

**REPORT ON
ESTABLISHING A HERITAGE TRUST
TO
THE GOVERNOR
AND
THE GENERAL ASSEMBLY OF VIRGINIA**



House Documents No. 7

**COMMONWEALTH OF VIRGINIA
Department of Purchases and Supply
Richmond
1978**



COMMONWEALTH of VIRGINIA

Office of the Governor

Richmond 23219

Mills E. Godwin, Jr.
Governor

November 4, 1977

TO: Members of the General Assembly

Ladies and Gentlemen:

Pursuant to tentative recommendations of the Commission on State Governmental Management, House Joint Resolution 210 was passed by the General Assembly at the 1977 Session.

This Act required that a study and evaluation of the organization of the Commonwealth's conservation, recreation and historic preservation activities and the proposal to establish a Heritage Trust, and to include in the evaluation the impact of any such changes upon local counterpart agencies be made.

This Act further required that the Governor transmit the findings, conclusions and recommendations in a written report to the Commission on State Governmental Management and the General Assembly.

The responsibilities in this Act have been discharged. I have received the report prepared by the task force appointed to accomplish this.

I commend the report to you.

Sincerely,

A handwritten signature in cursive script, appearing to read "Mills E. Godwin, Jr.".

Mills E. Godwin, Jr.

jra

Enclosure

cc: Mr. Maurice B. Rowe



COMMONWEALTH of VIRGINIA

Office of the Governor

Richmond 23219

Earl J. Shiflet
Secretary of Commerce and Resources

October 25, 1977

MEMORANDUM

TO: Mr. Maurice B. Rowe

SUBJECT: Report on House Joint Resolution 210

The accompanying report is submitted in compliance with your memorandum of May 5, 1977, relative to HJR 210.

The heads of the agencies concerned were asked to serve as a task force assisted by Mr. Eldridge Brock of the Department of Management Analysis and Systems Development to make a thorough analysis of the advisability of consolidating certain agencies in keeping with the request of HJR 210. Following three and a half months of work, the chairman of the task force presented a preliminary report for my consideration which indicated that no evidence could be found to justify changing the present structure of the existing agencies.

I asked the task force to continue their study giving indepth consideration to certain alternatives which are cited in the report. This direction was followed and their conclusion and recommendations are contained in the report:

"On the basis of a review of the above findings and conclusions, individually and in the aggregate, there appears to be insufficient grounds to recommend any changes in the existing organizational arrangements. Each activity has relatively well defined responsibilities, and is executing its program forcefully and effectively. The various agencies studied have multiple relationships with other State, local and federal organizations which are well

Mr. Maurice B. Rowe
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established and understood. The Task Force could find no evidence that work could be conducted more effectively or efficiently, and additional operating costs might even be involved if consolidations are effected. In fact, there is a concern among the Task Force members that substantive changes in the existing organizational arrangements would be counter-productive to the programs involved and to the public interest. It would appear that consolidation would produce primarily a cosmetic change by eliminating a few small agencies, but that the actual net impact would be negative.

"V. RECOMMENDATIONS

Based on the findings, the examination of alternatives, and conclusions, it is recommended that:

1. The existing organizational structures and alignment of responsibilities of the agencies responsible for state parks, outdoor recreation, outdoors foundation, historic landmarks, and soil and water conservation programs not be altered.
2. The Heritage Trust as proposed during the 1977 Session of the General Assembly not be undertaken."

After a careful analysis of the report, it is my conclusion that there is insufficient evidence to indicate that to change the present structure of the agencies concerned would result in greater efficiency, effectiveness, economy and responsiveness which are the chief goals of the Commission on State Governmental Management. Further study by a different task force might reveal evidence that would support such ends.

If, however, the desire to reduce the number of agencies by consolidating those agencies in the same or related fields is an overriding consideration, then it is my judgment that alternative number two which would combine the Division of Parks, the Commission of Outdoor Recreation and the Historic Landmarks

Mr. Maurice B. Rowe
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Commission as an agency, and add the Soil and Water Conservation Commission to the Department of Conservation and Economic Development, would be the most logical approach. However, it must be recognized that to consolidate the Soil and Water Conservation Commission with any other agency and thereby do away with it as an independent agency would create a rural citizen reaction of unusual magnitude.

It is, therefore, my recommendation that with the evidence at hand the conclusions of the task force be honored.

Should you desire, I will be happy to discuss this in greater detail.

A handwritten signature in black ink, which appears to read "Carl J. Skiller". The signature is written in a cursive style and is positioned above a horizontal line.

EJS:bcl

Enclosure

ENGROSSED

1 HOUSE JOINT RESOLUTION NO. 210

2 House Amendments in [] -February 9, 1977

3 *Requesting the Governor to study the organization of the Commonwealth's conservation,*
4 *recreation and historic preservation activities and to present his findings and*
5 *recommendations to the nineteen hundred seventy-eight session of the General*
6 *Assembly.*

7

8 Patrons—Miller, C., Williams, Leafe, Pickett, Lemmon, and Guest

9

10 Referred to the Committee on Conservation and Natural Resources

11

12 WHEREAS, the Commission on State Governmental
13 Management has presented tentative recommendations relating to
14 alternative methods of reorganizing the Commonwealth's
15 conservation, recreation and historic preservation activities; and

16 WHEREAS, the impact of any changes at local levels on local
17 counterpart agencies requires further analysis; and

18 WHEREAS, the Governor has the responsibility and authority
19 to provide policy direction and to direct the preparation of a
20 coherent program and financial plan for the organization and
21 management of the Commonwealth's conservation, recreation and
22 historic preservation activities; now, therefore, be it

23 RESOLVED by the House of Delegates, the Senate of Virginia
24 concurring, That the Governor is requested to study and evaluate
25 the organization of the Commonwealth's conservation, recreation
26 and historic preservation activities, with particular attention being
27 given to the proposed recommendations of the Commission on State
28 Governmental Management [and the proposal to establish a
29 Heritage Trust] , and to include in his evaluation the impact of any
30 such changes upon local counterpart agencies.

31 The Governor is further requested to transmit his findings,
32 conclusions and recommendations in a written report to the
33 Commission on State Governmental Management and the General
34 Assembly not later than November one, nineteen hundred seventy-
35 seven.

36

37

TASK FORCE REPORT ON STUDY

DIRECTED BY HJR 210 OF.

THE 1977 GENERAL ASSEMBLY



COMMONWEALTH of VIRGINIA

Office of the Governor

Richmond 23219

October 14, 1977

Earl J. Shiflet
Secretary of Commerce and Resources

The Honorable Earl J. Shiflet
Secretary of Commerce and Resources
Office of the Governor
Post Office Box 1475
Richmond, Virginia 23212

Dear Secretary Shiflet:

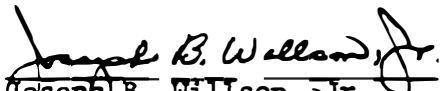
On May 12, 1977, you appointed a task force to conduct a study and evaluation of HJR 210 as passed by the 1977 Session of the General Assembly.

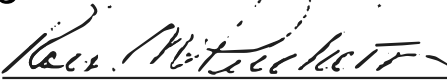
The task force has completed its study and submits to you its Report on HJR 210.


Rob R. Blackmore


Tucker H. Hill


Marvin M. Sutherland


Joseph B. Willson, Jr.


Y. N. Luckett, Chairman

jra

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I. INTRODUCTION

A. Purpose

To study and evaluate the organization of the Commonwealth's conservation, recreation, and historic preservation activities, with particular attention being given to the proposed recommendations of the Commission on State Governmental Management (and the proposal to establish a Heritage Trust), including evaluation of the impact of any such changes upon local counterpart agencies.

B. Scope

The areas of concern reviewed by the task force were State parks, outdoor recreation, outdoors foundation, historic landmarks, soil and water conservation, and the establishment of a Heritage Trust (Commission). The Task Force also considered the recommendation of the Commission on State Governmental Management that a Department of Recreation and Historic Preservation be responsible for the overall supervision and financial management of the Jamestown Foundation, Gunston Hall, the Independence Bicentennial Commission and other similar organizations; but not their day-to-day operating activities. Various functions which might otherwise have been directly or indirectly involved had already been considered and resolved by prior action (e.g. air, water, game and fish, marine resources).

C. Methodology

Recommendations of the Commission on State Governmental Management and proposals to establish a Heritage Trust were studied by the Task Force. Then the organization of the Commonwealth's present conservation, recreation, and historic preservation activities were evaluated in respect to the Commission's recommendations.

In determining the most appropriate organization of these activities the Task Force considered the recommendations of the Commission, and such factors as cost, efficiency of services, staff requirements, actual duplication of effort, and implied duplication as may be perceived by casual examination of Virginia State Government Program Structure.

The Task Force also gave consideration to the numerous possibilities for reorganizational arrangements.

D. Background

House Joint Resolution 210 requested the Governor to study the organization of the Commonwealth's conservation, recreation and historic preservation activities, and to report his findings and recommendations to the General Assembly and to the Commission on State Governmental Management.

Pursuant to HJR 210, Mr. Roy Puckett (Office of Commerce and Resources) was designated by the Secretary of Commerce and Resources as chairman of a task force to conduct the study. Others appointed to serve on the Task Force included:

Mr. Rob R. Blackmore, Director, Commission of
Outdoor Recreation

Mr. Tucker Hill, Director, Virginia Historic
Landmarks Commission

Mr. Marvin M. Sutherland, Director, Department of
Conservation and Economic Development

Mr. Joseph B. Willson, Jr., Director, Virginia Soil
and Water Conservation Commission

Also assisting the Task Force was Mr. Eldridge Brock of the Department of Management Analysis and Systems Development. Certain information was provided by the staff of the Commission on State Governmental Management.

II. FINDINGS

A. Division of State Parks

This is a major Division in the Department of Conservation and Economic Development which is charged with the acquisition, development, maintenance, operation and interpretation of all State parks, as well as historic shrines, museums, scenic trails, and natural areas. There is a continuous process of acquiring park sites and developing and operating existing parks. These operations are designed to protect significant State resources so as to provide outdoor recreational opportunities for the citizens of the Commonwealth consistent with the Virginia Outdoors Plan.

Currently, this Division has in operation and development some 22 parks, 5 natural areas, 7 historical parks and commemorative sites, and the Appalachian Trail, involving the management of nearly 50,000 acres of land, 6,000 acres of water, and hundreds of miles of lake, river and ocean shoreline. Some 100 persons are employed permanently to conduct the Division's activities, along with hundreds of part-time employees during the peak operating season.

The Division cooperates with many State, public and private agencies in its activities. This is clearly a major land management agency of sizeable proportion. Cooperative relationships are established and working both well and clearly in the public interest. It is advantageous that the Division of Parks be in the same department with the Division of Forestry. The State parks include sizeable tracts of forest land which is managed in cooperation with the Division of Forestry, and in several instances, State forests and parks comprise adjacent and contiguous land holdings.

In summary the Division of Parks is chiefly involved in wide ranging operational activities of recreation areas and facilities. While the planning functions are not to be minimized, this Division is significantly distinguished by its extensive land management responsibility including housing, utilities, roads, law enforcement, construction, maintenance, and other related features quite different from the other activities reviewed.

B. Commission of Outdoor Recreation

The Commission of Outdoor Recreation (COR) has the responsibility of preparing and maintaining the Commonwealth's official comprehensive outdoor recreation plan--The Virginia Outdoors Plan. The Plan reflects the Commonwealth's broad interest in providing outdoor recreation opportunities for all our citizens consistent with preserving the natural environment. COR is also responsible for requesting, receiving and disbursing State and Federal funds to implement the recommendations of the Virginia Outdoors Plan. The Commission makes recommendations to the Department of Highways and Transportation concerning the allocation of Recreational Access Road Funds. These funds are distributed to the Division of Parks of the Department of Conservation and Economic Development, the Commission of Game and Inland Fisheries and to cities, counties, towns and regional park authorities throughout the Commonwealth.

The Commission provides local units of government with technical assistance to help them carry out their responsibilities for park and recreation planning, programming and operations. COR coordinates the activities of federal, State and local units of government as well as the private sector when their plans or programs have an effect on the Virginia Outdoors Plan.

While the law gives the Commission authority to acquire outdoor recreational lands, it provides further that the Commission shall transfer such property, as soon as practicable, to another State agency having the power necessary to take such property. The General Assembly did not intend for the Commission of Outdoor Recreation to become a land management agency. The Commission has never acquired or developed lands nor does it operate or maintain facilities.

The Commission of Outdoor Recreation is composed of nine members--five appointed by the Governor and confirmed by the General Assembly, and four State agency heads. The Director of the Department of Conservation and Economic Development, the Director of the Department of Intergovernmental Affairs, the Executive Director of the Commission of Game and Inland Fisheries and the Commissioner of the Department of Highways and Transportation serve as members of the Commission to provide an extra link in coordinating outdoor recreation activities with their agencies.

C. Virginia Outdoors Foundation

The Virginia Outdoors Foundation was created to encourage private gifts of money, securities, land, open space easements, or other property for the purpose of preserving open space lands throughout the Commonwealth.

The activities of the Foundation are directed by a Board of Trustees composed of the State Treasurer serving as ex-officio and six Trustees from the State at large, appointed by the Governor and confirmed by the General Assembly.

Although individual agencies may accept gifts and donations of money and lands, the Foundation with its Board of Trustees serves to represent the interests of the donor. Many potential donors are not

willing to make gifts to land managing agencies that might have goals and objectives different from the Foundation--that of preserving open space lands in their natural character. The Foundation holds open space easements from 53 donors on 6,500 acres of land, assuring its preservation for this and future generations.

The General Assembly provides an appropriation to the Commission of Outdoor Recreation for "staff support to the Virginia Outdoors Foundation." COR provides office space, secretarial help, accounting and personnel administration.

D. Historic Landmarks Commission

The Virginia Historic Landmarks Commission was created "... for the public welfare and the perpetuation of those structures and areas which have a close and immediate relationship to the values upon which this State and the nation were founded..." The Commission designates as historic landmarks "... the buildings, structures, and sites which constitute the principal historical, architectural, and archaeological sites which are of statewide or national significance." The Commission seeks to encourage the preservation of landmarks by accepting easements, channeling Federal and State grants, and providing advice on preservation policy and philosophy.

While the Commission has legal authority to acquire real property and to sell or lease such property, it is in no real sense a land management agency. Preservation agencies generally agree that the major burden of preservation must be borne by the private sector-- individual owners and associations. The task is far too great for government to become financially involved, except through the provision of "seed money" and technical advice. The Virginia Historic Landmarks Commission subscribes to this view, and, aside from the ownership of

rights in land (easements), the Commission does not expect to own or maintain historic landmarks. With regard to the Commission's role in gathering and administering these historic easements, there is reason to believe that potential donors of such easements would be less willing to deal with an agency of diverse responsibilities than they are to deal with a commission charged solely with preservation responsibilities.

Thus, the Commission's activities are distinctly different from the other activities now being reviewed. In addition, the Commission, itself, is unique. By law it is composed mainly of members with the professional backgrounds intended to complement the capabilities of the professional staff. Commission members bring to their work associations with the Association for the Preservation of Virginia Antiquities, the Virginia Historical Society, the American Institute of Architects, the School of Architecture of the University of Virginia, the Colonial Williamsburg Foundation, and various local historical societies. In judging the relative merits of properties nominated to the Virginia Landmarks Register or of applications for financial support of restoration or renovation activities the Commission collectively can bring to bear a broad knowledge of history, architectural history, and archaeology, as well as a familiarity with all regions of the State. In a sense, the Commission must be professionally able to act as a jury of critics in reviewing staff recommendations.

The Commission has recently gone through a substantial reorganization, as the responsibility for archaeological research was transferred from the State Library to the Commission. This reorganization has provided for needed coordination of two closely related activities.

The Commission's routine financial affairs are handled through contract with the Virginia Air Pollution Control Board.

E. Soil and Water Conservation Commission

This Commission was created to serve in a local-state-federal partnership to promote soil and water conservation. The partnership's original thrust of conserving agricultural lands has been expanded to include non-agricultural lands. Local Soil and Water Conservation Districts (SWCD's) and the Soil Conservation Service (SCS) of the U.S. Department of Agriculture are the other partners. A unique feature of this relationship is the assignment of federal employees (SCS) to assist the local units of government (SWCD's).

Within this partnership, the Commission serves as a catalyst, coordinator and service agency. It coordinates the programs of SWCD's by advice and consultation, secures the cooperation and assistance of state and federal agencies in SWCD work and provides financial and other assistance to SWCD's.

The Commission creates SWCD's and modifies and relocates their boundaries. In addition to the elected directors, two members of each SWCD board are appointed by the Commission. One of the two appointees is an Extension Agent. Through the Extension Agent, the Extension Service provides direct education/information assistance to the SWCD.

Exercising its authorities for the small watershed flood protection and flood prevention programs, the Commission approves or disapproves project applications, provides jointly with the SCS a survey party to obtain data for planning and recommends to the Governor approval or disapproval of work plans. The SCS is responsible for project planning. SWCD's, as sponsors or co-sponsors, provide local leadership in determining objectives, inducing landowners to apply conservation practices on the land and obtain land rights to install structural measures.

In the soil survey and mapping program, the Commission provides coordination and administrative leadership, reviews requests from counties and cities for soil surveys and sets priorities for mapping, contracts with the SCS to perform mapping and contracts with Virginia Polytechnic Institute and State University for mapping and laboratory analysis. SWCD officials work with the governing bodies of counties and cities to generate support and local funding for cost-sharing.

The Commission is responsible for providing the necessary coordination of shore erosion control programs of all state agencies and institutions, to secure the cooperation of federal agencies and to evaluate the effectiveness of solutions to protect waterfront property. SWCD's provide landowners with SCS technical assistance in controlling shore erosion (including tidal rivers).

The Commission is also charged with the development and adoption of a statewide soil erosion and sediment control program for land disturbances from construction type activities. In carrying out these responsibilities, the Commission approves erosion and sediment control plans or specifications for state agency projects, approves erosion and sediment control programs adopted by localities or SWCD's, and conducts administrative reviews of local program implementation and takes appropriate action when local programs are not sufficiently implemented. Local implementation occurs either separately or jointly by SWCD's, counties, cities and towns with SCS personnel providing technical reviews of erosion control plans when SWCD's are involved.

Through a memorandum of understanding, the Commission and the State Water Control Board coordinate efforts in the small watershed flood protection programs and in water quality (primarily sediment). Further coordination is facilitated by the Commission membership: the

heads of the Department of Conservation and Economic Development and Agriculture and Commerce, and the directors of the State Cooperative Extension Service, and Agriculture and Life Sciences, Research Division are ex-officio members. In addition, the six SWCD officials appointed to the Commission by the Governor provide citizen input.

The Commission contracts with the Virginia Department of Agriculture and Commerce for routine accounting and personnel services.

F. Virginia Heritage Trust

At the 1977 Session of the General Assembly, two bills were introduced relating to a Bicentennial Heritage Trust. Both bills died in Committee.

House Bill 1860 authorized a \$15 million bond issue "...for paying the cost of the planning, acquisition, preservation, development, and improvement of historical, environmental and recreational areas and facilities in the Commonwealth...". The Bill also provided for creation of a Bicentennial Heritage Trust Advisory Commission to "...develop a program of identifying, acquiring and protecting Virginia's significant and endangered historical, environmental and recreational areas;...".

House Bill 1861 did not authorize a bond issue, but it did provide for creation of a Bicentennial Heritage Trust Advisory Commission identical to the one provided in House Bill 1860.

As envisioned in the legislation cited above, the Virginia Bicentennial Heritage Trust Advisory Commission would duplicate activities of several other existing State agencies. It would "...direct the Commission of Outdoor Recreation in the acquisition of property rights in such of these most significant and most endangered.....areas as may be obtained from the sale of bonds authorized by this act."

III. EXAMINATION OF ALTERNATIVES

As was pointed out in the Methodology Section, the Task Force gave consideration to a number of reorganization arrangements, such as:

Alternative 1. Combine the Commission of Outdoor Recreation with the Department of Conservation and Economic Development or create a new state agency to include COR and the Division of Parks.

These changes would eliminate or combine citizen boards, thus reducing the opportunity for citizen involvement in the policies and programs of State Government. The planning and funding program of the Commission of Outdoor Recreation and the acquisition and development program of State Parks would be controlled by one citizen board rather than two--giving the controlling Board the opportunity to divert a larger percentage of the funding to the State Park Program, at the expense of local and regional park programs. The Task Force believes that the present arrangement, whereby the Division of Parks receives authorization from the Board of Conservation and Economic Development to acquire lands and develop facilities before going to the Commission of Outdoor Recreation to request funding for the projects, offers the citizens of Virginia an extra opportunity to ensure that the projects are consistent with the State comprehensive outdoor recreation plan. What may appear as an extra and unnecessary step, in reality is a system of checks and balances for the people of Virginia. The Task Force could find no administrative cost savings to be realized by combining the Commission of Outdoor Recreation with the Department of Conservation and Economic Development, or by creating a new State agency to include the Commission of Outdoor Recreation and the Division of Parks.

For the reasons cited above the Task Force rejected these alternatives.

Alternative 2. Combine the Division of Parks, the Commission of Outdoor Recreation, and Historic Landmarks Commission as an agency, and add the Soil and Water Conservation Commission to the Department of Conservation and Economic Development.

The formation of a single agency to include State Parks, Outdoor Recreation, and Historic Landmarks would result in one major department rather than two relatively small and somewhat specialized commissions (Historic Landmarks and Outdoor Recreation). It is a distinct possibility that additional costs would be involved to provide administrative and accounting support services for the new larger agency. Also, the Department of Conservation and Economic Development would be reduced in size with the removal of the Division of Parks, where it is currently administered effectively and with no apparent problems.

While the above activities have certain common interests and working relationships, the same situation exists with a number of other State agencies. Further, the activities of each are unique with respect to program execution. The primary efforts in the Division of State Parks are acquisition, development, maintenance and operation of facilities. Historic Landmarks is a highly specialized function in which its Board members contribute technical expertise. Outdoor Recreation is a major planning and coordinating activity. The qualifications of people in the agencies are different, as are their basic objectives.

Addition of the Soil and Water Conservation Commission to the Department of Conservation and Economic Development, would not improve the existing working relationships. Further, such an

amalgamation would appear, (if not in fact), to affect the independent identity and effectiveness of the Soil and Water Conservation activities. Although the latter agency is relatively small, its local activities are widespread, well developed, and somewhat complex. The loss of a board dealing solely with soil and water would deprive local authorities of what they regard as their State representation. To place this function under another board (Conservation and Economic Development), already advising on a wide range of activities, is undesirable.

The overall effect of this alignment would be to reduce by two the number of State agencies. The reduction would be achieved by eliminating three commissions whose primary functions are planning, coordinating and providing assistance to local agencies or organizations. These commissions' accomplishments are reflected in and dependent upon the efforts of local counterpart agencies, citizen groups and individuals. Eliminating these commissions, through consolidation, would reduce citizen input into State government in program areas that are heavily dependent on local agencies and citizens for implementation. In addition, consolidation would make the system less responsive and effective by lengthening the lines of communication from local counterpart agencies and organizations through an enlarged state agency to the various federal agencies.

Alternative 3. Combine the Historic Landmarks Commission and the Commission of Outdoor Recreation as an agency.

In a broad sense these two agencies both seek to preserve parts of the natural and cultural heritage, but the similarity in objectives ends with that generality.

The difference in the activities of these two agencies is both apparent and real. The Commission of Outdoor Recreation seeks to

preserve and develop the necessary space and facilities to provide Virginians with the full range of outdoor recreational opportunities. Although the Commission of Outdoor Recreation strongly encourages private enterprise and private philanthropy to provide recreational opportunities, they have, as a major program, the responsibility of granting state and federal funds to governmental agencies for providing public outdoor recreation facilities. The Historic Landmarks Commission, on the other hand, seeks to identify and help preserve structures and sites of historic or architectural importance. The Historic Landmarks Commission accomplishes its mission by providing seed money for research and restoration and technical advice in restoration and easements.

In addition to these differences in the specific functions of the two agencies, there is a profound difference in the nature of the two resources concerned. Both the diverse recreational opportunities offered by our natural environment and the physical remains of our heritage play a major part in making Virginia a uniquely attractive place to live or visit. The skills required for the protection of these valuable but fragile resources are quite different, so that policy which is sensitive to them should be formulated by two different groups. Such a situation now exists. The Commission of Outdoor Recreation and the Virginia Historic Landmarks Commission, along with their respective staffs, are composed of people well qualified to develop policy for the protection and proper development of a particular resource.

Because these commissions are necessarily constituted of people of distinctly different interests and experience, an amalgamation

of these two groups would tend to do an injustice to both programs, since the prospect of finding potential commission members truly knowledgeable in both historic preservation and outdoor recreation is remote.

While there is potential for harm, there appear to be no counterbalancing benefits. Such coordination as is needed already exists, and the Task Force does not believe that combining these two agencies would enhance their effectiveness.

IV. CONCLUSIONS

The Task Force does not believe it is feasible to expect one administrative unit to deliver efficiently the services now provided by the agencies represented in this study. The Secretary of Commerce and Resources provides guidance and assistance to the agencies with respect to policies, goals and objectives. The Secretary coordinates policies, goals and objectives with other agencies for consistency and to eliminate duplication or conflicts. The Task Force could not find inconsistent policies, goals, or objectives in the areas of State Parks, Outdoor Recreation, Outdoors Foundation, Historic Landmarks, and Soil and Water Conservation Programs.

The Division of Parks of the Department of Conservation and Economic Development is the only land managing agency in the sense of acquiring land, developing facilities and providing programs for the public. The other agencies have planning, coordinating and funding responsibilities; however, they do not purchase, develop, operate or maintain land or structures.

Although many of the activities of the various agencies studied are compatible and complementary to each other, there appears to be no overlap of responsibility or duplication of effort. The agencies are

operating efficiently and effectively with clear lines of responsibility and accountability. The public, over a period of years, has gained an understanding of where the program responsibilities reside. The agencies studied are coordinating and communicating freely and effectively through both formal and informal channels.

One area of major concern to the Task Force is the possibility of eliminating or combining citizen boards and commissions through reorganization. This action would lessen the opportunity for citizen involvement in the programs of State Government. The Commission of Outdoor Recreation, the Virginia Historic Landmarks Commission and the Soil and Water Conservation Commission have boards composed of lay citizens and agency heads. Agency head membership on boards and commissions has facilitated coordination between the various agencies.

There would be strong local resistance to any significant change in the organization and operation of the Soil and Water Conservation Commission. In fact, the Task Force believes that local counterpart agencies, whether they be Soil and Water Conservation District Boards, local Park and Recreation Agencies, or Historic Preservation groups would strongly object to a single land managing agency being responsible for all of the programs provided by the agencies under study. Local counterpart agencies, whether public or private, are familiar with program responsibilities and reorganization may be perceived by them as an effort to lessen various interest groups' voice in State Government.

The Soil and Water Conservation Commission, Historic Landmarks Commission, and Virginia Outdoors Foundation have arrangements with other agencies for routine accounting and personnel matters; therefore, it is unlikely that administrative costs would be reduced by combining

agencies. In fact, one could effectively argue that a new single department might require additional personnel to carry out these responsibilities.

The Commission of Outdoor Recreation is responsible for allocating State and Federal funds to other state agencies and local units of government to implement the Virginia Outdoors Plan. A new department that would combine the funding program of the Commission of Outdoor Recreation and the State Parks' acquisition and development program could divert a larger percentage of the funding to the State Park acquisition and development program, leaving fewer funds to be shared with the localities.

The Virginia Outdoors Foundation and the Historic Landmarks Commission have done commendable jobs in representing the interests of private donors of open space and historic easements to the Commonwealth. Potential donors have expressed serious reservations about making donations of land or easements to a land managing agency. We believe the Commonwealth should maintain these mechanisms for encouraging the private sector to participate in the protection and preservation of our open space lands and historic sites.

It would appear that nothing could be gained by having a new department or an existing department responsible for the overall supervision and financial management of the Jamestown Foundation, Gunston Hall, the Independence Bicentennial Commission and other similar organizations "but not for their day-to-day operating activities." The Task Force envisions the certainty of conflicts resulting from unclear lines of responsibility under such an arrangement.

As matters now stand, the aims and objectives of the Heritage Trust can be accomplished through established agencies whose activities appear to be well coordinated under authority of the Commission of

Outdoor Recreation, the Secretary of Commerce and Resources, and through the voluntary cooperation that has long existed between and among State agencies with related interests.

On the basis of a review of the above findings and conclusions, individually and in the aggregate, there appears to be insufficient grounds to recommend any change in the existing organizational arrangements. Each activity has relatively well defined responsibilities, and is executing its programs forcefully and effectively. The various agencies studied have multiple relationships with other State, local and federal organizations which are well established and understood. The Task Force could find no evidence that work could be conducted more effectively or efficiently, and additional operating costs might even be involved if consolidations are effected. In fact, there is a concern among the Task Force members that substantive changes in the existing organizational arrangements would be counter-productive to the programs involved and to the public interest. It would appear that consolidation would produce primarily a cosmetic change by eliminating a few small agencies, but that the actual net impact would be negative.

V. RECOMMENDATIONS

Based on the findings, the examination of alternatives, and conclusions it is recommended that:

1. The existing organizational structures and alignment of responsibilities of the agencies responsible for state parks, outdoor recreation, outdoors foundation, historic landmarks, and soil and water conservation programs not be altered.
2. The Heritage Trust as proposed during the 1977 Session of the General Assembly not be undertaken.

