's decision and planning processes by virtue of the many needed participants in those decisions and planning programs; however, they do assure that a commission's decision and planning process is widely publicized and that those who will be

affected by these decisions have an opportunity to influence them.

FINANCIAL CHARACTERISTICS

Planning district commissions receive operating funds from federal, State and local sources (commissions do not have any revenue raising powers of their own). Federal funds vary from year to year in amount and may also vary by agency source; State and local funding is specified in the Code and in the commission charter agreements, respectively. For each commission, the amount and source of funds is the single greatest influence on its planning programs, the priority it assigns to those programs, the role it assumes for member governments vis-a-vis the State and federal governments, its staff size, and the background and experience of that staff. Inadequate "general purpose" funding (State and local) restricts some commissions' ability to respond to local government needs and also reduces their ability to acquire federal matching grants. "Special purpose" or federal funding may influence a commission's program at the expense of local preferences. On the other side, federal funding does provide commissions with the opportunity to develop plans for programs needed in common by all levels of government, and the State and local funds are block grants, without categorical program requirements.

Federal funding constituted about two-thirds of the commissions' annual budgets in fiscal years 1974 and 1975. State and local funds each accounted for roughly fifty percent of the balance. However, anticipated federal grants in fiscal year 1976 will represent nearly three-fourths of all commissions' revenues; local contributions will constitute 16 percent and State funding will total 11 percent. Table 7 illustrates the relative funding contributions of the federal, State, and local governments from fiscal year 1973 through fiscal year 1976. Table 8 displays the types of federal planning grants, by agency, for which planning district commissions are eligible.

TABLE 7

FEDERAL, STATE, AND LOCAL FUNDS, FY 1973-FY 1976 AS A PERCENT OF ALL COMMISSIONS' BUDGETS

Fiscal Year	Federal	State	Local
1973	47	34	10
1974	62	20	18
1975	66	15	19
1976	73	11	16

Estimated commission budgets in fiscal year 1976 range from \$47,000 (Northern Neck, #17) to more than \$1,150,000 (Northern Virginia, #8 and Southeastern Virginia, #20). The average budget for metropolitan planning districts commissions (#5, 8, 11, 15, 19, 20, and 21) is \$741,000, compared to that of the non-metropolitan

planning districts commissions, which is \$193,000. The disparity between metropolitan and non-metropolitan

TABLE 8
FEDERAL PROGRAM GRANT ELIGIBILITY

PDC	Federal Agencies							
	ARC	DOJ	DOI	DOT	EDA ^{a/}	EPA ^{b/}	HEW	HUD
1	X	X	X	X	X	X	X	X
2	X	X	X		X	X	X	X
3	X	X	X				X	X
4	X	X	X	X			X	X
5*	X	X	X	X		X	X	X
6	X	X	X	X			X	X
7		X					X	X
8*		X	X	X		X	X	X
9		X	X	X			X	X
10		X	X				X	X
11*		X	X	X			X	X
12		X	X	X			X	X
13		X	X		X		X	X
14		X	X		X		X	X
15*		X	X	X		X	X	X
16		X	X			X	X	X
17		X	X				X	X
18		X	X				X	X
19*		X	X	X		X	X	X
20*		X	X	X				X
21*		X	X	X			X	X
22		X	X					X

^{a/} Metropolitan planning district commissions.
^{a/} Economic Development Administration, Department of Commerce Planning district commissions 4, 6, 10, 12, and 19 have received technical assistance funds from EDA rather than regular planning funds.
^{b/} Planning district commissions 6 and 7 have received technical assistance funds from EPA rather than regular planning funds.

commission funding reflects federal agency policy to focus assistance in areas of high population concentration. This, in turn, stems from the magnitude of the problems, planning needs, and population in the urban areas as perceived by the federal government. The Appalachian Regional Commission and the Economic Development Administration are the two federal agencies with funds available for assisting certain non-metropolitan commissions. Commission budgets for fiscal years 1973 through 1976 are shown in Tables 9A through 9D. The State grant to planning district commissions is a general purpose grant which may be used for operating expenses, program expenditures, or as a match against federal grants. The maximum and minimum State grants are set out in the Code of Virginia. The State may not fund any commission at a rate exceeding 20 cents per capita nor at a total amount less than \$10,000 for a fiscal year (currently two commissions, Northern Neck, # 17, and Accomack-Northampton, #22, receive the minimum grant). From fiscal year 1970 through fiscal year 1976, the total State contribution to commissions has been \$5,518,910.

The State grant is administered by the Division of State Planning and Community Affairs. Although the Code does not specify that local governments must match the State grant to the commission, the Division has established a matching policy for allocating the State grant. The purpose is to help insure adequate operating budgets for commissions by inducing equal local contributions, to spur local interest and participation in commission activities. Also, as a matter of policy and for the convenience of commissions, the Division allocates three-fourths of the total State grant to each commission at the beginning of the fiscal year. This alleviates the cash-flow difficulties inherent in dependence on receipt of federal grant payment. The final State payment is made at the beginning of the fourth quarter.

Each member local government pledges to make annual financial contributions to the commission as part of the charter agreement. Local support varies across the Commonwealth from 20 cents to 60 cents per capita; the average local per capita contribution in fiscal year 1976 is 25 cents. From fiscal year 1970 through fiscal year 1976, the total local contributions to planning district commissions have been \$6,136,581. Table 10 displays the local per capita and total contributions to each planning district commission in fiscal year 1976. Table 11 shows local and State funding to each commission from fiscal year 1970 through fiscal year 1976.

These local and State funds constitute the basic operating support funds for a commission. In fiscal year 1976, they average about \$51,000 (\$30,000 local and \$21,000 State) in non-metropolitan commissions and \$178,000 (\$83,000 local and \$85,000 State) in metropolitan commissions. To maintain a minimum program, a planning district commission requires a minimum annual budget of about \$60,000. This will support an executive director, one professional staff member, and a clerical worker and will cover operating expenses.

The federal share of the commissions' budgets has risen steadily during the previous four fiscal years, from \$2,686,847 in fiscal year 1973 to an estimated \$5,926,593 in fiscal year 1976. The percentage contributions of all federal agencies except the Environmental Protection Agency and the Department of Transportation have

TABLE 9A
FY 1973

	PDC 1	PDC 2	PDC 3	PDC 4	PDC 5	PDC 6	PDC 7	PDC 8	PDC 9	PDC 10	PDC 11	PDC 12	PDC 13	PDC 14	PDC 15	PDC 16	PDC 17	PDC 18	PDC 19	PDC 20	PDC 21	PDC 22	Total	Percent of Total	
Commonwealth of Virginia	87,488	101,430	113,782	68,849	103,753	113,412	79,896	223,081	Net	115,504	138,267	96,417	92,831	82,724	71,212	44,253	46,764	38,000	99,511	138,323	64,997	10,880	1,976,614	215	
OSPCA	16,538	21,950	31,707	23,409	46,728	37,575	21,566	80,131	Organization	20,604	23,487	43,877	16,231	15,225	11,211	15,751	10,000	10,000	22,211	107,448	64,997	10,880	1,170,665		
SMCS	70,950	79,480	82,075	45,440	127,025	74,037	58,330	142,950		94,900	94,800	2,540	81,600	67,500	29,500	30,712	28,000	17,000	30,375						
Local Governments	23,625	32,000	31,707	48,243	46,727	37,575	21,574	118,086		20,604	20,600	63,836	12,602	15,225	71,212	37,000	18,980	10,000	63,781	131,029	64,997	15,000	990,337	185	
Federal	210,728	119,840	141,150	160,754	229,702	75,016	62,253	203,087		183,750	73,638	69,728	81,000	439,432	86,000	10,350			93,242	201,500	78,500	65,880	2,686,817	461	
AEC	105,800	39,500	30,000	70,301	117,063	8,070																	424,822	71	
DOJ	13,411	11,252	19,500	20,820	38,000	16,416	14,251	117,728		17,442	17,341	13,228	13,000	67,900	20,800	10,350			16,442	41,500	27,300	12,000	506,599	95	
DOE	5,327		8,400		53,744	30,680		22,409		72,398			16,500	16,000	28,816				3,000				28,880	52	
DOT					5,000										18,747									23,747	
EDA	50,490	33,120				18,930	24,000					46,080	45,000											188,610	35
EPA			8,250											7,000		30,000								72,930	13
HEW	36,000	36,000	15,000	69,733	119,875	24,000	55,375			91,000	56,938				305,233	36,000			9,800	160,000	31,200	25,000	1,098,314	193	
HUD																									
Other	9,500			36,000				97,065				4,700	13,220		45,150	3,000							203,615	41	
Total	350,993	253,270	298,449	279,486	656,143	224,882	183,641	641,818		136,108	202,775	228,382	192,781	178,958	626,936	171,864	67,122	68,000	210,521	470,652	208,494	30,080	5,722,813	100%	

TABLE 9B
FY 1974

	PDC 1	PDC 2	PDC 3	PDC 4	PDC 5	PDC 6	PDC 7	PDC 8	PDC 9	PDC 10	PDC 11	PDC 12	PDC 13	PDC 14	PDC 15	PDC 16	PDC 17	PDC 18	PDC 19	PDC 20	PDC 21	PDC 22	Total	Percent of Total		
Commonwealth of Virginia	16,538	21,950	31,707	23,409	46,728	45,275	27,666	271,529	19,087	20,604	45,067	43,877	16,231	15,225	113,733	15,751	13,676	13,000	40,211	138,337	65,000	25,200	1,871,172	205		
OSPCA	16,538	21,950	31,707	23,409	46,728	37,575	21,566	181,844	19,087	20,604	33,487	43,877	16,231	15,225	113,733	15,751	10,000	10,000	32,211	138,737	65,000	18,000	1,871,172			
SMCS					7,707			109,685			11,600					3,676				8,000				886,985		
Local Governments	50,650	32,000	31,707	32,773	46,727	37,575	21,566	161,664	19,087	20,604	39,383	47,835	17,002	15,224	113,733	35,444	10,000	10,000	64,474	138,737	65,000	15,000	1,013,056	18%		
Federal	199,542	162,420	146,000	260,118	356,643	79,919	81,100	190,860	28,144	71,645	219,502	198,938	70,800	93,697	387,050	43,657	12,000	28,500	171,408	332,858	164,700	32,000	2,327,981	42%		
AEC	122,204	79,618	30,000	83,480	176,480	12,649																		544,447	10%	
DOJ	16,093	14,886	19,000	20,000	53,583	19,600	19,480	12,144	14,600	54,544	20,100	15,800	15,400	60,000	13,657	12,000	13,500	40,995	48,700	29,500	12,000		886,382	13%		
DOE			7,000	4,608	8,000	14,100		1,000		19,525	16,775		3,575	45,950										74,691	1%	
DOT								51,000				18,000	40,000	31,195					10,700	142,865	15,200			297,840	6%	
EDA	25,245	32,120		50,122		18,000																		254,680	9%	
EPA							27,000								17,000									44,000	1%	
HEW	36,000	36,000	15,000	39,845	114,020	21,650				58,540	16,880	57,245	109,800	64,718	15,000	238,000	30,000		33,000	30,357	41,000			251,924	5%	
HUD			15,000												28,527	26,100								12,000	1%	
DOA																			20,000	89,356	98,293	75,000	20,000	1,288,975	22%	
CSC																			12,000						12,000	
Other																								43,000	1%	
Total	286,738	216,376	298,416	316,300	490,118	162,769	140,332	823,233	66,144	112,653	303,882	331,690	154,633	124,144	614,916	94,864	35,676	101,600	276,043	610,332	294,700	72,200	4,927,787	100%		

TABLE 9C
FY 1975.

	PDC 1	PDC 2	PDC 3	PDC 4	PDC 5	PDC 6	PDC 7	PDC 8	PDC 9	PDC 10	PDC 11	PDC 12	PDC 13	PDC 14	PDC 15	PDC 16	PDC 17	PDC 18	PDC 19	PDC 20	PDC 21	PDC 22	Total	Percent of Total
Commonwealth of Virginia	17,740	23,740	37,680	23,580	47,240	38,600	27,470	195,200	15,170	20,860	37,487	44,520	16,980	20,480	94,140	16,520	13,676	10,000	22,040	138,737	64,470	19,000	936,428	154
DSPCA	17,740	23,740	37,680	23,580	47,240	38,600	27,470	195,200	15,170	20,860	37,487	44,520	16,980	20,480	94,140	16,520	10,000	10,000	22,040	138,737	64,470	19,000	927,732	-
SACS											4,000						3,676						13,696	-
Local Governments	50,650	32,000	39,347	33,012	47,240	38,600	22,470	308,108	13,860	23,340	44,507	44,520	12,760	14,480	94,140	37,170	10,000	10,395	62,657	157,760	64,700	15,000	1,178,666	191
Federal	210,825	215,847	136,188	209,248	509,498	26,656	65,650	372,300	53,000	92,467	241,442	197,325	87,020	324,100	324,114	55,379	12,100	76,767	192,601	508,720	272,300	32,000	4,027,117	649
ARC	21,835	130,327	61,200	81,490	57,000	12,070																	475,722	81
DCJ	16,000	16,500	10,920	19,378	51,750	19,000	15,900	106,800	13,000	16,200	43,500	27,106	16,100	16,400	16,465	13,107	12,100	25,727	44,530	45,950	28,200	12,000	596,319	106
DCI																							12,500	-
DOT																							22,171	-
ECA	52,990	36,120		3,780	107,112	6,000					67,695	8,954			151,752					246,780	110,500		726,744	126
EPA																							3,500	-
HEW																							10,000	-
HEM																							125,000	-
HUD																							77,800	-
NSA	34,000	34,000	25,000	36,600	79,346	44,341	6,750	187,500	40,000	15,000	24,000												491,511	52
NSD																							20,000	-
NSA																							73,000	-
Total	729,215	772,697	705,415	765,840	603,078	173,856	110,430	875,616	81,980	136,847	323,416	786,435	121,760	159,060	492,394	109,069	35,776	92,162	787,298	802,217	401,700	57,000	6,702,211	100%

TABLE 9D
FY 1976.

	PDC 1	PDC 2	PDC 3	PDC 4	PDC 5	PDC 6	PDC 7	PDC 8	PDC 9	PDC 10	PDC 11	PDC 12	PDC 13	PDC 14	PDC 15	PDC 16	PDC 17	PDC 18	PDC 19	PDC 20	PDC 21	PDC 22	Total	Percent of Total
Commonwealth of Va.	18,000	23,920	32,980	24,300	35,750	38,700	22,680	173,061	14,040	24,900	34,880	45,100	16,660	14,440	113,340	17,360	10,000	10,270	21,800	138,737	64,800	19,000	916,408	118
DSPCA	18,000	23,920	32,980	24,300	35,750	38,700	22,680	173,061	14,040	24,900	34,880	45,100	16,660	14,440	113,340	17,360	10,000	10,270	21,800	138,737	64,800	19,000	916,408	-
Local Governments	56,000	37,000	25,980	38,000	25,430	48,400	49,700	317,945	14,600	29,800	52,671	44,880	17,250	14,999	113,260	27,350	10,000	11,119	57,456	154,000	66,000	15,000	1,246,459	168
Federal	294,490	330,600	152,275	219,111	777,636	100,141	79,736	663,180	70,440	111,176	267,265	388,076	101,904	119,554	547,862	223,973	27,148	89,432	282,656	870,897	319,198	38,400	5,824,223	736
ARC	118,000	111,152	100,000	63,544	54,000	24,140																	478,836	82
DCJ	16,000	17,787	24,833	19,303	25,450	30,734	17,436	120,315	15,000	19,200	21,429	24,777	15,394	15,138	42,308	16,294	12,140	13,300	44,725	40,246	47,280	19,000	617,043	86
DCI																							8,000	-
DOT																							5,832	-
HEW	13,000																						1,547,647	23
NSA	83,980	58,976																					193,214	28
EPA	80,000	86,980																					1,288,978	19
HEM																							418,300	6
NSD																							75,460	-
NSA	34,000	36,300	22,300	64,567	38,309	18,817	2,000	441,763	48,633	6,000	32,196	34,500	22,581	20,000	20,000	238,204	29,000	16,000	40,000	75,460	138,000	19,000	1,129,273	166
NSD																							4,000	-
Total	729,215	772,697	705,415	765,840	603,078	173,856	110,430	875,616	81,980	136,847	323,416	786,435	121,760	159,060	492,394	109,069	35,776	92,162	787,298	802,217	401,700	57,000	6,702,211	100%

TABLE 10
LOCAL PER CAPITA AND TOTAL FUNDS, FY 1976

<u>PDC</u>	Per Capita	Total
1	\$.60	\$ 56,000
2	.26	32,000
3	.20	32,980
4	.32	38,080
5	.20	35,430
6	.20	48,400
7	.20	49,700
8	.20	317,945
9	.20	14,040
10	.20	28,800
11	.23	52,671
12	.20	44,580
13	.21	17,350
14	.20	14,499
15	.20	113,360
16	.45	37,350
17	.26	10,000
18	.21	11,119
19	.33	57,655
20	.20	154,000
21	.20	66,000
22	.33	15,000
Average/Total	\$.25	\$1,246,959

TABLE 11

STATE/ AND LOCAL GRANTS TO PLANNING DISTRICT COMMISSIONS

Fiscal Years 1970 Through 1976

PDC	FY 1970		FY 1971		FY 1972		FY 1973		FY 1974		FY 1975		FY 1976		TOTAL, FY 1970-FY 1976			PDC
	State	Local	State	Local	State	Local	State	Local	State	Local	State	Local	State	Local	State	Local	Total	
1	\$ 18,000	\$ 29,056	\$ 17,325	\$ 29,056	\$ 16,929	\$ 33,626	\$ 16,538	\$ 33,625	\$ 16,538	\$ 50,650	\$ 17,740	\$ 50,650	\$ 18,000	\$ 56,000	\$ 121,070	\$ 271,536	\$ 392,606	1
2	25,000	12,622	23,455	12,622	22,499	22,499	21,950	22,499	21,950	32,000	23,740	32,000	23,920	32,000	162,514	166,242	328,756	2
3	32,000	24,044	31,048	33,248	31,882	31,883	31,707	31,707	31,707	31,707	32,680	39,347	32,980	32,980	224,004	224,916	448,920	3
4	21,994	4,994	21,383	26,999	22,967	27,000	23,409	35,113	23,409	32,773	23,580	33,012	24,300	38,080	184,191	197,971	382,162	4
5	46,730	33,284	44,261	35,063	46,235	46,235	46,728	46,727	46,728	46,727	47,240	47,240	35,750	35,430	291,026	290,706	581,732	5
6	37,500	37,500	35,262	37,457	37,261	37,261	37,575	37,575	37,575	37,575	38,600	38,600	38,700	48,400	262,473	274,368	536,841	6
7	-	-	19,830	21,522	21,274	21,274	21,396	21,396	21,396	21,566	22,420	22,420	22,680	49,700	128,996	157,878	286,874	7
8	85,800	33,000	81,973	92,550	146,937	105,568	100,800	121,664	161,664	161,664	168,781	195,208	173,061	317,945	919,016	1,027,599	1,946,615	8
9	-	-	-	-	-	-	10,000	-	10,000	10,000	15,120	13,860	14,040	14,040	49,160	37,900	87,060	9
10	-	-	-	-	-	-	20,604	20,604	20,604	20,604	20,840	23,340	24,900	28,800	86,948	93,348	180,296	10
11	28,094	19,000	26,401	32,483	33,199	38,379	33,467	38,688	33,467	39,383	33,467	44,507	34,800	52,671	222,895	265,111	488,006	11
12	8,431	-	43,276	23,365	43,575	43,575	43,877	43,575	43,877	43,836	44,520	44,520	45,100	44,580	272,656	243,451	516,107	12
13	18,810	3,140	17,637	19,799	16,513	17,284	16,231	17,002	16,231	17,002	16,980	17,760	16,560	17,350	118,962	109,337	228,299	13
14	5,929	-	13,413	13,413	15,249	15,249	15,225	15,225	15,225	15,225	14,480	14,480	14,440	14,499	93,961	88,091	182,052	14
15	65,893	81,585	69,556	70,410	94,137	70,603	63,568	71,211	94,948	94,948	94,140	94,140	113,360	113,360	595,602	596,257	1,191,859	15
16	7,648	29,414	14,485	32,707	15,485	32,707	15,753	35,444	15,753	35,444	16,520	37,170	17,360	37,350	103,004	240,236	343,240	16
17	10,000	5,000	10,000	5,000	10,000	10,000	10,000	10,000	10,000	10,000	10,000	10,000	10,000	10,000	70,000	60,000	130,000	17
18	-	-	-	-	-	-	10,000	10,000	10,000	10,000	10,000	10,395	10,220	11,119	50,220	51,119	101,339	18
19	-	-	31,557	16,106	32,212	45,815	32,211	63,281	32,211	64,424	32,040	62,657	31,900	57,655	191,731	309,938	501,669	19
20	54,893	91,262	108,439	116,601	153,874	130,793	128,964	131,029	138,737	138,737	138,737	154,760	138,737	154,000	862,381	917,182	1,779,563	20
21	62,893	70,100	61,200	57,600	63,816	54,800	64,997	54,800	64,997	65,000	64,700	64,700	66,000	66,000	448,603	433,000	881,603	21
22	-	-	10,000	15,000	10,000	15,000	10,000	15,000	10,000	15,000	10,000	15,000	10,000	15,000	60,000	90,000	150,000	22
	\$529,615	\$474,001	\$680,501	\$691,001	\$844,044	\$799,551	\$775,000	\$876,165	\$877,017	\$994,265	\$896,325	\$1,065,766	\$916,408	\$1,246,959	\$5,519,413	\$6,146,186	\$11,665,599	

a/State Grants as provided by Sec. 15.1-1412, Code of Virginia

remained stable. The added urban transportation planning requirements and the emphasis on major water quality problems at the federal level have resulted in large outlays to metropolitan planning district commissions for highway and 208 water quality planning. The total EPA grants on behalf of the Richmond Regional (#15), Crater (#19), Peninsula (#21), and Southeastern Virginia (#20) planning district commissions are not reflected in Table 9D. Planning district commissions 15 and 19 have established a consortium for 208 water quality planning, and planning district commissions 20 and 21 have done likewise in cooperation with the Hampton Roads Sanitation District Commission. The two year planning grants to each of these consortiums are \$949,690 and \$2,534,978, respectively. The total amount of two year 208 planning grants awarded by EPA either to planning district commissions or to consortiums of planning district commissions is \$5,695,648.

The federal influence on planning district commission activity is directly related to the amount and type of federal planning grants. While the HUD contributions for comprehensive planning have remained at about the same levels, the jump in DOT and EPA funds signals an important added emphasis in metropolitan commissions' information analysis and planning activity on highways and waste water collection and treatment systems. It is clear that metropolitan planning district commissions are exercising significant planning responsibilities for two major public works programs, which, along with water supply systems, have the greatest impact on community development patterns.

The relative funding contributions of federal agencies to planning district commissions from fiscal years 1973 through 1976 is displayed in Table 12.

TABLE 12

FEDERAL AGENCY GRANTS, FY 1973-FY 1976
AS A PERCENT OF ALL COMMISSIONERS' BUDGETS

Federal Agency

<u>Fiscal Year</u>	<u>ARC</u>	<u>DOJ</u>	<u>DOL</u>	<u>DOT</u>	<u>EDA</u>	<u>EPA</u>	<u>HEW</u>	<u>HUD</u>
1973	7	9	5	-	3	1	2	19
1974	10	11	1	6	5	1	5	22
1975	8	10	2	12	3	9	5	16
1976	6	8	2	19	2	17	5	14

While the magnitude and the source of funds planning district commissions receive affect their programs and priorities, they also affect the commissions' administration. Although the State funds carry only a year-end financial audit requirement and local funds do not carry specified accounting requirements, each federal grant is accompanied by financial management regulations. As with the various federal planning requirements, these often differ and overlap. In the past, this has caused planning district commissions to use different bookkeeping methods to account for expenditures under each grant. During the past year, the Division of State Planning and Community Affairs, working with the advice of the Office of Management and Budget and with the cooperation of federal and State grantor agencies, has helped commissions by preparing uniform procedures for recording expenditures and charges. The uniform bookkeeping methods are based upon an equitable allocation of indirect costs among all grantor agencies.

Nevertheless, the administration of federal grants may differ according to allowable expenses, line item budget categories, frequency of financial reporting, grant period, and matching requirements. The matching requirements alone are a prime determinant of a commission's program and budget. Commissions must use their State and local funds to meet the required match for federal grants; one federal grant may not be used to match another.

There is a good deal of uncertainty for planning district commissions in their budget preparations. State and local contributions are predictable early in the budget cycle, but many federal grants depend on Congressional appropriation from year to year; HUD's comprehensive planning grant program is an example. Programs themselves may change or new programs may begin, making unanticipated funding available. In still other instances, commissions may feel it is necessary to participate in federal planning activity even though federal funds may not be available for that activity.

With all of these considerations, commissions must devise program budgets, costing out each activity of each program by personnel and support costs. Despite the uncertainties in the commissions' budget processes and the revisions to their annual budgets and work programs, the commissions' financial management experiences do hold advantages for member governments. In the first place, the choice and array of programs and funding sources, together with increasing planning demands on limited financial resources, cause member governments to set regional program priorities. By so doing, they identify programs which are important to the region as a whole. Secondly, many commissions have become very adept at grants management and offer their member governments first hand financial advice, about available federal funds, the associated planning and management requirements, and the record keeping procedures.

The financial characteristics of planning district commissions heavily influence their administration and determine the type of planning assistance they can provide member governments.

Federal, State, and local planning grants management, as well as program development, intersects at the regional level.

ROLE IN THE GOVERNING PROCESS

The type of approach to local governing problems which planning district commissions represent is indicative of Virginia's historical use of local government partnerships, contracts, and compacts to achieve mutual objectives. The commission approach toward intergovernmental problem solving, however, differs from the other techniques of intergovernmental cooperation in that the regional partnership of a planning district commission is not limited to a single purpose and it allows all local governments within the district the opportunity to identify and study mutual problems on a comprehensive, continuous basis.

The voluntary, interlocal association under the direct supervision of the elected representatives of local governments is designed to promote areawide interests by resolving regional issues through consensus and cooperation rather than by mandate or requirement. A planning district commissions's powers are advisory, and excepting the LENOWISCO and Cumberland Plateau Planning District Commissions, their services are limited to planning and providing technical assistance. Commissions derive their operational authority from their participating local governments. This derivation of authority from local governments guarantees that commissions operate within the guidelines established by their members without endangering or infringing upon the political process or powers of the individual local governments.

Although planning district commissions are voluntary associations of local governments, most localities feel a need to join because of federal and State program initiatives. Most federal grant and loan programs require that local projects be tied to a regional planning process. The State, depending on and administering the federal regulations, follows suit. Second, the increasing need of local governments for planning assistance, from comprehensive and site plan development to ordinance preparation, makes planning district commissions their logical first recourse for assistance. Lastly, under the A-95 Project Review and Notification System (PRNS), planning district commissions are responsible for bringing to bear on a local application an overview of the region's situation to avoid duplication and inconsistency in local programs and to resolve conflicts prior to a grant award. Virginia has designated the commissions as the regional clearinghouses and has also set requirements for a regional review of all applications for State grants. Because of the importance of federal and State grants to local development, it is prudent for local governments to be members of a commission to make sure that their interests are represented. Underlying these more apparent reasons for local government membership is (1) the federal and State (and local) recognition of contemporary social, economic, and environmental problems as regional issues, and (2) the assumption of more

decision-making prerogatives by the federal and State governments to deal with these issues.

Planning district commissions have more than planning responsibilities. They are increasingly being asked to study and recommend intergovernmental and cooperative management arrangements. In this capacity, planning district commissions are associations of independent local governments seeking the solution of problems through mutually beneficial regional agreements. In this role, commissions have evolved into management and administrative advisory agencies which pose alternatives to a formal regional government. Regional problems and issues can be addressed by a regional government, but these same problems and issues can be addressed by a cooperative association of autonomous local governments, such as that which planning district commissions provide and which can devise other, more readily acceptable methods of dealing with common problems: law enforcement manpower pool agreements, water authorities, legislative forums, "circuit-riding" local executives, et al.

Planning district commissions play significant roles in the federal planning process. Particularly in metropolitan areas (and increasingly in non-metropolitan areas), numerous federal agencies rely on the commissions as the regional institutions able to express the areawide consensus on regional issues, policies, and priorities. Acting in this role, commissions are the agents and advocates of their member local governments in dealing with federal agencies.

Because the primary financial resources needed for dealing with local and areawide problems are at the federal level, local decision-making is influenced by the federal government. Federal agencies have exercised their influence by requiring a regional or metropolitan planning and decision-making process. The federal use of regional associations of local governments to set program priorities and policies and to study common problems manifests the federal intent to:

- . transfer at least partial responsibility for the allocation of funds to a level of government closer to the citizen;
- . allocate funding resources to the greatest regional need;
- . assure that federally-funded services benefit from economies-of-scale; and
- . provide reasonable opportunity for as many citizens as possible to benefit from federally-funded services.

Many federal agencies use commissions as the regional organizations to achieve these goals because of the presence of locally-elected officials on the policy boards. Federal agencies rely on commissions to assure that federal programs are responsive to regional desires. They view commissions as a mechanism to ascertain, assess, and express regional and community interests so that federal programs may be more responsive and accountable to the citizen. These federal agencies are also aware of the

commissions' knowledge of their program requirements and rely upon the commissions to assure local government accountability in the use of federal funds.

Planning district commissions have become a primary focal point for coordination of federal programs. Because federal agencies act independently in the implementation of federal policy, it is primarily at the regional and local levels that federal program requirements converge. Federal agencies depend on planning district commissions to effect the extensive coordination needed to integrate their programs; to balance regional issues, needs, and concerns; and to set priorities.

The State has viewed planning district commissions as voluntary associations of local governments established to study and solve common problems. In this sense, the State and federal perceptions are similar. The State has regarded planning district commissions as instruments of administrative convenience for contact with its political subdivisions and as politically conscious institutions representing the electorate. The passage of the Virginia Area Development Act in 1968 expressed State recognition of and commitment to the principles of regional planning. The establishment of the planning district commissions established the opportunity for a local-State partnership in planning and programming matters which never before existed. In this role, commissions represent an opportunity for local participation in State decisions on both local and regional issues.

The delineation of planning district boundaries and the formation of planning district commissions also established the potential for increased efficiency and economy in State programs. By utilizing the planning district commissions as the basic planning unit, information source, and data base, State agencies are able to capitalize on previous work conducted by the planning district commissions, other State agencies, or local governments and thus reduce State expenditures for staff and support, and avoid duplication of work conducted by others.

An important aspect of the planning district commissions' role in the governing process, and one which is often unnoticed, is the opportunity they provide as a forum for local governments to discuss individual and mutual problems and issues. At the regular monthly meetings, elected officials of local governments have the opportunity to meet with their counterparts in neighboring jurisdictions to discuss a wide-ranging and comprehensive agenda of subjects of mutual concern. The exchange of ideas, the sharing of proven solutions, the discussion of differences, the priority-setting, and the recognition of mutual problems and strategies represent the implicit intergovernmental cooperation which occurs through a planning district commission, and, although successful, cannot be easily identified or enumerated as "a positive result" of a commission's program. Although disagreements among neighboring localities are an expected part of the process, a forum such as that which a commission represents is needed for the discussion and resolution of interlocal issues because all localities within any region are geographically, environmentally, socially, and

economically interdependent and cannot by choice eliminate or disregard this interdependence.

The success of a planning district commission depends upon local governmental commitment to the process, contribution to the development of programs, and participation in outlining recommendations and proposals. Planning district commissions cannot be expected to be effective or successful without the direction and guidance of their member local governments. No matter how competent or dedicated, neither a commission nor its staff can assure effective results without local government participation in its work activities. Effective participation by local governments must include:

- . an understanding of the regional nature of local problems and issues;
- . the appointment of the most experienced and knowledgeable individuals as representatives to the PDC;
- . conscious and enthusiastic participation in the identification of issues, the development of work programs, and the definition of the commission's role; and
- . a commitment to develop and abide by regional proposals and plans and to set regional priorities. In short, commissions must develop plans and proposals which are responsive to local governments' needs and local governments in turn must provide the direction necessary to achieve this responsiveness.

Proper understanding of a commission's attributes will improve a local government's own decision-making process. A commission can better inform a local government about its alternatives or its best course of action. As an outside resource, a commission and its staff are available to supplement local governments in investigating the implications of their decisions. By being a conscientious participant in a commission's activities, a local government can broaden its perspective when making decisions which may affect other localities and can expect the same consideration from its neighbors. Collectively, local governments have a much better opportunity to influence important federal and State decisions which affect their interests. Planning district commissions' experience with federal and State program requirements increase this opportunity by providing local governments with the advice and resources for identifying the implications of proposed federal and State actions.

The Committee wishes to acknowledge its appreciation to the Subcommittee members and the many individuals who were of assistance to it. Their services have been of great value and the Committee is most grateful for their contributions.

Respectfully submitted,

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Robert E. Washington, Chairman

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Raymond E. Vickery, Jr. Vice-Chairman

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Stanley G. Bryan

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Clinton Miller

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Frank M. Slayton

Appendix A

1. Charles H. Agle, County Administrator, Surry County
2. George W. Bailey, Sheriff, Albemarle County
3. Gerald Baliles, Candidate for the Richmond-Henrico Floater Seat
4. J. E. Body, Jr., a member of Big Stone Gap Town Council and LENOWISCO Planning District Commission
5. Danny Bolt, City of Salem
6. Kenneth D. Bradshaw, City Manager of Clifton Forge
7. Leo Branham, a representative of the Saltville Industrial Development Authority
8. Senator John C. Buchanan of Wise
9. James Burton, a representative of the Community Action Agency in Charlottesville
10. Edward Calvert, Vice-Chairman, Central Virginia Planning District Commission
11. Judith Campbell, private citizen
12. Andrew Chafin, Executive Director, Cumberland Plateau Planning District
13. Herbert Chermside, a resident of Charlottesville
14. Charles Christophersen, Director of the Division of State Planning and Community Affairs
15. Edward G. Councill, III, Executive Director of the Richmond Regional Planning District Commission
16. William Cowhig, Commonwealth's Attorney, City of Alexandria
17. Sam Crickenberger, a representative of the Thomas Jefferson Planning District Commission Drug Council
18. Jack Dalton, a member of the Henry County Board of Supervisors and of the Executive Commission of the West Piedmont Planning District Commission
19. Tom Dickens, County Administrator, Louisa County
20. R. Edward Duncan, Executive Director, Lord Fairfax Planning District Commission
21. Gary L. Duncan, Director of Community Attention Home

Incorporated in Charlottesville

22. Dudley Emick, Jr. of Roanoke
23. Will Estes, Regional Planner for the West Central Regional Office of the State Water Control Board
24. Virginia Fischer, a representative of the Jefferson Area Board for the Aging
25. W. W. Fleming, Director of Community Services, City of Virginia Beach
26. Robert Foeller, Executive Director, Southeastern Virginia Planning District Commission
27. Sterling Gibson, a member of Greene County Planning Commission
28. R. N. Gilbert, Chairman of the Greene County Board of Supervisors
29. Jerry Gwathmey, City of Salem
30. Charles Haussler, Executive Director of the Fifth Planning District Commission
31. William W. Hibbert, Executive Director of the Central Virginia Planning District Commission
32. R. E. Hilton of Roanoke County, a former member of the Executive Committee of the Fifth Planning District Commission
33. Andrew Hodges, a member of the Henry County Board of Supervisors
34. Mr. H. S. Hulme, Jr., Director of the Arlington County Department of Transportation
35. Tom Innesson, a member of Lexington City Council and Chairman of the Sixth Planning District Commission
36. Jesse Jones, a member of the Botetourt County Board of Supervisors and a member of the Executive Committee, Fifth Planning District Commission
37. Barnard Joy, Consortium on Higher Education, George Mason University
38. Peyton Klophenstein, a resident of Falls Church
39. Hazel Madrix, spoke on behalf of Thomas Jefferson Planning District Commission Advisory Council on Aging
40. John McCauley, Associate Director, West Piedmont Planning District Commission

41. Robert K. McCord, City Manager of Emporia
42. Doris Anne Miller, Executive Director of the Valley Program for the Aging
43. Marilyn Moore, a resident of Falls Church
44. Edward Matney, County Administrator, Buchanan County
45. Nancy O'Brien, Chairman of the Thomas Jefferson Planning District Commission
46. Earl Overman, a resident of Prince William County
47. George Owens, Chief of the Prince William County Police Department
48. Jean Packard, Chairman, Fairfax County Board of Supervisors
49. William Paxton, Jr., City Manager, City of Salem
50. Curtis Payne, Mayor of Virginia Beach
51. Rufus Phillips, a member of the Fairfax County Board of Supervisors
52. H. C. Pilson, a resident of Patrick County
53. Delegate Ford C. Quillen of Gate City
54. Bruce K. Robinette, Executive Director, LENOWISCO Planning District Commission
55. Delegate Raymond R. Robrecht of Salem
56. Frank Raflo, a member of the Loudoun County Board of Supervisors and Vice-President of the Virginia Association of Counties
57. Betty Scott, Charlottesville League of Women Voters
58. Norman Scott, Chairman, Fifth Planning District Commission
59. James Taliaferro, Mayor of the City of Salem
60. Hampton Thomas, member of the Roanoke City Council and the Fifth Planning District Commission
61. Delegate A. Victor Thomas of Roanoke
62. Edward M. Turner, County Administrator, Patrick County
63. Harold N. Vorhies, Chairman of the Northern Virginia Planning District Commission Drug Abuse Advisory Council
64. Charles Wheeler, Director Prince William County Interagency

Committee for Alcohol and Drug Abuse

65. Delegate William T. Wilson of Covington

Appendix B

A BILL to amend and reenact § 15.1-1411 of the Code of Virginia, relating to responsibilities of State agencies in working with planning district commissions.

Be it enacted by the General Assembly of Virginia:

1. That § 15.1-1411 of the Code of Virginia is amended and reenacted as follows:

§ 15.1-1411. Cooperation with other agencies.—A planning district commission may cooperate with other planning district commissions, councils of governments, or the legislative and administrative bodies and officials of other districts or governmental subdivisions within or without a district, so as to coordinate the planning and development of a district with the plans of other districts and governmental subdivisions and the State. A planning district commission may appoint such committees and adopt such rules as needed to effect such cooperation. A planning district commission shall also cooperate with the Division of State Planning and Community Affairs and use advice and information furnished by such Division and by other State and federal officials, departments and agencies. Such Division and such officials, departments and agencies having information, maps and data pertinent to the planning and development of a district may make the same, together with services and funds, available for use of a planning district commission.

All agencies of the State shall consult the Division of State Planning and Community Affairs prior to engaging in planning activities which will require planning district commission participation.

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