

**REPORT OF THE
COMMISSION ON LOCAL GOVERNMENT**

**Report On The
Impact Of Annexation
and Immunity Actions On
Affected Localities With
Regard To State Aid,
Mandates, And Regulations**

**TO THE GOVERNOR AND
THE GENERAL ASSEMBLY OF VIRGINIA**



HOUSE DOCUMENT NO. 27

**COMMONWEALTH OF VIRGINIA
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COMMONWEALTH of VIRGINIA

Commission on Local Government

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December 29, 1988

The Honorable Dorothy S. McDiarmid, Chairman
House Appropriations Committee

The Honorable Hunter B. Andrews, Chairman
Senate Finance Committee

On behalf of the Commission on Local Government, the attached report on the financial impact of annexation and immunity actions on affected localities with regard to State aid, mandates, and regulations is hereby submitted. This report has been prepared by the members of the Commission on Local Government pursuant to Item 76 of the Appropriations Act for the 1988-90 biennium.

Sincerely,

A handwritten signature in cursive script, appearing to read "M. H. Wilkinson".

M. H. Wilkinson
Executive Director

MHW/bb

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REPORT OF THE COMMISSION ON LOCAL GOVERNMENT
FINANCIAL IMPACT OF ANNEXATION AND IMMUNITY ACTIONS
ON AFFECTED LOCALITIES

SCOPE OF STUDY

Item 76 of the Appropriations Act for the 1988-90 biennium directed this Commission to study the "financial impact of annexation and immunity actions on affected localities with regard to state aid, mandates, and regulations." The Commission was directed to undertake the study as a result of legislation introduced before the 1988 session of the General Assembly in behalf of Pittsylvania County which would have prevented any reduction in State financial assistance to that locality for a five-year period as a result of the January 1, 1988 annexation by the City of Danville.¹ Thus, while the Commission on Local Government was directed to undertake a general study of the financial impact of annexation and immunity actions on affected localities, the impetus for the study was the recent annexation experienced by Pittsylvania County.

The annexation experienced by Pittsylvania County on January 1, 1988 transferred to the City of Danville 26.83 square miles of territory and approximately 10,300 persons.² With respect to the general financial impact of that annexation on the two localities, it should be noted initially that the reviewing court, under the authority granted it by statute, directed the City to provide the County with certain compensation to assist it during a period of transition.³ The court directed that the City (a) pay the County \$1.45 million for the acquisition of County-owned schools and other property in the area annexed, (b) assume responsibility for the retirement of 23.5% of the County's outstanding indebtedness, and (c) compensate the County \$1.9 million annually for a five-year period for its prospective loss of net

¹S. B. 386 (1988). The proposed legislation would also have authorized State agencies to review all programmatic mandates and regulations which they administer relative to local governments and would have permitted them "to suspend, defer, reduce, or otherwise adjust" Pittsylvania County's obligations under those mandates and regulations for the same five-year period of time.

²City of Danville v. County of Pittsylvania, et al., Order of Annexation, Case No. 84-171, Circuit Court of Pittsylvania County, July 7, 1986.

³Sec. 15.1-1042, Code of Va.

tax revenue.⁴ In directing the City of Danville to compensate the County for the loss of net tax revenue, the court excluded from consideration the County's loss of intergovernmental assistance. The trial court's decision on this issue was based upon the provision in Section 15.1-1042 of the Code of Virginia which states that a county may be compensated for its "prospective loss of net tax revenues . . . , to such extent as the court in its discretion may determine, because of [the] annexation of taxable values to the city." The trial court construed this language, consistent with a previous Virginia Supreme Court decision, to exclude from the compensatory payments imposed on the city any reduction in federal and State assistance which would be experienced by the county as a result of annexation.⁵

Pittsylvania County's request for extraordinary State assistance through June 30, 1993 rested, in part, upon the fact that the compensatory payments by the City of Danville were not intended to cover the County's loss of intergovernmental aid. Apparently based in large measure upon this situation, financial consultants for Pittsylvania County estimated in early 1988 that the County would experience during FY1989 "Uncompensated Damages due to Annexation" of approximately \$1.4 million.⁶

⁴City of Danville v. County of Pittsylvania, Order of Annexation, July 7, 1986. Annexation courts have generally required annexing cities to assume a portion of a county's outstanding indebtedness based upon the percentage of the county's property assessables annexed. The property assessables in the area annexed by Danville were estimated to be 19% of those in the County generally. The annexation court, however, required the City to assume a portion of the County's outstanding indebtedness based upon the percentage of the County's local tax collections derived from the area annexed by Danville. That percentage was determined by the court to be 23.5%.

⁵County of Rockingham v. City of Harrisonburg, 224 Va. 62 (1982). In interpreting Section 15.1-1042 the Supreme Court stated that "we hold that the funds a county hopes to derive from State and federal appropriations are not prospective tax revenues" within the contemplation of Code Section 15.1-1042(c). (*Ibid.*, 89.) As a pragmatic matter, this Commission observes that intergovernmental aid is generally distributed to localities on various measures of need (e. g., population, the average daily membership in the public schools, welfare caseloads, etc.) and is decreased when the objective measure of need is diminished.

⁶Robinson, Farmer, Cox Associates, County of Pittsylvania, Virginia, Financial Forecast for the Fiscal Years Ending June 30, 1989-93, [Jan. 1988], p. 3.

This Commission recognizes that the annexation experienced by Pittsylvania County on January 1, 1988 provided the impetus for this study and, accordingly, has made it a major focal point for analysis. That annexation, however, may be utilized as an appropriate context for reviewing the timing and procedures by which State agencies generally make adjustments in the financial assistance programs which they administer in instances of annexation.

PROCEEDINGS OF THE COMMISSION

On April 14, 1988 the Commission met with representatives of Pittsylvania County, the City of Danville, the Virginia Association of Counties (VACO), and the Virginia Municipal League (VML) for the purpose of receiving comment with respect to the conduct of the Item 76 study.⁷ After consultation with those officials, the Commission decided to hold a series of hearings around the State and, with the assistance of the two local government associations, to solicit comment from all of the Commonwealth's political subdivisions with respect to the issues under review.⁸ General announcements of the study and of the Commission's various hearings were made by the two local government associations to their memberships. In addition, the Commission solicited comments directly from 62 counties, cities, and towns in Virginia which had been affected by annexation and/or immunity actions since 1975.⁹

IMPACT OF ANNEXATION ON AFFECTED LOCALITIES

GENERAL CONSIDERATIONS

Impact on Local Fiscal Conditions

If municipal annexations in Virginia have resulted generally in an undue reduction in State aid to counties, such reductions in State assistance would be reflected, in our judgment, by concomitant increases

⁷Commissioner Donald N. Johnston, Vice Chairman, did not participate in the conduct of this study due to illness and, consequently, is not a signatory of this report.

⁸The public hearings were held on May 17 (Richmond), June 27 (Roanoke), July 26 (Berryville), and September 13, 1988 (Richmond). Nine localities made presentations to the Commission at those hearings, and others submitted written comment for the Commission's consideration.

⁹Most of the localities invited directly by the Commission to submit comment had been involved in annexation or immunity actions during the current decade.

in local fiscal effort to maintain appropriate services. In order to examine this issue, the Commission reviewed trends in local fiscal effort with respect to six sets of political subdivisions in Virginia which have experienced major annexation actions since 1970. The data reviewed by this body recorded changes in effective true real property tax rates, total local property tax collections per capita, total local-source revenues per capita, and net debt per capita for the affected localities. To the extent that the annexations experienced by those jurisdictions resulted in too severe or precipitous a change in the distribution of State aid, or in inequitable compensation being paid by the annexing city, the data should reflect disproportionate changes in the local tax burdens of the affected counties and cities.

Attachment A contains a set of graphs depicting changes on the four specified fiscal dimensions for those localities involved by the annexations effected by the Cities of Richmond, Petersburg, Bristol, Lynchburg, Roanoke, and Harrisonburg. An analysis of those graphs indicates that those six annexations did not result in any precipitous or disproportionate increase in the local fiscal burdens of the affected counties, nor in any inordinate reduction in the local tax burdens of the cities. Thus, the historical evidence reviewed by this Commission does not suggest that annexations have resulted in any undue constriction of intergovernmental aid to counties, nor in other conditions which required the affected counties to bear an extraordinary additional local fiscal effort.¹⁰

While the historical evidence cited above does not indicate that municipal annexations have imposed upon the affected counties any inordinate or dramatic changes in their fiscal burdens, it is appropriate to consider the magnitude of the annexation confronted by Pittsylvania County in relation to annexations of prior years. Attachment B lists the percentage of a county's total property values decreed by the courts for annexation by cities in 17 instances since 1955. As that attachment discloses, in 9 of the 17 instances, counties confronted a greater percentage loss of their locally assessed property values than did Pittsylvania County in the annexation which it experienced on January 1, 1988.¹¹ While the annexation experienced by Pittsylvania County has been the most significant since 1980 (in terms

¹⁰The State's annexation statutes direct the reviewing court to "balance the equities in [a case], and . . . enter an order setting forth what it deems fair and reasonable terms and conditions, . . ." (Sec. 15.1-1042, Code of Va.) The data presented in Attachment A suggest that the reviewing courts have been successful in complying with that statutory requirement.

¹¹The term "locally assessed property values" includes the values attributed to real, personal, machinery and tools, and other forms of tangible property.

of the percentage of property assessables annexed), it was exceeded in magnitude in four instances during the previous decade.¹² Accordingly, the annexation experienced by Pittsylvania County on January 1, 1988 was clearly not unusual in terms of the fiscal resources affected.

A further issue appropriate for consideration is the contention that, as a result of changes in the relative significance of State assistance to counties, current annexation actions have a more profound fiscal impact on the affected counties than those occurring in the previous decade. To investigate this issue the Commission examined changes in the magnitude of State assistance to counties in relation to their total general revenue between Fiscal Years 1970 and 1987. Attachment C reveals that State intergovernmental aid as a percentage of total county general revenue in Virginia increased only from 33.75% to 34.3% during that 17-year interval.¹³ Thus, the data do not indicate that current annexations would have a greater impact in terms of State aid distributions than those experienced by other counties since 1970.

FISCAL CONDITIONS OF PITTSYLVANIA COUNTY

Revenue Base

In examining the propriety of additional State aid for Pittsylvania County as a result of the annexation it experienced on January 1, 1988, consideration should be given to the relative fiscal condition of that locality. To this end, the Commission analyzed the comparative jurisdictional wealth of all Virginia's counties and cities utilizing three conventional measures of local revenue capacity - true real estate and public service corporation property values, adjusted gross income, and taxable retail sales. Attachment D is a statistical table presenting the jurisdictional wealth of Virginia's counties and cities on a per capita basis for 1986 (the latest year for which all data are available), calculated by three different methodologies (each assigning a different weight to the three measures of jurisdictional wealth). As Attachment D indicates, regardless of the methodology utilized, Pittsylvania County, as of 1986, had a comparatively weak revenue base. Based on either Method 1 or Method 2, Pittsylvania County had a measure

¹²The annexations experienced by the Counties of Frederick, Prince George, Campbell, and Roanoke encompassed a larger percentage of county property assessables.

¹³Total county general revenue encompasses all general revenues derived locally, as well as all State and federal assistance received.

of jurisdictional wealth per capita which exceeded that in only 18 of the Commonwealth's 136 counties and cities.¹⁴

Revenue Effort

This Commission recognizes, however, that examination of the resource base of a locality alone is insufficient for evaluating the comparative fiscal condition of a jurisdiction. Consideration must be given to the extent to which a locality is required to utilize its revenue base to meet the needs of its residents. Fiscal effort, in our judgment, is a more appropriate measure of a locality's fiscal condition than revenue base. Attachment E is a statistical table which evaluates, based on FY1987 local-source revenue collections and tax year 1986 jurisdictional wealth (measured alternatively by the three distinct methods), the extent to which Virginia's counties and cities were required to utilize their revenue bases to serve their populations. That attachment discloses that, regardless of the method utilized for the calculation of revenue base, the fiscal effort made by Pittsylvania County was one of the lowest in the Commonwealth. Based on Method 1 (the method traditionally utilized in Virginia for measuring local

¹⁴The three different methods utilized by the Commission in calculating jurisdictional wealth vary in terms of the weight assigned to each of the three revenue dimensions - true real estate and public service corporation property values, adjusted gross income (AGI), and the taxable retail sales. In Method 1, true real estate and public service corporation property values are assigned a weight of .5; AGI, .4; and taxable retail sales, .1. The weighting scheme in Method 1 is based upon the formula utilized by the State in the calculation of the local index of "ability-to-pay" used in the distribution of Basic School Aid. That formula, in turn, was developed in recognition of the fact that at the time of its original adoption local governments in Virginia generated collectively approximately 50% of their local source revenues from real property, 10% from taxable retail sales, with the remaining portion being derived from other revenue sources (for which the State used local AGI as a proxy). In Method 2, a weight of .45 has been assigned to the true value of real estate and public service corporation properties, .46 to AGI, and .09 to taxable retail sales. Those weights represent the percentage of all locally generated revenues derived from the respective sources in FY1986. In Method 3, the Commission has assigned different weights to each of the three revenue sources for each locality based upon the extent to which the individual locality utilized those sources for revenue generation.

revenue bases), only 7 of Virginia's 136 counties and cities recorded a lower fiscal effort than Pittsylvania County in FY1987.¹⁵

As an alternative to evaluating a locality's revenue effort in relation to a composite revenue base, as presented above, the fiscal effort of Virginia's counties and cities can be examined separately in relation to their population, true real estate and public service corporation property values, and the adjusted gross income (AGI) of their residents. Attachment G is a statistical table offering such an analysis based upon the local-source revenue collections of Virginia's counties and cities in FY1987 (the latest year for which such data are available). The data presented in that attachment disclose that Pittsylvania County generated less local-source revenue per capita (\$158) and in relation to the AGI of its population (\$21.82) than any other county or city in Virginia in FY1987. Further, based upon the true value of real estate and public service corporation properties, only 8 of Virginia's 136 counties and cities generated less local-source revenues than did Pittsylvania County (\$7.57/\$1,000 true value) during that fiscal year.¹⁶ Thus, the data clearly disclose that Pittsylvania County bore one of the lowest revenue burdens of any Virginia county or city in FY1987 (the fiscal year immediately preceding the annexation).¹⁷

¹⁵See Attachment F for mean and median scores of the jurisdictional wealth and revenue effort of Virginia's counties and cities based on the three different methodologies.

¹⁶The last column in Attachment G compares local-source revenues in relation to a composite measure of jurisdictional wealth (based .5 on true real estate and public service corporation property values, .4 on AGI, and .1 on taxable retail sales). This weighting scheme has been identified elsewhere in the various attachments and throughout this report as Method 1.

¹⁷An alternative way of measuring a locality's fiscal effort could be obtained by comparing its fiscal effort (i. e., local revenues and tax levies) to its revenue capacity as measured by the representative tax system (RTS). Under the RTS methodology, a theoretical revenue capacity for each locality is obtained by multiplying each major component of the locality's revenue base (e. g., real property) by the Statewide average rate applied by localities to that revenue component. This means of measuring local fiscal effort has not been emphasized in this report due to the fact that all data required for a calculation of 1986/87 local revenue capacity based on the RTS system are not available. However, based on 1985/86 data, Pittsylvania County's fiscal effort, measured on the basis of the RTS system, exceeded that of only two of Virginia's 136 counties and cities, with the County utilizing only 40.2% of its revenue capacity. Fairfax and Buchanan Counties, in contrast, exerted fiscal effort of 127.7% and 115.4%, respectively, based on 1985/86 data and their RTS-calculated revenue bases. (These calculations will be contained in a forthcoming report by the Commission

In order to determine the extent to which the January 1, 1988 annexation would alter the fiscal condition of Pittsylvania County, the Commission recalculated the fiscal effort of the County for FY1987 after reducing its population and revenue base commensurate with the annexation. In undertaking this exercise, the Commission did not reduce the local-source revenues collected by Pittsylvania County during FY1987 but, for purposes of analysis, assumed that the County would have continued to raise the same revenues, even though it would have been required to serve a population reduced by approximately 10,300 persons. Such an assumption, we realize, would have the effect of overstating the County's fiscal effort for that year.

Attachment H is a statistical table measuring the fiscal effort of Virginia's counties and cities in FY1987, after adjustments have been made in the tax bases of Pittsylvania County and the City of Danville commensurate with the annexation effected January 1, 1988. That attachment reveals that, even after the reduction in its revenue base due to the annexation and with the assumption that the County would collect the same revenues as it did for its pre-annexation population, Pittsylvania County would still have had the lowest per capita local-source revenue collections of any county or city in Virginia during FY1987. Moreover, when local-source revenues are analyzed in relation to AGI after the adjustment, only one Virginia locality would have collected less revenue than did Pittsylvania County (\$27.77) in FY1987. Finally, when local-source revenues are considered in relation to the composite measure of local wealth traditionally used in Virginia (based .5 on true real estate and public service corporation property values, .4 on AGI, and .1 on taxable retail sales) subsequent to the adjustment for the annexation, the fiscal effort of Pittsylvania County in FY1987 would have exceeded that in only 15 of Virginia's 136 counties and cities.¹⁸

on Local Government.)

¹⁸In undertaking the calculations in Attachment H, the Commission also assumed that the City of Danville would not increase its revenue effort, even though that municipality would have been responsible for serving an additional 26.83 square miles of territory and an additional 10,300 persons. This assumption understates the local revenue effort which would have been required by the City to serve the enlarged municipality. Even with these revenue assumptions and the adjustment in revenue bases due to the annexation, the City of Danville would have made, on every dimension of measurement, a local revenue effort more than double that of Pittsylvania County in FY1987.

Pittsylvania County's 1988 Tax Rates

While the data reviewed above indicate that Pittsylvania County bore an extremely modest local revenue burden in FY1987, and that adjustments for the annexation effected on January 1, 1988 would not have substantially altered that fact, this Commission notes that Pittsylvania County has increased its tax rates in 1988 on several revenue sources and has established a new consumer utility tax. With respect to real property, the County has increased its rate from \$.35 to \$.43 per \$100 of assessed value. Even with this increase, however, only a small number of Virginia localities enjoy a lower real property tax rate than Pittsylvania County during the current year.¹⁹

Attachment I is a series of tables comparing the 1988 tax rates in Pittsylvania County with those in effect in other Virginia localities. That attachment indicates that, notwithstanding the annexation of January 1, 1988, Pittsylvania County continues to have one of the lowest local tax burdens of any county or city in Virginia. In sum, the evidence available to this Commission does not enable us to conclude that Pittsylvania County has been fiscally incapacitated by the annexation it experienced on January 1, 1988, nor does it permit us to recommend any extraordinary State measures to assist the County as a result of the annexation.

ADJUSTMENTS IN STATE ASSISTANCE PROGRAMS SUBSEQUENT TO ANNEXATION

As part of the study directed by Item 76, this Commission undertook an examination of the processes by which State agencies make adjustments in the local assistance programs which they administer in instances of municipal annexation. In undertaking this examination, the Commission gave principal attention to the specific State aid programs, mandates, and regulations which were cited by local governments as appropriate for review.

Education

A major concern of localities affected by annexation is the impact of those actions on their receipt of State educational assistance. Since annexations affect a locality's composite index of "ability-to-pay," which is used to determine the local share of the cost of funding the educational program prescribed by the State's Standards of Quality

¹⁹The evidence available to the Commission indicates that only seven Virginia localities presently have real property tax rates lower than Pittsylvania County.

(SOQ), and its student population, they can have a significant effect on the distribution of State educational assistance to the affected localities.

Local Composite Index and SOQ Program. Usually an annexation will result in increasing the composite index of the annexing city and decreasing that of the affected county. Such changes in the local composite index would result in increasing the city's share of the cost of funding the SOQ program and decreasing that of the affected county. We note that since the present educational funding arrangement was established in Virginia for the SOQ program, the Department of Education has been authorized by the biennial Appropriations Act to make timely adjustments in the local composite index for localities affected by annexation.²⁰ These provisions in the Appropriations Act have facilitated, in our judgment, timely and equitable adjustments in the level of State educational assistance to the affected localities.

In addition, the current Appropriations Act contains other provisions which can be utilized by State education officials to cushion the impact of annexation. Current provisions permit the State Department of Education (a) to assist localities experiencing an enrollment loss, (b) to ensure a minimum increase in State aid in FY1989 with a guarantee of no reduction in such aid in FY1990, and (c) to impose a cap of .04 on increases in the local composite index.²¹ These various provisions in the Appropriations Act have given State education officials added flexibility to make equitable adjustments in State educational assistance to localities affected by annexation. A continuation of those provisions in subsequent legislation would facilitate equitable adjustments in State educational support in future years.

In terms of the application of this State funding flexibility for Pittsylvania County, it is significant to observe that the County is expected to receive \$1.1 million of additional State aid in FY1989 as a

²⁰See Ch. 800, Acts of Assembly, 1988, Item 136 B(4).

²¹Ibid., Item 36 B(7), (8). While the cap of .04 applicable to increases in the composite index for localities is specifically intended to assist localities adversely affected by the change from the use of "personal income" to AGI, it has provided educational officials with an alternative implement to cushion changes in State educational aid distributions.

result of the "minimum gain/no loss" provision.²² Further, it is relevant to note, that while the County's average daily membership (ADM) is expected to decrease by 2059 students, or by 18%, between school years 1987-88 and 1989-90, its educational assistance from the State for the SOQ program is projected to increase during the current biennium by 2.4% over that received during the 1986-88 biennium.²³ While this increase in State aid to the County reflects in part the State's assumption of a larger portion of the cost of the SOQ program throughout the Commonwealth, it is notable in view of the significant decrease in the County's ADM.

With respect to the issue of the general impact of annexation on State educational aid to localities affected by annexation, the Commission reviewed changes in the level of State and local funding of educational programs in Rockingham County and the City of Harrisonburg between 1980 and 1987. Since those localities experienced an annexation on January 1, 1983, they afford an opportunity to review the impact of annexation on the funding of local educational programs over an extended number of years. Attachment J is a set of graphs and tabular data recording changes in State assistance and local expenditures for education in relation to student ADM in the two jurisdictions during the period indicated. Attachment J reveals that, based on total educational aid per student in ADM, Rockingham County has continued to experience an increase in State educational assistance each year subsequent to annexation and, further, that the annexation has not resulted in any disproportionate increase in the County's local expenditures for operations per student in ADM. Accordingly, the evidence in this case indicates that the adjustments which were made in State educational support to that local school division were equitable and did not place an inordinate burden on the County.

Teachers' Salary Mandates. During the course of our review, both Pittsylvania County and the City of Danville expressed concern regarding the impact of annexation on their ability to comply with the new State mandate requiring average annual increases of 7.3% in teacher salaries during the 1988-90 biennium. The County contended that the annexation

²²Donald J. Finley, Secretary of Education, and S. John Davis, Superintendent of Public Instruction, memorandum to Pittsylvania County legislative representatives and local officials, March 12, 1988. The additional \$1.1 million of aid to Pittsylvania County under the "minimum gains/no loss" provision is recorded in a table dated "3/11/88" attached to the memorandum.

²³Ibid. The State Department of Education has revised the projected sales tax distributions to the County to amounts of \$4,481,018 and \$4,840,793 for fiscal years 1988-89 and 1989-90, respectively. The percentage increase in State SOQ assistance (2.4%) has been calculated based on the revised figures.

had weakened its fiscal condition and made full compliance with the mandate difficult. The City of Danville expressed concern regarding its ability to meet the State salary mandate in view of its need to employ a large number of new teachers to serve its enlarged student population. While the County's concern with the teacher salary mandate rested solely on its fiscal condition, which we addressed in an earlier section of this report, Danville raised a technical objection to the teacher salary mandate which merits further consideration here.

Danville noted that, as a result of the annexation, it would be required to hire an additional 82 teachers for the 1988-89 school year, with the initial salary of many of those teachers being set at the entry level. As a result of this situation, Danville observed, its 1988-89 average classroom teacher's salary would be lowered, thereby necessitating disproportionate local expenditures to effect the annual mandated average salary increase. State Department of Education officials, however, have stated that sufficient flexibility exists to address this concern. Those officials have indicated that the Department of Education has the authority to allow localities, in appropriate instances such as annexation, to adjust the means of calculating the mandated salary increases, thereby avoiding the distortion resulting from a large number of new teachers entering a system.²⁴ Accordingly, it appears to this Commission that State education officials have the requisite flexibility to apply the teacher salary mandate equitably for the City of Danville and in other instances of annexation.²⁵

Pupil Transportation. The Appropriations Act for the 1988-90 biennium established a new formula for the distribution of State aid to school divisions for pupil transportation.²⁶ That formula created State-recognized and prescribed levels of pupil transportation costs for local school divisions (utilizing 1985-86 data) based upon their varying

²⁴Testimony of Donald J. Finley, Secretary of Education, Transcript of Public Hearing of the Commission on Local Government: Impact of Annexation and Immunity Actions on Affected Localities with Respect to State Aid, Mandates, and Regulations (hereinafter cited as Hearing Transcript), Sep. 13, 1988, pp. 13-14.

²⁵Both Pittsylvania County and the City of Danville have certified their compliance with the teacher salary mandate for the 1988-89 school year.

²⁶Ch. 800, Acts of Assembly, 9188, Item 134(7).

geographic size and the number of students transported.²⁷ The City of Danville has contended that its receipt of State support for pupil transportation for the 1988-89 school year is inappropriate due to the fact that the formula utilized does not reflect the City's enlarged pupil transportation responsibilities resulting from the annexation.²⁸

State Department of Education officials have acknowledged the need to address Danville's situation and have indicated their intention to seek additional funds from the General Assembly to assist the City with its pupil transportation concerns.²⁹ Such an adjustment in State support to the City of Danville for pupil transportation appears appropriate. The Department of Education should have the capacity to make appropriate and timely adjustments in State aid for pupil transportation for Danville and for other localities affected by annexation.

State Support for Constitutional Officers

The Compensation Board annually approves budgets for each local constitutional officer and establishes in such instruments the level of State support for those officials and their activities. The Compensation Board, however, can amend the budgets for local constitutional officers at any time during the fiscal year in recognition of changed conditions.

²⁷See Joint Legislative Audit and Review Commission, Funding the Standards of Quality, Part II: Standards of Quality Costs and Distribution, Senate Document No. 25 (1988), pp. 35-37.

²⁸City of Danville, "Testimony of the City of Danville on the Financial Impact on Annexation with Regard to State Aid, Mandates, and Regulations" (hereinafter cited as "Danville Testimony"), May 17, 1988, pp. 4-5.

²⁹Kathryn S. Kitchen, Director of Budget, Department of Education, communication with staff of Commission on Local Government, Sep. 13, 1988. Calculations made by Department of Education officials in March 1988 projected a \$61,597 decrease in State pupil transportation assistance to Danville during the 1988-90 biennium despite a projected increase in the City's system of 1,425 students in ADM. (Donald J. Finley, Secretary of Education and S. John Davis, Superintendent of Public Instruction, memorandum to City of Danville legislative representatives and local officials, March 12, 1988. The data reporting the projected change in the level of funding appears on a statistical table dated "3/11/88" attached to the memorandum.)

With respect to the City of Danville - Pittsylvania County annexation, the Compensation Board made adjustments in the level of State support for Danville's constitutional officers prior to January 1, 1988 in recognition of the increased responsibilities which those officers would bear. Alternatively, despite the transfer of 26.83 square miles of territory and approximately 10,300 persons to Danville on January 1, 1988, the Compensation Board made no decrease in the level of State support for the County's constitutional officers for either FY1988 or FY1989. Indeed, the Compensation Board authorized an additional attorney for the County's Commonwealth Attorney's office for FY1989, with the new position being fully funded by the State.³⁰

From our perspective, the Compensation Board has sufficient authority to adjust the level of State support to constitutional officers in instances of annexation and utilized that authority in a timely manner with respect to the City of Danville - Pittsylvania County annexation.

HB 599 Law Enforcement Assistance

The Cities of Danville and Harrisonburg and the Town of Christiansburg expressed concern to this Commission that the Department of Criminal Justice Services (DCJS) does not adjust in a timely manner, in instances of annexation, the formula which it utilizes for the distribution of law enforcement assistance under House Bill 599. The City of Danville noted that, while its annexation took effect on January 1, 1988, the formula utilized by DCJS will not be revised to reflect that annexation until January 1990, with the revised formula not being utilized until July 1, 1990.

Under current statutory provisions, DCJS develops its formula for the distribution of law enforcement assistance under HB 599 in the fall of odd-numbered years, utilizing data from a statutorily prescribed "base year." The "base year" is statutorily defined as "the most recent fiscal year for which comparable data are available" for the different measures used in the formula.³¹ As a result of this statutory arrangement, the formula developed by DCJS in late 1987 for utilization during the 1988-90 biennium required the use of 1986 data.

³⁰The Compensation Board authorized a total of ten new positions and additional funds for office expenses to assist Danville's constitutional officers during FY1988. The new positions included an additional attorney for the Commonwealth's Attorney and six additional personnel for the Sheriff's Department.

³¹Sec. 14.1-84.2, Code of Va.

DCJS does not appear to have the requisite statutory authority to make timely adjustments in the HB 599 formula in instances of annexation. Accordingly, the Commission recommends that DCJS be directed to develop and propose for consideration by the General Assembly legislation which would give that agency the requisite authority to make more timely and equitable adjustments in its distribution of funds under HB 599 for localities affected by annexation. While an annexation will not always result in a municipality's receipt of additional funds under the HB 599 program, equity requires that appropriate adjustments in the distributions be made promptly.³²

State Road Assistance

Both the City of Waynesboro and the City of Danville expressed concern to the Commission regarding restrictions on their receipt and utilization of State support for the construction and maintenance of public thoroughfares in annexed areas. With respect to such concerns, the Commission notes that as a result of a 1985 legislative enactment the Virginia Department of Transportation (VDOT) currently prohibits municipalities from using road maintenance funds for lane-widening or for the construction of storm drainage, curbs, and gutters along public thoroughfares.³³ The City of Waynesboro has observed that annexing municipalities are often required to assume responsibility for public thoroughfares which require such improvements. The City has contended that restrictions imposed by VDOT on the use of State maintenance funds should be waived to permit their use to improve substandard roads in

³²Since the formula utilized by DCJS to distribute funds to eligible jurisdictions uses measures of population density, crime rates, and the incidence of welfare, an annexation could result in the annexing city receiving less State assistance. In instances where a city annexes an area largely unpopulated, with very low crime rates, and with very few welfare recipients, the resulting measures for the enlarged city may well be reduced, thereby diminishing its receipts under the program.

³³Acts of Assembly, 1985, Ch. 42. Section 33.1-23.02 of the Code of Virginia gives the Commissioner of Transportation the authority to identify highway activities which might be defined as "maintenance." Based on such authority, the Commission has defined "highway maintenance" in a manner which essentially constrains the use of such State assistance to preserving existing roadway structure and facilities in the condition as initially constructed. (VDOT, Urban Highway Manual, II K.)

annexed areas.³⁴ While this Commission recognizes the validity of the issue raised by Waynesboro, it is not clear to us that this problem should be addressed through a relaxation of the constraints imposed by VDOT on the use of State maintenance funds.

Similar to the concerns expressed by Waynesboro, the City of Danville has asserted that the area which it annexed on January 1, 1988 contained approximately 50 existing roads, serving residential concentrations, which failed to meet minimum standards for inclusion in the State highway system. Accordingly, such roads would not qualify for the receipt of State maintenance funds and, further, may not qualify for State construction assistance under the urban road construction program.³⁵ The City has contended that its ability to provide police, fire, and refuse collection services residences adjacent to those roads is impaired by their condition. Danville has urged that, in instances of annexation, municipalities be granted additional State funds in order that such deficient roads might be improved in the interest of public safety.³⁶

While this Commission recognizes that it is important to bring public roads up to State-prescribed standards for numerous public safety concerns, we do not view this issue as one created or necessarily affected by annexation. If the condition of roads affects the public safety of the residents of this Commonwealth, the issue should be addressed whether those roads have been subject to annexation or not. In view of the problems confronted by municipalities which have annexed substandard roads, and in view of our concern that such roads may present an issue meriting increased State attention, this Commission recommends that VDOT be requested to examine the adequacy of State statutory and administrative provisions relative to the prevention of

³⁴H. Jax Bowman, Director of Public Works, City of Waynesboro, letter to Ray D. Pethel, Commissioner, Virginia Department of Transportation, June 27, 1988.

³⁵The current authority of the State to assist municipalities in improving roads which create public safety concerns for residents is unclear. (See Virginia Transportation Commission, "Policy for Utilization of Federal-Aid and/or State Urban Construction Funds in Municipalities," Aug. 20, 1987.)

³⁶"Danville Testimony," p. 7. Danville's annexation did bring within the municipality 57.96 lane-miles of "arterial" roads and 130.92 lane-miles of "collector-local" roadway which were eligible for State maintenance support. That roadway was credited to the City of Danville effective January 1, 1988 and resulted in the City's receipt of \$292,675 additional dollars of State maintenance assistance during FY1988. (M. S. Hollis, State Urban Engineer, Department of Transportation, letter to staff of Commission on Local Government, Aug. 25, 1988.)

the creation of substandard roads and the means by which deficient roadway might be improved in the interest of public safety.

Library Funding

Both Pittsylvania County and the City of Danville expressed concern regarding the impact of annexation on their receipt of State library assistance. Pittsylvania County requested that, as a result of its weakened fiscal condition, the State Library Board requirement precluding any reduction in local library funding as a condition of the receipt of State aid be waived. Pursuant to that request, the State Library Board granted the waiver of that requirement as a condition for the County's receipt of State library aid in FY1989.³⁷

The City of Danville asserted that the State Library Board had not made timely adjustments in the distribution of State library assistance to the City as a result of the annexation. With respect to that contention, State library assistance to a locality is established before the commencement of each fiscal year, based on (1) the latest available data regarding the locality's population and area and (2) the level of local support for library services as reflected in the latest certified financial statement for the locality.³⁸ In accordance with that funding arrangement, Danville's receipt of State library assistance for FY1988 was determined prior to July 1, 1987 and did not reflect the increase in its population and area which would occur on January 1, 1988. Moreover, under existing funding arrangements, the City of Danville will not

³⁷The Virginia State Library Board officially waived the local funding requirement for Pittsylvania County with respect to State library support in FY1989 on February 29, 1988. The Commission notes, however, that Pittsylvania County's adopted budget for FY1989 anticipates expenditures (\$233,530) slightly in excess of the projected actual expenditures for FY1988 (\$230,022). (Pittsylvania County, Budgetary Worksheet: FY1989.)

³⁸Qualifications for the receipt of State library assistance is established by regulations issued by the State Library Board under the authority granted it by Section 42.1-48 of the Code of Virginia. Under that statutory authority, the State Library Board bases a portion of State assistance upon local expenditures for library services as recorded in the latest certified financial statement for the system. Thus, State library assistance to a locality for FY1989 would be based upon a certified statement on that locality's finances for FY1987 (the latest available at the time of allocation of State assistance).

receive full credit for its expenditures for the library services in the annexed area until State aid is distributed in FY1991.³⁹

In our judgment, more timely and equitable adjustments can be made in State library assistance to localities affected by annexation. We recommend that the State Library Board modify its regulations governing its distribution of State library assistance and, if necessary, that it propose appropriate legislation in order that it might make suitable adjustments in those distributions in instances of annexation.

Mass Transit Assistance

The City of Danville has noted that it will not be eligible to receive an appropriate adjustment in State aid until FY1991 to support an extension of its public transportation services to the area which it annexed on January 1, 1988.⁴⁰ This delayed adjustment is due to the fact that State financial assistance for the operating costs of local transit systems is based upon each system's operating expenses during the latest year for which final data are available.⁴¹ Under this arrangement, Danville's receipt of State assistance for the current year (FY1989) has been based upon the operating expenditures of its transit system during FY1987.

In view of this situation, we recommend that officials of the VDOT be requested to develop proposals for consideration by the General Assembly which would enable it to adjust in a more timely manner the

³⁹The first financial statement reflecting a full year's expenditure by Danville for the extension of library services to the enlarged city will be that for FY1989. That statement would not be prepared and available until the fall of 1989 and, accordingly, could not be utilized by the State in distributing aid in FY1990. The requirement for use of a locality's latest certified financial statement appears to rest upon a determination of the State Library Board. The statutory provisions governing the distribution of State library assistance are set forth in Sec. 42.1-48, Code of Va.

⁴⁰"Danville Testimony," p. 9.

⁴¹Section 58.1-638 of the Code of Va. governs the distribution of mass transit assistance to local transit systems. Under the provisions of that statute operating assistance is provided to a local transit system "in the same proportion as its operating expenses bear to the total Statewide operating expenses" of such systems. Thus, the City of Danville will not receive additional State assistance in recognition of its enlarged transit operations until two fiscal years after the effective date of annexation.

State's operating assistance to local public transit systems in instances of annexation. While this Commission recognizes the need of State officials to have final and authenticated local expenditure data for use in the distribution of State aid, appropriate estimates might be used, in our judgment, for additional needs occasioned by annexation. Where those estimates prove erroneous, rectifying adjustments can be made in succeeding years.

Social Services

Programmatic Costs of Social Services. The City of Danville expressed concern that the State Department of Social Services had not taken the appropriate initiative to adjust its distributions to the City and Pittsylvania County for the Title XX Program and for Employment Services as a result of the annexation but, rather, had relied upon the two localities to negotiate a transfer of funds for those programs. The City asserted that this method of adjusting social service funds was cumbersome and unduly time consuming.⁴² Notwithstanding Danville's concerns, however, a State-sanctioned, locally negotiated transfer of social service programmatic funds did occur based on the transferred caseload resulting from the annexation.⁴³ Thus, regardless of the method utilized, an appropriate adjustment was made in the distribution of these State funds as a result of the annexation. This Commission does recommend, however, that the Department of Social Services reevaluate the system utilized in the adjustment of funds in instances of annexation based on the concerns expressed by the City of Danville.

Administrative Costs. The City of Danville also expressed concern that the State Department of Social Services had been delayed in its commitment of funds to Danville in recognition of the City's increased administrative costs as a consequence of the annexation. The City proposed that immediately after an annexation has been approved by a court, the State Department of Social Services develop revised statistics regarding the level of administrative support which will be provided the affected localities.

Again, notwithstanding the concern expressed by Danville, the evidence indicates that on January 1, 1988 the State Department of Social Services did award extra administrative funds to Danville in

⁴²"Danville Testimony," pp. 9-11.

⁴³Larry B. Mason, Director, Division of Fiscal Operations, State Department of Social Services, memorandum to Franklin R. Joseph, Superintendent, Danville Department of Social Services and Don Thomas, Director, Pittsylvania County Department of Social Services, April 20, 1987.

recognition of its increased social service caseload.⁴⁴ Moreover, the Department of Social Services calculated the level of State administrative support to Danville for FY1989 by doubling the City's expenditures for the period from January 1-June 30, 1988. Thus, the FY1989 allocation of State administrative support to the City of Danville reflects a full adjustment for the annexation. This methodology will result in Danville's receipt of approximately \$50,000 more in State administrative support in FY1989 than the City would have received if the allocation had been based simply on the municipality's actual expenditures during the preceding fiscal year.⁴⁵ It is relevant to note that, while providing additional funds for administrative costs to the City of Danville as a result of the annexation, the Department of Social Services has made no reduction in the provision of such support to Pittsylvania County.⁴⁶

In sum, the State Department of Social Services appears to have sufficient authority to make full and timely adjustments in State assistance for the administrative costs of social services to localities affected by annexation, and, despite concerns over the method utilized, the Department exercised that authority in the City of Danville - Pittsylvania County annexation.⁴⁷

Local Public Health Departments

The State of Virginia operates local public health departments throughout the Commonwealth and jointly funds their operation with counties and cities through contracts with the local governing bodies. The statutory authority for the operation of the local health departments grants the State Department of Health considerable flexibility with respect to the level of State support which is provided each.⁴⁸ State Department of Health officials have stated that they possess the requisite authority to adjust the level of State support to local health departments during the course of a fiscal year, if events

⁴⁴Ray C. Goodwin, Deputy Commissioner, Virginia Department of Social Services, communication with staff of Commission on Local Government, Aug. 26, 1988.

⁴⁵The City of Danville, as all other localities in Virginia, also received an additional 3% increase in State support in FY1989 for the cost of administering social services.

⁴⁶Goodwin, communication with staff of Commission on Local Government, Aug. 26, 1988.

⁴⁷Sec. 63.1-92, Code of Va.

⁴⁸Sec. 32.1-31, Code of Va.

warrant.⁴⁹ Thus, in instances of municipal annexation State Department of Health officials have advised that they have the authority to make timely and appropriate adjustments in the level of State support to the affected local health departments. It is relevant to note that the State Department of Health made no adjustments in the level of State support for health services in Danville or Pittsylvania County for FY1988 as a result of the annexation.⁵⁰

ABC Profits and Wine Tax

The Code of Virginia directs that a percentage of the State's ABC profits and a portion of the revenues derived from the State's wine tax be distributed quarterly to localities based upon their population at the time of the preceding decennial census.⁵¹ Local population figures are, however, adjusted by the Comptroller's Office in instances of annexation based upon a certified copy of the court order effecting the annexation. Accordingly, the Comptroller's Office makes prompt adjustments in the distribution of these funds as a result of annexation.⁵² With respect to the City of Danville - Pittsylvania County annexation, adjustments were properly made in the distributions to those localities for the first quarter of calendar year 1988 in accordance with law.

State Sales Tax

The proceeds of a portion of the State sales tax (1%) are returned to localities for the support of public education. The distributions to localities under this revenue sharing program are made monthly by the State Comptroller on the basis of each locality's schoolage population

⁴⁹Robert B. Stroube, Deputy Commissioner, Virginia Department of Health, communication with staff of Commission on Local Government, Aug. 25, 1988.

⁵⁰The City of Danville and Pittsylvania County operate a joint local health department, but each locality negotiates a separate contract with the State which determines differential service levels and funding arrangements for the two jurisdictions.

⁵¹Secs. 4-22, 4-22.1, Code of Va.

⁵²The City of Harrisonburg indicated that it had failed to receive adjustments in its receipt of ABC profits for several years following its annexation which took effect on January 1, 1983. The experience of the City of Harrisonburg was due to administrative error and does not reflect an inadequacy in the law.

as certified by the Department of Education.⁵³ The evidence indicates that adjustments are made in these distributions in a timely fashion in instances of annexation. Consistent with the court order in the City of Danville - Pittsylvania County annexation case, State sales tax distributions were adjusted for the affected localities in July 1988.⁵⁴

Reduction in State Aid to Counties as a Result of Town Annexations

While town annexations do not remove property from a county's tax rolls and, accordingly, do not constrict its primary revenue resources, such annexations can diminish a county's receipt of certain State aid. Town annexations can, for example, reduce a county's receipt of State-shared revenues from ABC profits and wine taxes. As a result of this situation, Washington County has suggested that, in instances of town annexation, a county's loss of such State assistance be phased-in over a period of years in order to minimize the fiscal impact on the county.⁵⁵

While each town annexation will differ in terms of its impact on the affected county, such annexations will generally result in a reduction of a county's expenditures as well as in a constriction of its revenue. Based on our experience, the net fiscal impact of town annexations on a county is negligible.⁵⁶ Accordingly, we are unable to recommend a phased reduction in State aid to counties in instances of town annexation.

⁵³See Sec. 58.1-638 C, D, Code of Va.

⁵⁴The annexation court directed the County to provide educational services to students in the annexation area throughout school year 1987-88 and, accordingly, authorized its continued receipt of all State educational assistance for those students throughout that year.

⁵⁵Testimony of Joseph L. Howard, Jr., County Attorney, Washington County, Transcript of Hearings, June 27, 1988, pp. 11-15. Washington County estimated that it would lose a total of \$127,000 in net revenue during FY1989 as a result of the annexation by the Town of Abingdon on January 1, 1988. (*Ibid.*) Most of the loss of revenues by the County as a result of the annexation will be due to constriction of local-source revenue, with the largest loss occurring in the category of local option sales tax (\$40,000). The County estimated its loss of ABC profits for FY1989 to be only \$7,500. The County offered no estimate of its loss of wine tax receipts.

⁵⁶Washington County's total net loss of revenue as a result of Abingdon's annexation (\$127,000) represents approximately three-tenths of one percent of the County's budget for FY1988. (*Ibid.*) It should also be noted that these fiscal concerns can be negotiated by a town and a county in annexation issues.

IMPACT OF IMMUNITY ON AFFECTED LOCALITIES

Item 76 of the Appropriations Act also directed this Commission to examine the impact of immunity actions on affected localities. Unlike annexations where the impact is immediate and discernible, the consequences of immunity actions are more prospective and less amenable to immediate measurement. The Commission did, however, receive testimony from several localities regarding the impact of immunity actions and examined some statistical data of relevance to the issue.

With regard to the impact of immunity actions, the Counties of Chesterfield and Henrico gave presentations to the Commission during the course of this study and noted the positive influence which immunity has had on their governmental operations and with respect to their relations with neighboring cities. While neither county addressed directly the impact of immunity on State aid, mandates, and regulations, they both asserted that the immunity which they enjoyed from city-initiated annexation was of benefit generally to the residents of their area. Both counties cited numerous instances of interlocal cooperation and collaboration which has occurred in the Richmond area subsequent to the immunity from city-initiated annexation which they obtained in 1981.⁵⁷

In contrast to the perspective of the immunized counties, cities which have experienced a loss of their annexation authority as a result of immunity actions cited the negative consequences. The City of Roanoke presented evidence to the Commission noting the decline in its public school ADM, the increasing percentage of its public school students receiving social services, the size of its elderly population,

⁵⁷Court orders granting total immunity from city-initiated annexation were entered for Chesterfield and Henrico Counties on January 26, 1981 and March 21, 1981, respectively. Both the Counties of Chesterfield and Henrico submitted to this Commission extensive lists of regional projects and activities in which they participate and indicated that many of these are the result of an improved environment for interlocal relations. Henrico County also noted the fact that it was only one of ten counties in the nation having the highest possible bond rating from both Moody's Investors Service, Inc. and Standard & Poor's Corporation. The County suggested that the immunity which it had from annexation has been a factor in its stability and in its receipt of national recognition for its fiscal integrity. For three consecutive years Henrico County has been listed by City and State as one of the nation's top 50 localities in terms of its fiscal integrity. (W. F. LaVecchia, County Manager, County of Henrico, letter to Commission on Local Government, July 25, 1988.)

and its lack of developable land.⁵⁸ The City of Martinsville expressed similar concerns to the Commission, but noted as well a decline in the number of its single-family residential units.⁵⁹ While both municipalities requested a restoration of their authority to annex, the City of Roanoke offered alternative measures which the State might consider to address the needs of cities lacking the ability to obtain additional territory by annexation. Roanoke proposed that the State consider measures which would provide special fiscal assistance for cities lacking the authority to annex, broaden their ability to acquire land for economic development, and grant additional taxing authority. The City contended that, while it had experienced significant fiscal development during the past decade as a result of its previous annexation, its future viability required State response to the alternatives which it proposed.

The Cities of Waynesboro and Lynchburg presented statements to the Commission noting the positive effect of recent annexations on their fiscal condition and asserting the need for a retention of that option.⁶⁰ The City of Lynchburg stated that its 1976 annexation had provided it with fiscal resources which had been utilized to make improvements in its infrastructure and to undertake economic development projects which benefited its region as a whole. The City of Lynchburg cautioned that major State initiatives would be required to alleviate the plight of cities which experienced the loss of their annexation authority.

In an endeavor to investigate the specific issue of the impact of immunity action on State aid to affected localities, this Commission examined the pattern of State aid in the six areas of the Commonwealth affected by, or currently subject to, total county immunity. Attachment

⁵⁸Earl B. Reynolds, Jr., Assistant City Manager, City of Roanoke, "Comments to the Commission on Local Government," June 27, 1988. The City of Roanoke elaborated on its concerns in a later submission to the Commission. (Reynolds, letter to staff of Commission on Local Government, Sep. 7, 1988.)

⁵⁹City of Martinsville, "Statement on Annexation," presented to the Commission on Local Government by Richard D. Fitts, Director of Finance, City of Martinsville, July 26, 1988. The City of Martinsville presented data indicating that from January 1, 1980 through June 30, 1988 the City had witnessed the demolition of 98 single-family residences while only 66 such units had been constructed during the same period.

⁶⁰"Statement of Jerry L. Gwaltney, City Manager of Waynesboro, Virginia before the Commission on Local Government of the Commonwealth of Virginia," June 27, 1988; and Joe Freeman, Chairman, Finance and Planning Committee, City of Lynchburg, letter to Commission on Local Government, Sep. 28, 1988.

K presents data regarding changes in total and per capita State aid to the 17 counties and cities in those six areas of the State between FY1981 and FY1987.⁶¹ As that attachment indicates the data do not reveal any clear or consistent pattern in changes in State assistance to the affected localities.

When total State support, however, is considered in relation to the total local-source revenues of the 17 localities affected by, or subject to, total county immunity, a more consistent pattern emerges. Attachment L compares total State support for those localities in relation to total local-source revenue for FY1981 (the first fiscal year after immunity was authorized by statute) and for FY1987 (the latest year for which such data are available). That attachment reveals that for FY1981 total State support was generally more significant for the affected counties than for the cities and that by FY1987 the pattern was more distinct. During FY1987 only one of the affected cities (Manassas Park) received State aid in greater proportion to its local-source revenue than the adjoining counties.⁶²

This Commission fully recognizes that the data cited above and contained in the referenced attachments offer only a limited and indistinct perspective on the impact of immunity actions on State aid to affected localities. Changes in both State aid and local-source revenue collections in the 17 specified localities have been influenced by many factors, not merely the State's immunity statutes. A fuller understanding of the impact of immunity actions on affected localities will require the passage of additional time and the examination of data not presently available.

In order to identify generally, however, those counties and cities in Virginia currently confronting inordinate fiscal concerns, the Commission undertook an analysis of the jurisdictional wealth and revenue effort of those localities and statistically "clustered" them in groups based on their fiscal similarities. Utilizing the conventional method for measuring jurisdictional wealth in Virginia (Attachment D, Method 1) and corresponding measures of local revenue effort (Attachment E), and employing a statistical procedure termed "cluster analysis," all

⁶¹While Fairfax County has not exercised its option to obtain total immunity, it has the statutory authority to do so at any time. It should be noted that Montgomery County also has the requisite population and population density to obtain total immunity. Montgomery County is not included in the set of localities under review, because it does not adjoin a city with which comparisons of State aid might be made.

⁶²In FY1987 the City of Manassas Park received total State assistance equivalent to 81% of the revenues it generated from local sources. The comparable figure for Prince William County was 59.9%.

counties and cities in Virginia were placed in one of eight relatively homogeneous clusters. Attachment M records measures of central tendency (i. e., mean and median scores) for each cluster in terms of jurisdictional wealth and revenue effort and lists the localities comprising each. While the data contained in Attachment M do not permit succinct summary here, it is significant to note that the cluster with the lowest average jurisdictional wealth and the highest average revenue effort (Cluster No. 8) contains 19 localities (all cities), including four (the Cities of Richmond, Roanoke, Salem, and Manassas Park) which are contiguous to counties with, or eligible for, total immunity. It is equally relevant to note, however, that of the counties with total immunity from annexation, or eligible for such, five (the Counties of Chesterfield, Fairfax, Henrico, Prince William, and Roanoke) are included in Cluster No. 5, a set of communities which have not escaped fiscal pressures.⁶³

Again, the data presented in Attachment M certainly do not purport to answer the question of the impact of immunity on State aid and local fiscal conditions. They do, however, reveal the considerable disparity in the jurisdictional wealth and revenue effort of Virginia's localities and suggest the necessity for the State's continuing review of the fiscal condition of its political subdivisions.

SUMMARY OF FINDINGS AND RECOMMENDATIONS

The evidence reviewed by this Commission does not indicate that the annexation experienced by Pittsylvania County on January 1, 1988 fiscally incapacitated that jurisdiction. Indeed, the data reveal that, even after a reduction is made in Pittsylvania County's revenue base as a result of the annexation, the County continued to bear a comparatively modest local revenue burden.

In resolving an annexation issue, Virginia statutes direct the reviewing court to "balance the equities in the case, and . . . [to] enter an order setting forth what it deems fair and reasonable in terms and conditions" ⁶⁴ Based upon our review of the historical record, annexation courts in Virginia have succeeded generally in

⁶³As Attachment M indicates there are significant distinctions, however, between the fiscal attributes of localities in Cluster No. 8 and those in Cluster No. 5. The mean jurisdictional wealth per capita of localities in Cluster No. 5 is \$22,100, or 42% greater than that for localities in Cluster No. 8 (\$15,569). The mean revenue effort per capita for localities in Cluster No. 5 is \$35.01, or only 79% of that for localities in Cluster No. 8 (\$44.34).

⁶⁴Sec. 15.1-1042, Code of Va.

fulfilling that requirement. The historical evidence does not suggest that annexations have resulted in precipitous and inordinate increases in county tax burdens. With respect to the City of Danville - Pittsylvania County annexation issue, the data available to this Commission indicate that the County obtained from the annexation court a settlement which will properly and equitably assist it during a period of transition.⁶⁵ Accordingly, this Commission is unable to find a basis for recommending additional, supplemental State aid to the County.

With respect to the general issue of adjustments in State aid to localities affected by annexation, we do not recommend any comprehensive revision of the principles which have guided the adjustment process in prior years. We do, however, recommend that all State agencies be given the requisite authority to make timely and equitable adjustments in the local government assistance programs which they administer in instances of annexation. To that end, we recommend that the Department of Criminal Justice Services (with respect to the HB 599 law enforcement assistance program), the State Library Board (with respect to local library assistance), and the Department of Transportation (with respect to operating assistance for local public transit systems) be directed to take the necessary steps in order that they might make more timely adjustments in the local government assistance programs which they administer in instances of annexation. Under current procedures followed by those agencies, full adjustments in the specified aid programs for localities affected by annexation require a delay of several fiscal years. Further, with respect to the issue of substandard roads raised by the Cities of Waynesboro and Danville, we recommend that VDOT be requested to undertake a study of the adequacy of State administrative and statutory provisions for preventing the creation of such thoroughfares and for addressing existing road deficiencies which endanger the public safety of residents.

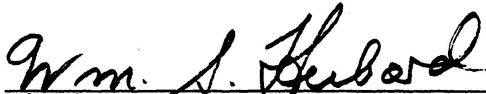
⁶⁵Notwithstanding Danville's annexation of 26.83 square miles of territory in Pittsylvania County on January 1, 1988, the County retains significant opportunity for economic development. In this regard, we note that the Virginia Department of Economic Development has listed Craddock-Terry Inc., Roland Concrete Corporation, Bird-Duffy Forms Inc., and Intertape Systems Inc. as manufacturing concerns opening new facilities in Pittsylvania County since January 1, 1988. (Virginia Department of Economic Development, Economic Developments, a Statistical Summary, reports for the First, Second, and Third Quarters 1988.) Further, media reports indicate that Multitrade Group Inc. intends to build an industrial co-generation power plant in Pittsylvania County within the next year. That facility alone was reported to be capable of restoring at least 25% of the assessed property values annexed by the City of Danville on January 1, 1988. (The Danville Register, Oct. 8, 1988.)

Finally, in regard to the impact of immunity actions on affected localities, the ramifications are more prospective than immediately discernible. Shifting population, ADM, and patterns of commercial activity will affect future State aid distributions as well as the local-source revenue potential of all Virginia localities, including those affected by immunity actions. While neither this Commission nor any other entity can forecast with precision the demographic and economic changes which will influence the future fiscal condition of Virginia's localities, it is essential that the State monitor with diligence the changing conditions confronting our local governments in that order that the impact of immunity and other boundary change issues might be more fully understood in future years.

Respectfully submitted,


Mary Sherwood Holt, Chairman


Harold S. Atkinson

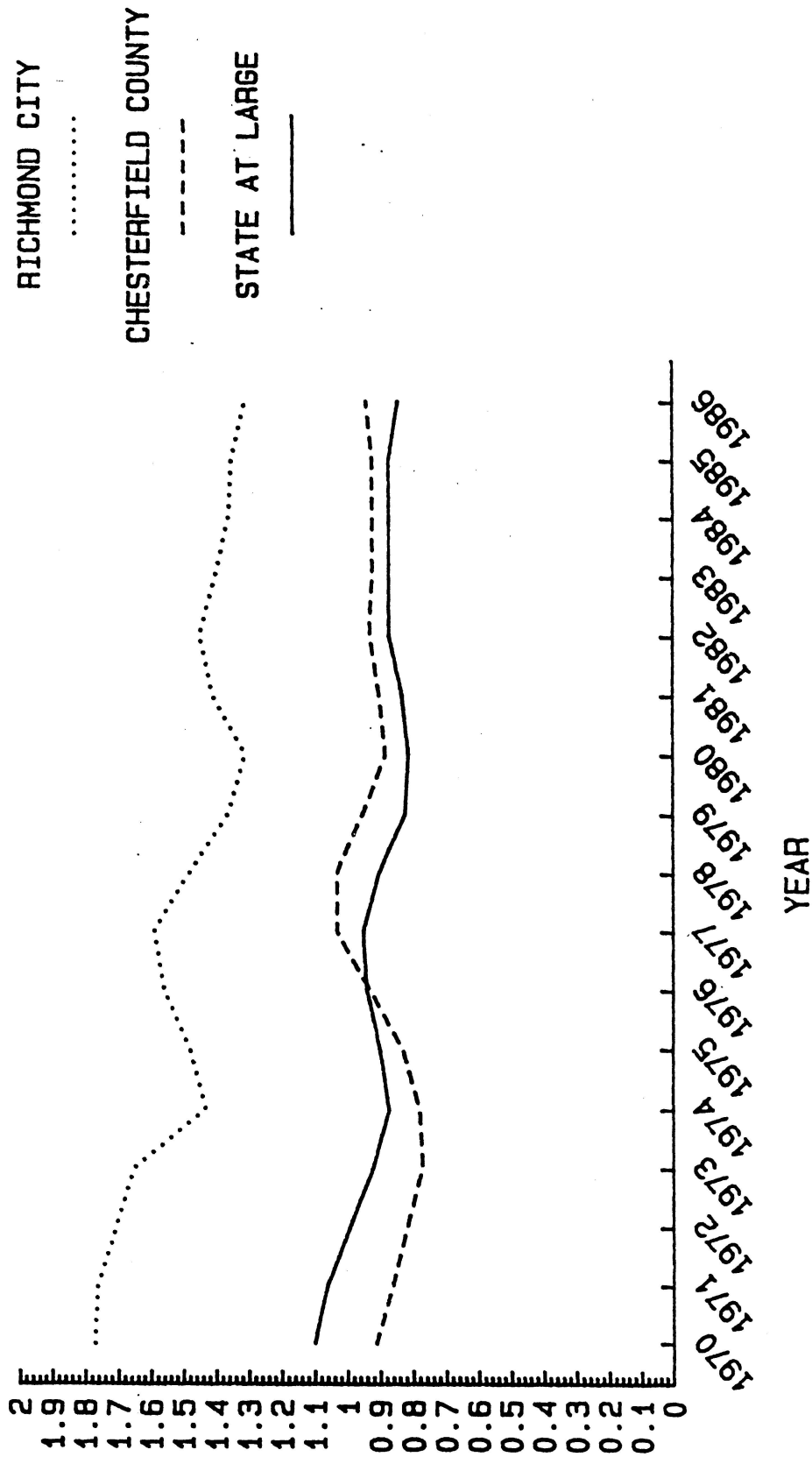

William S. Hubbard


Frank Raflo

ATTACHMENT A
Changes in Local Fiscal Effort
Localities
Affected by Annexation

EFFECTIVE TRUE REAL ESTATE TAX RATES BY YEAR

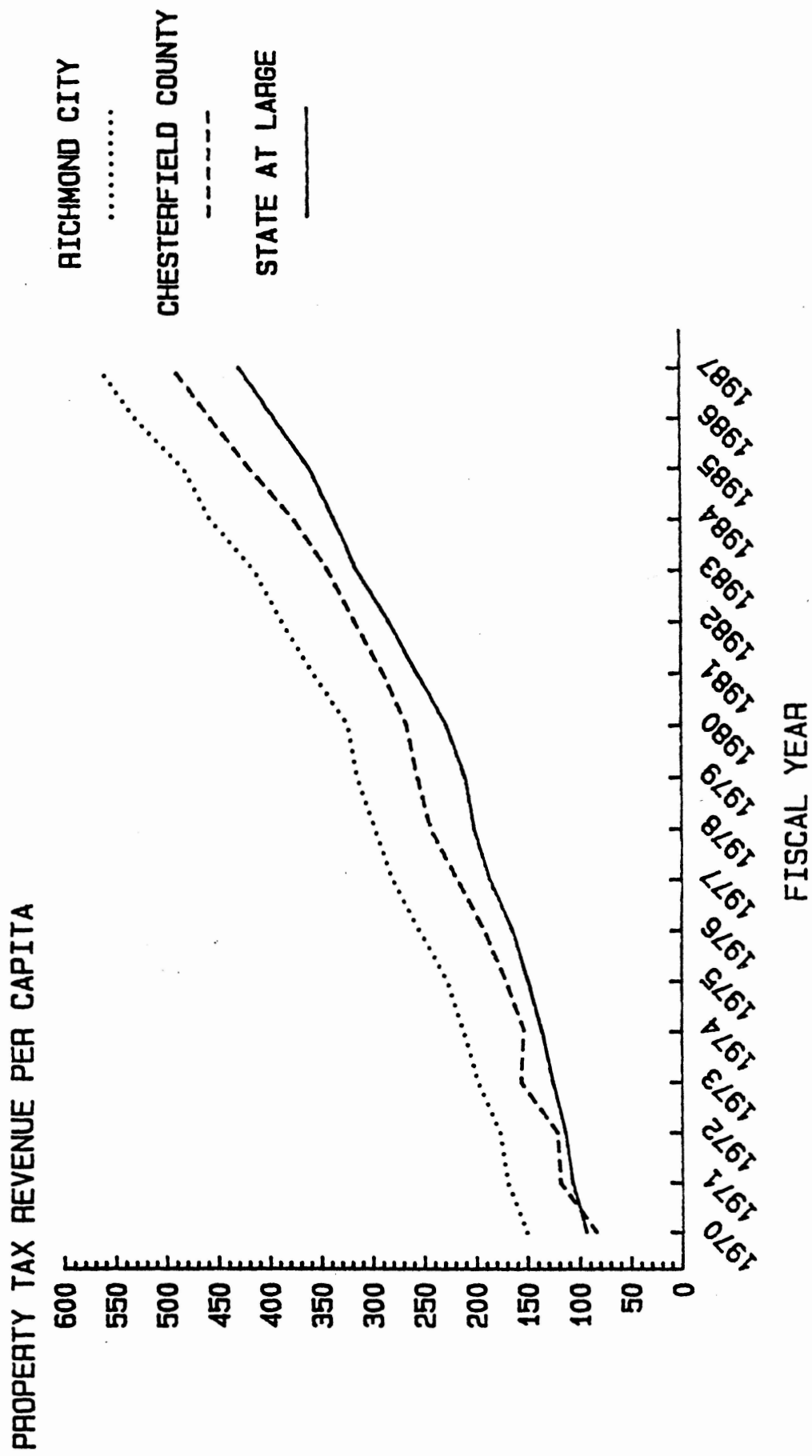
AVERAGE EFFECTIVE TRUE TAX RATE



Note 1: Richmond annexed a portion of Chesterfield County on 1/1/70.

Note 2: True tax rates are unavailable for 1972.

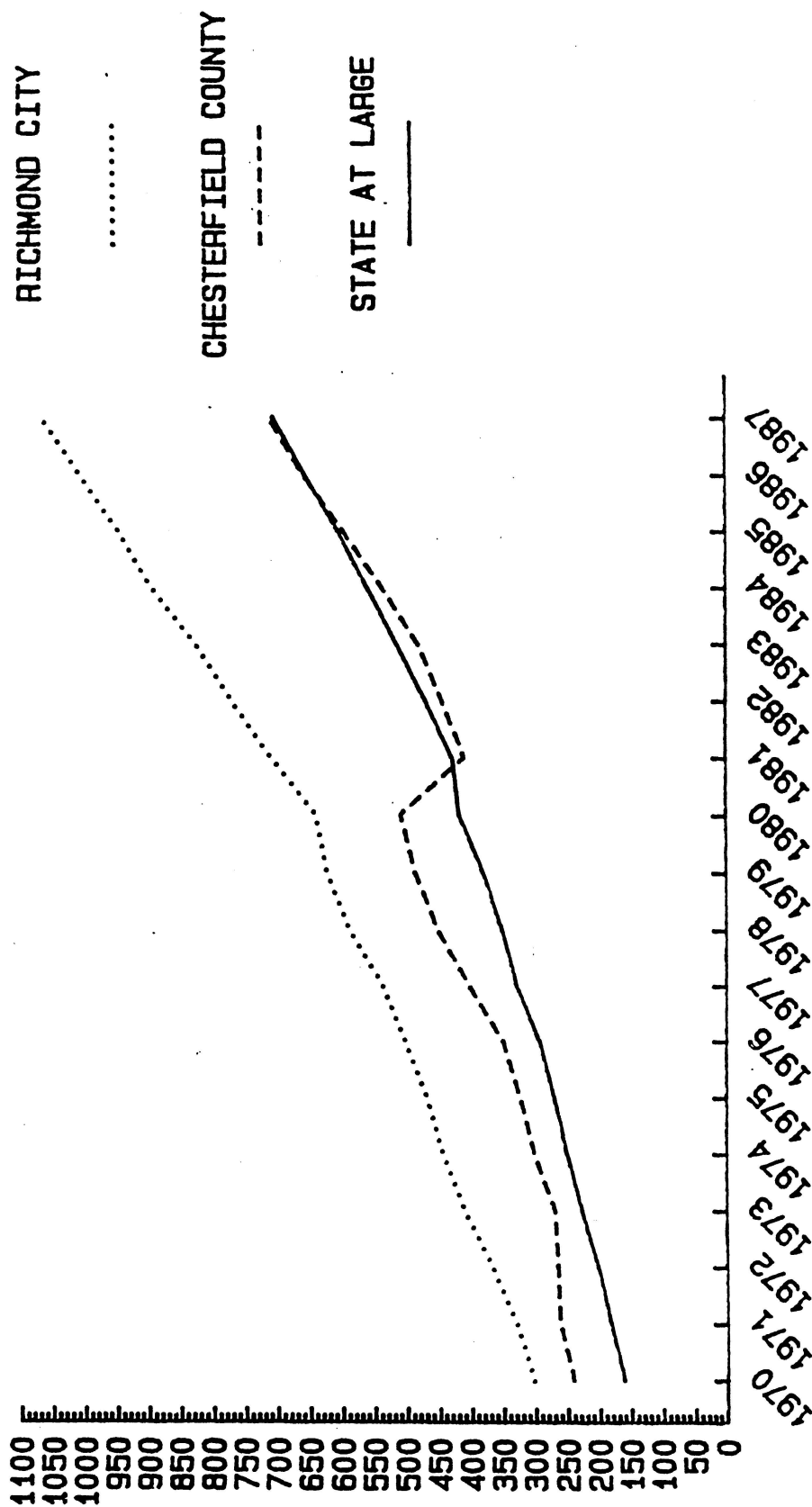
PROPERTY TAX REVENUE PER CAPITA BY FISCAL YEAR



Note: Richmond annexed a portion of Chesterfield County on 1/1/70.

LOCAL-SOURCE REVENUE PER CAPITA BY FISCAL YEAR

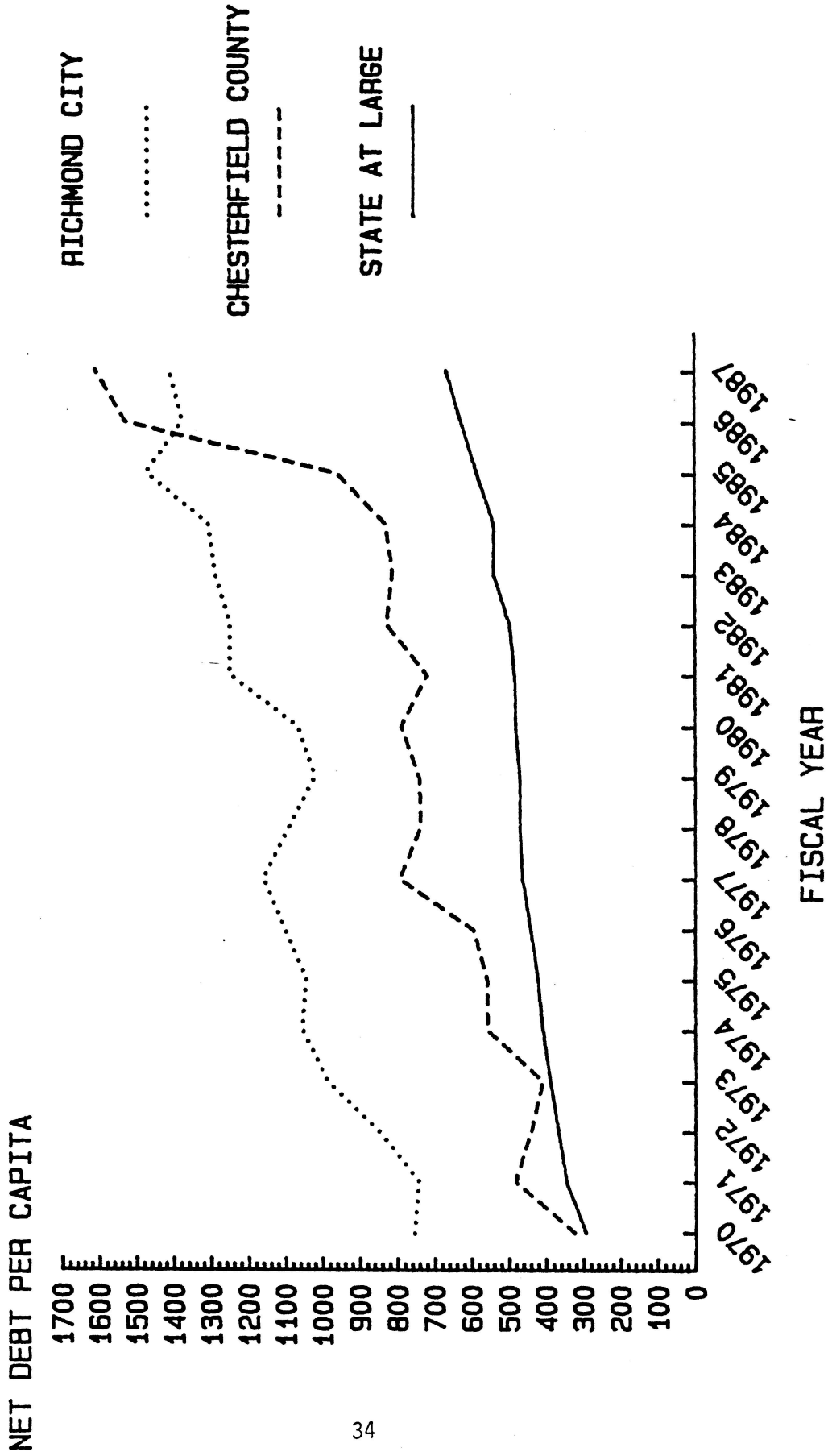
LOCAL-SOURCE REVENUE PER CAPITA



FISCAL YEAR

Note: Richmond annexed a portion of Chesterfield County on 1/1/70.

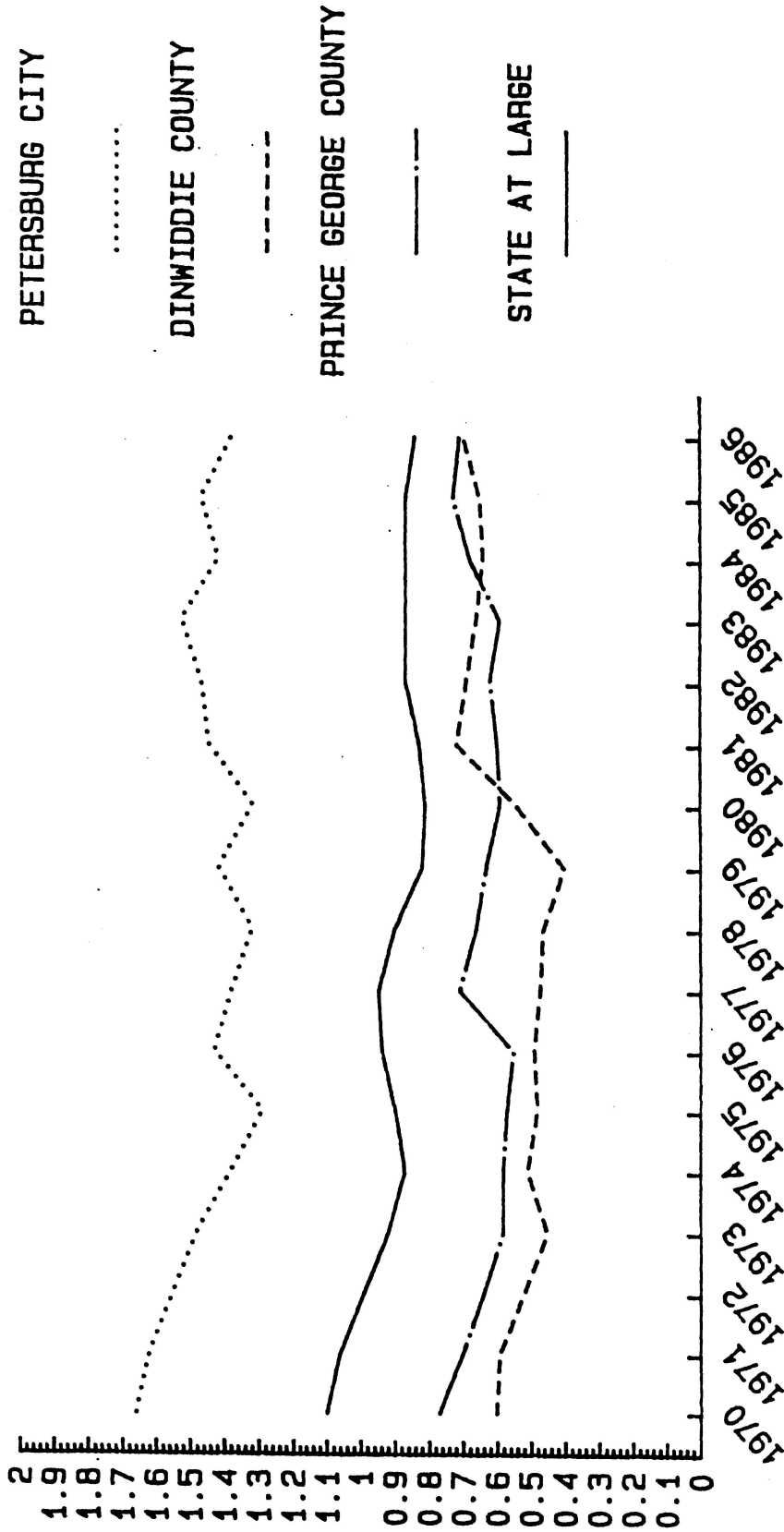
NET DEBT PER CAPITA BY FISCAL YEAR



Note: Richmond annexed a portion of Chesterfield County on 1/1/70.

EFFECTIVE TRUE REAL ESTATE TAX RATES BY YEAR

AVERAGE EFFECTIVE TRUE TAX RATE

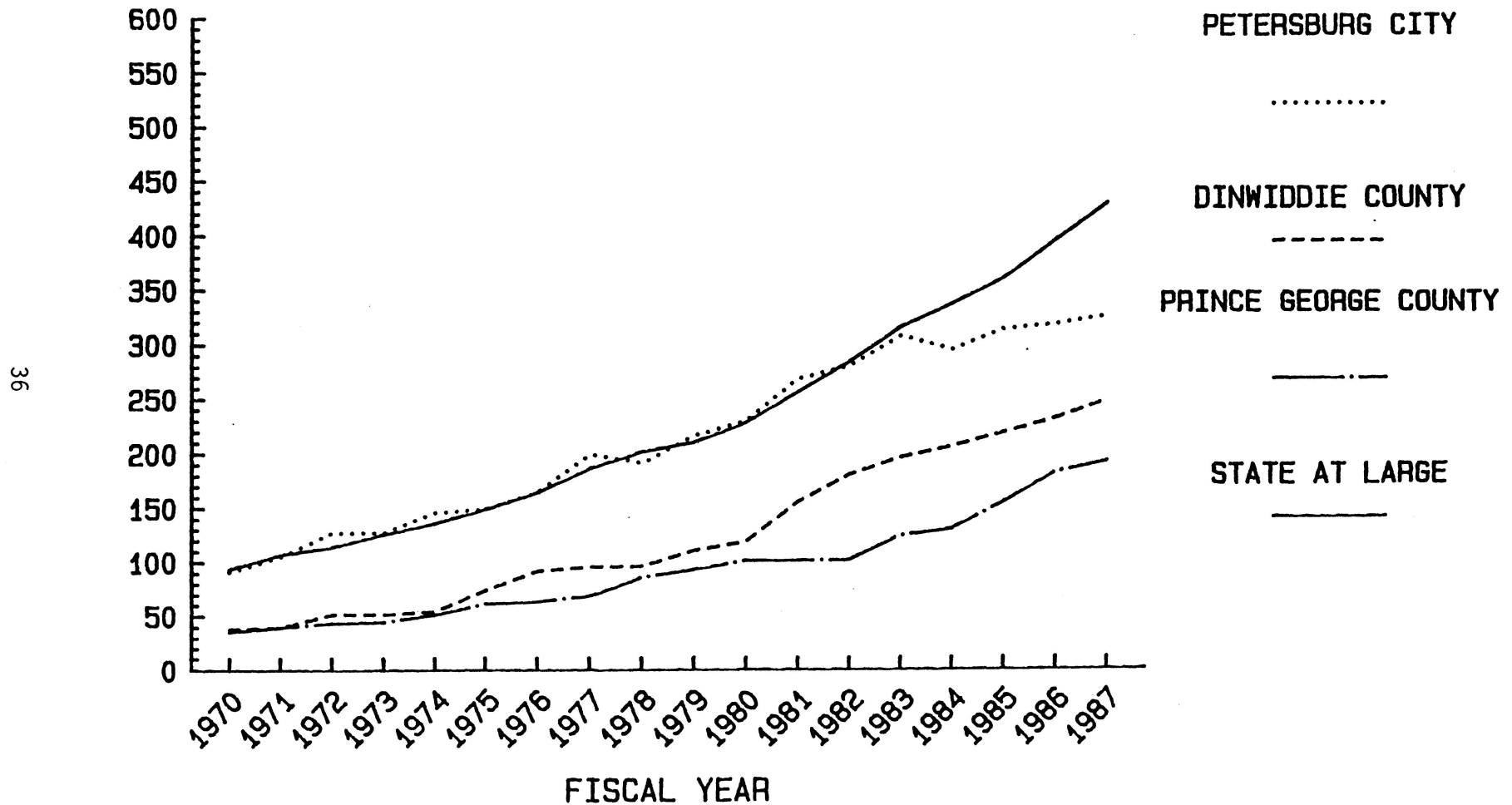


YEAR

Note 1: Petersburg annexed portions of Dinwiddie County and Prince George County on 1/1/72.
 Note 2: True tax rates are unavailable for 1972.

PROPERTY TAX REVENUE PER CAPITA BY FISCAL YEAR

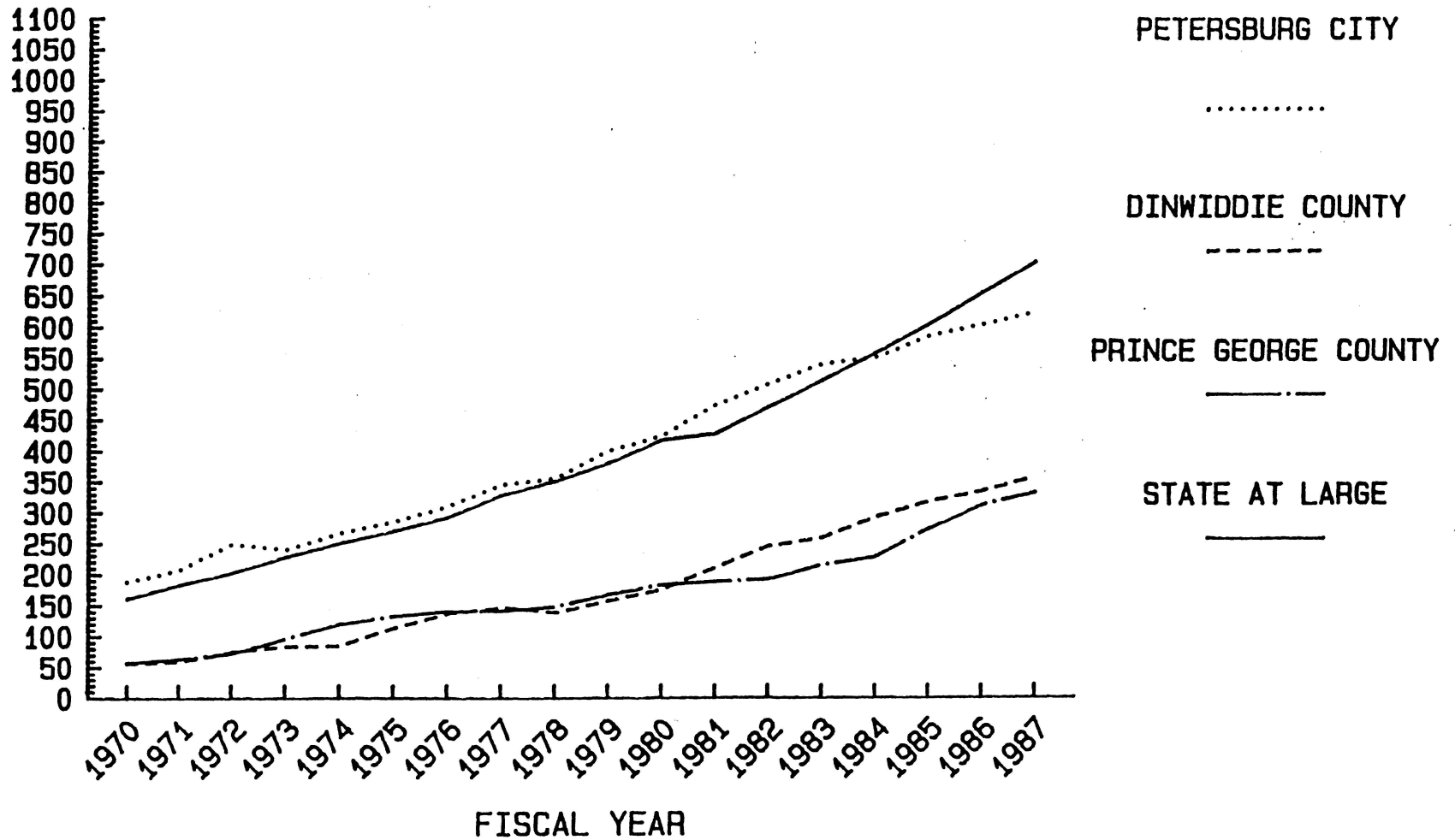
PROPERTY TAX REVENUE PER CAPITA



Note: Petersburg annexed portions of Dinwiddie County and Prince George County on 1/1/72.

LOCAL-SOURCE REVENUE PER CAPITA BY FISCAL YEAR

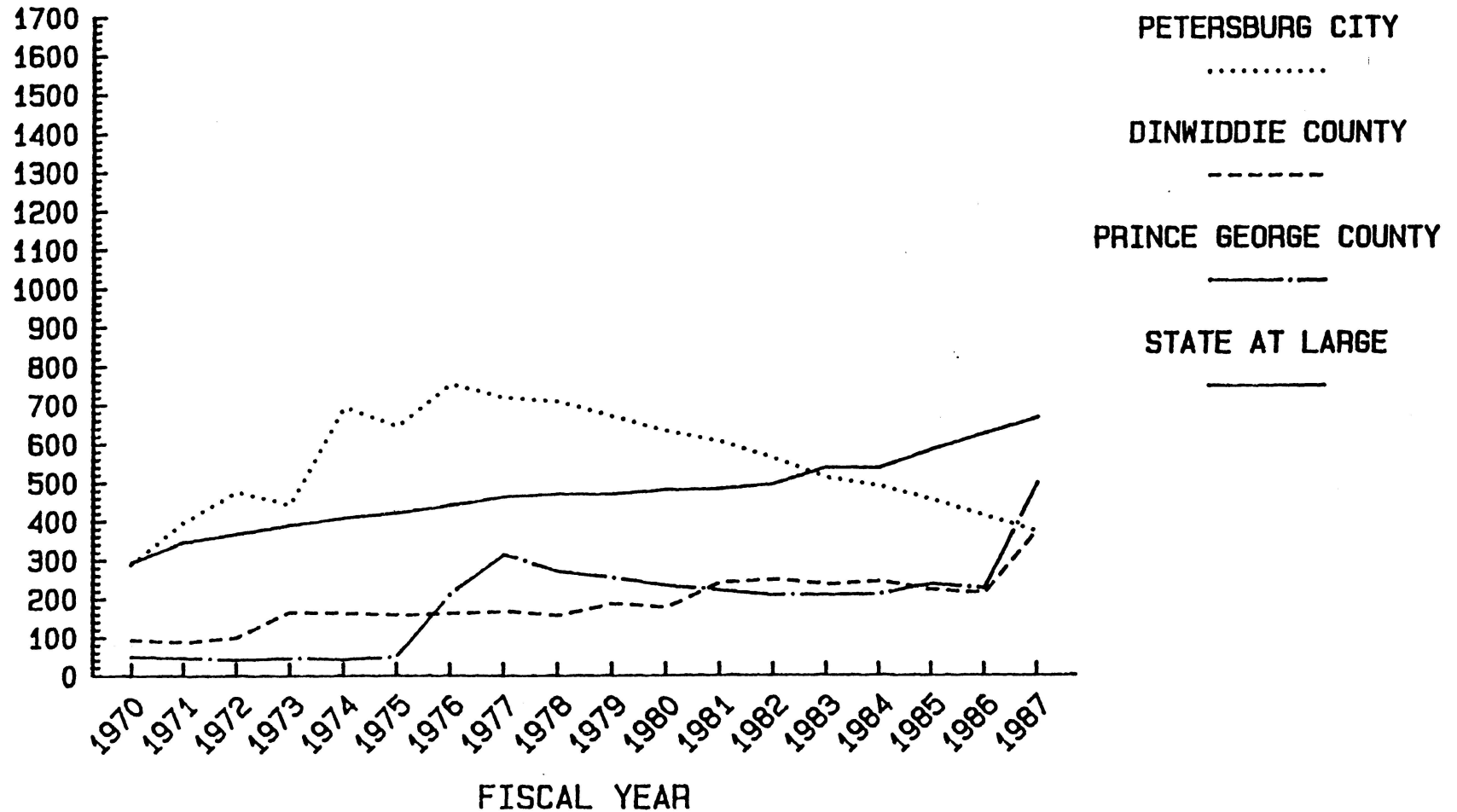
LOCAL-SOURCE REVENUE PER CAPITA



Note: Petersburg annexed portions of Dinwiddie County and Prince George County on 1/1/72.

NET DEBT PER CAPITA BY FISCAL YEAR

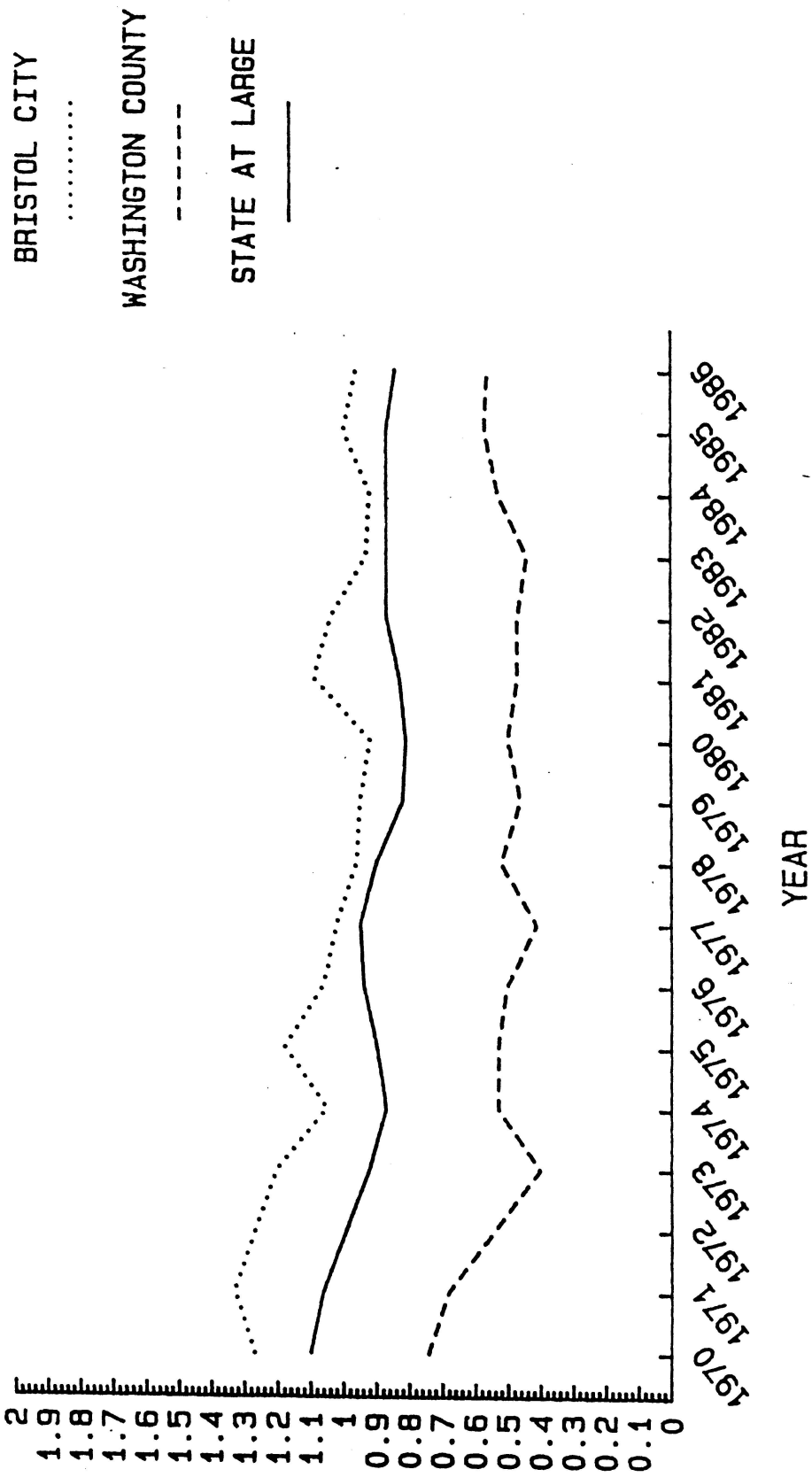
NET DEBT PER CAPITA



Note: Petersburg annexed portions of Dinwiddie County and Prince George County on 1/1/72.

EFFECTIVE TRUE REAL ESTATE TAX RATES BY YEAR

AVERAGE EFFECTIVE TRUE TAX RATE

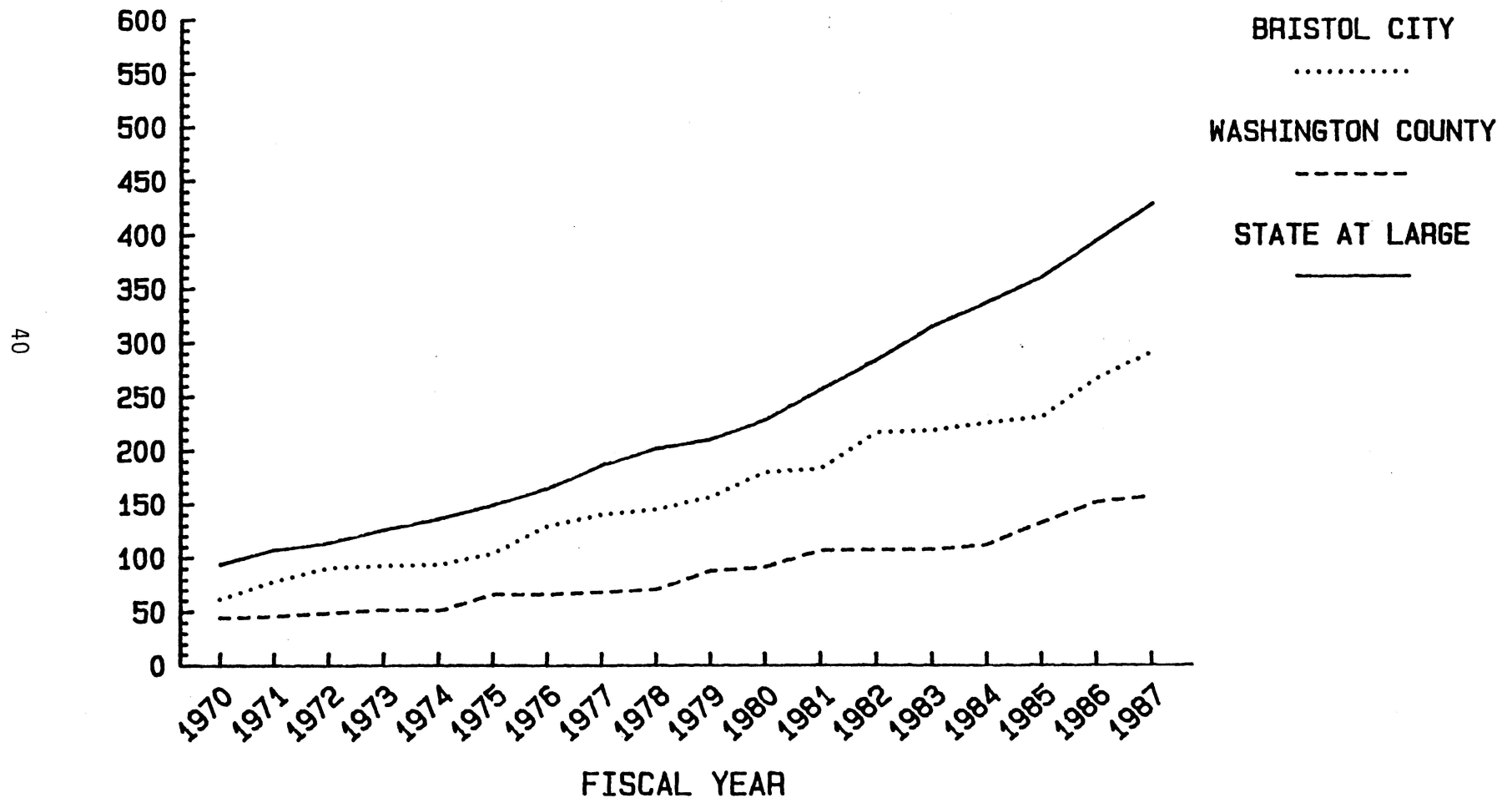


Note 1: Bristol annexed a portion of Washington County on 1/1/74.

Note 2: True tax rates are unavailable for 1972.

PROPERTY TAX REVENUE PER CAPITA BY FISCAL YEAR

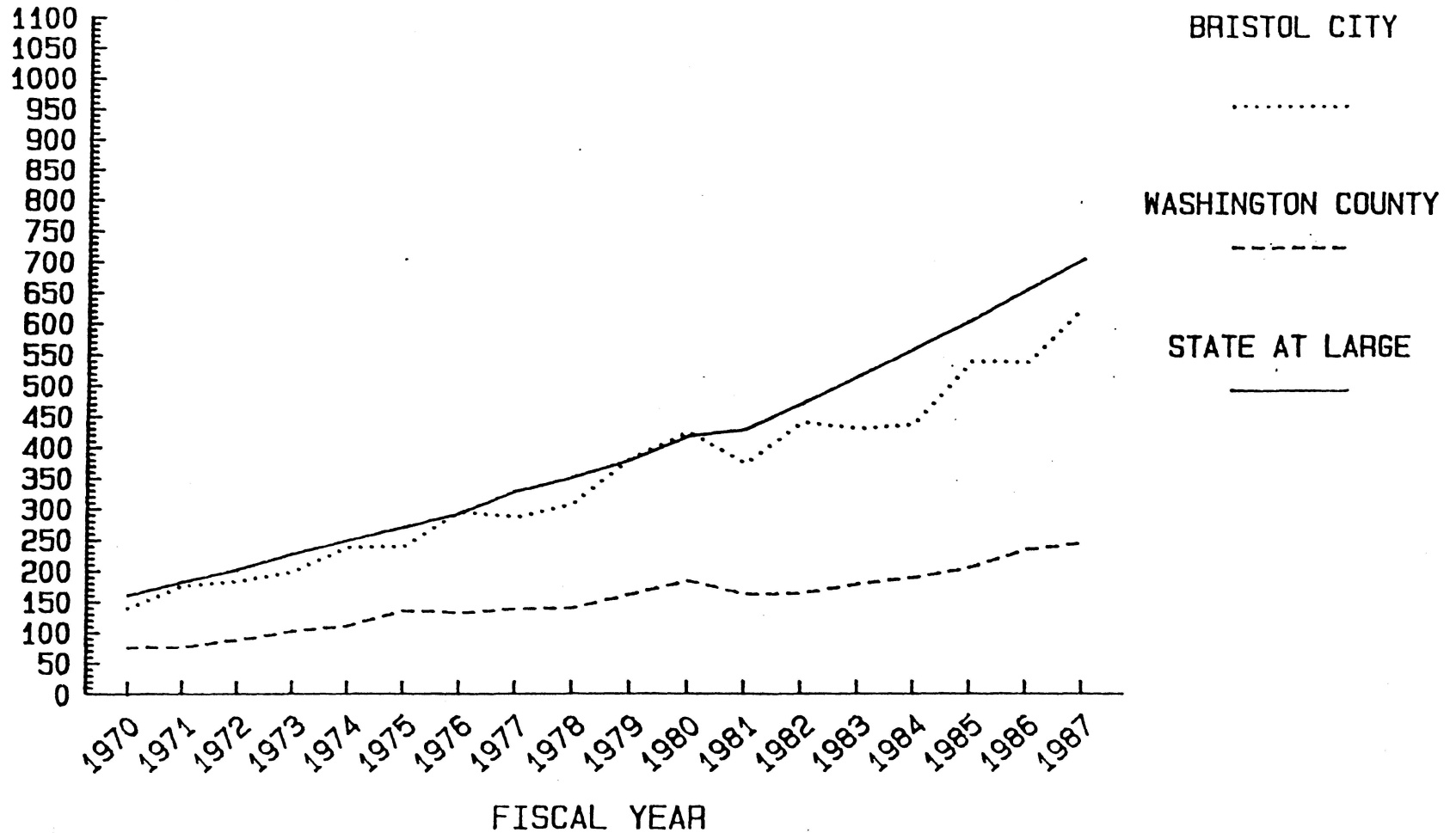
PROPERTY TAX REVENUE PER CAPITA



Note: Bristol annexed a portion of Washington County on 1/1/74.

LOCAL-SOURCE REVENUE PER CAPITA BY FISCAL YEAR

LOCAL-SOURCE REVENUE PER CAPITA

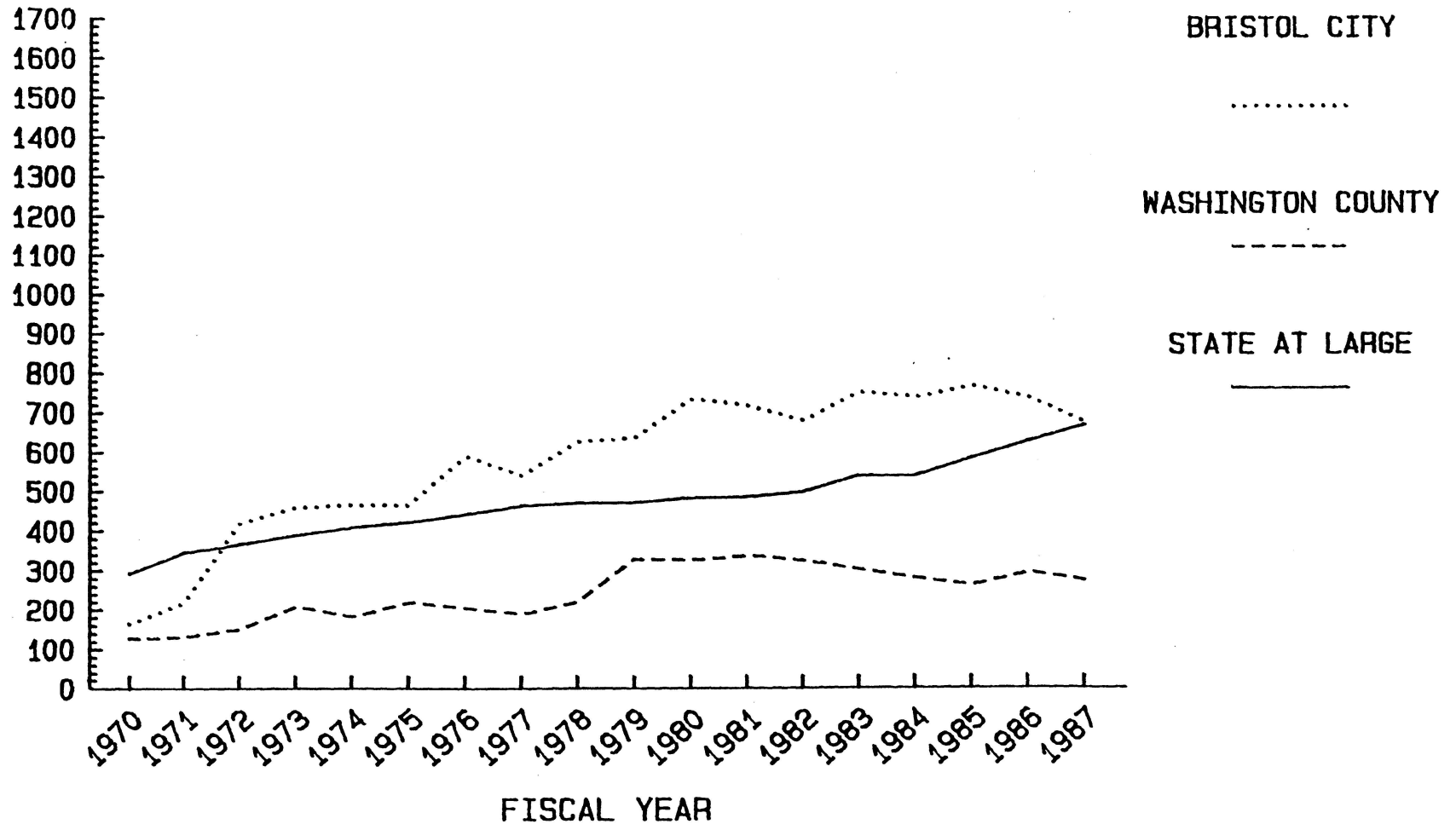


Note: Bristol annexed a portion of Washington County on 1/1/74.

NET DEBT PER CAPITA BY FISCAL YEAR

NET DEBT PER CAPITA

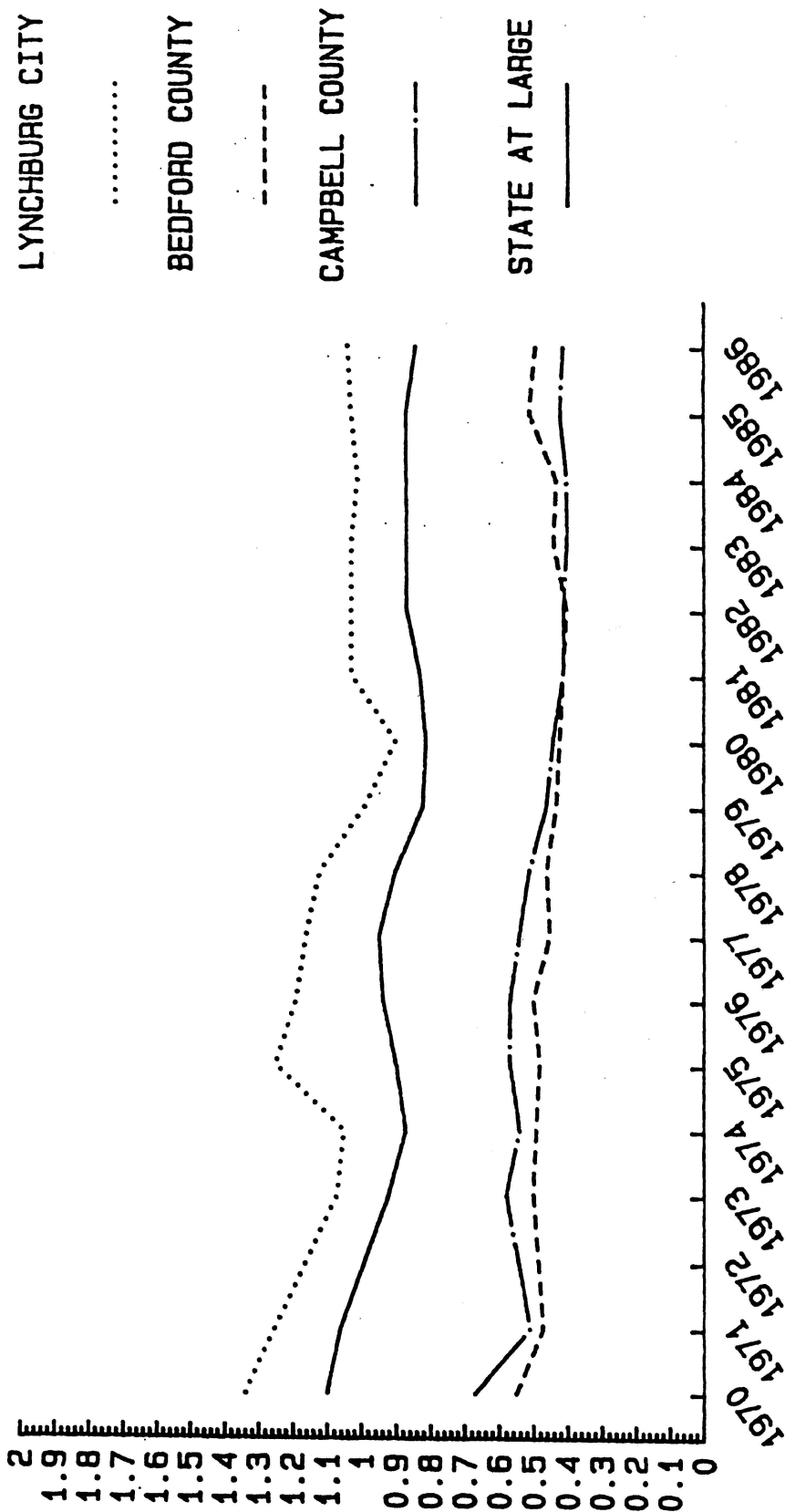
42



Note: Bristol annexed a portion of Washington County on 1/1/74.

EFFECTIVE TRUE REAL ESTATE TAX RATES BY YEAR

AVERAGE EFFECTIVE TRUE TAX RATE



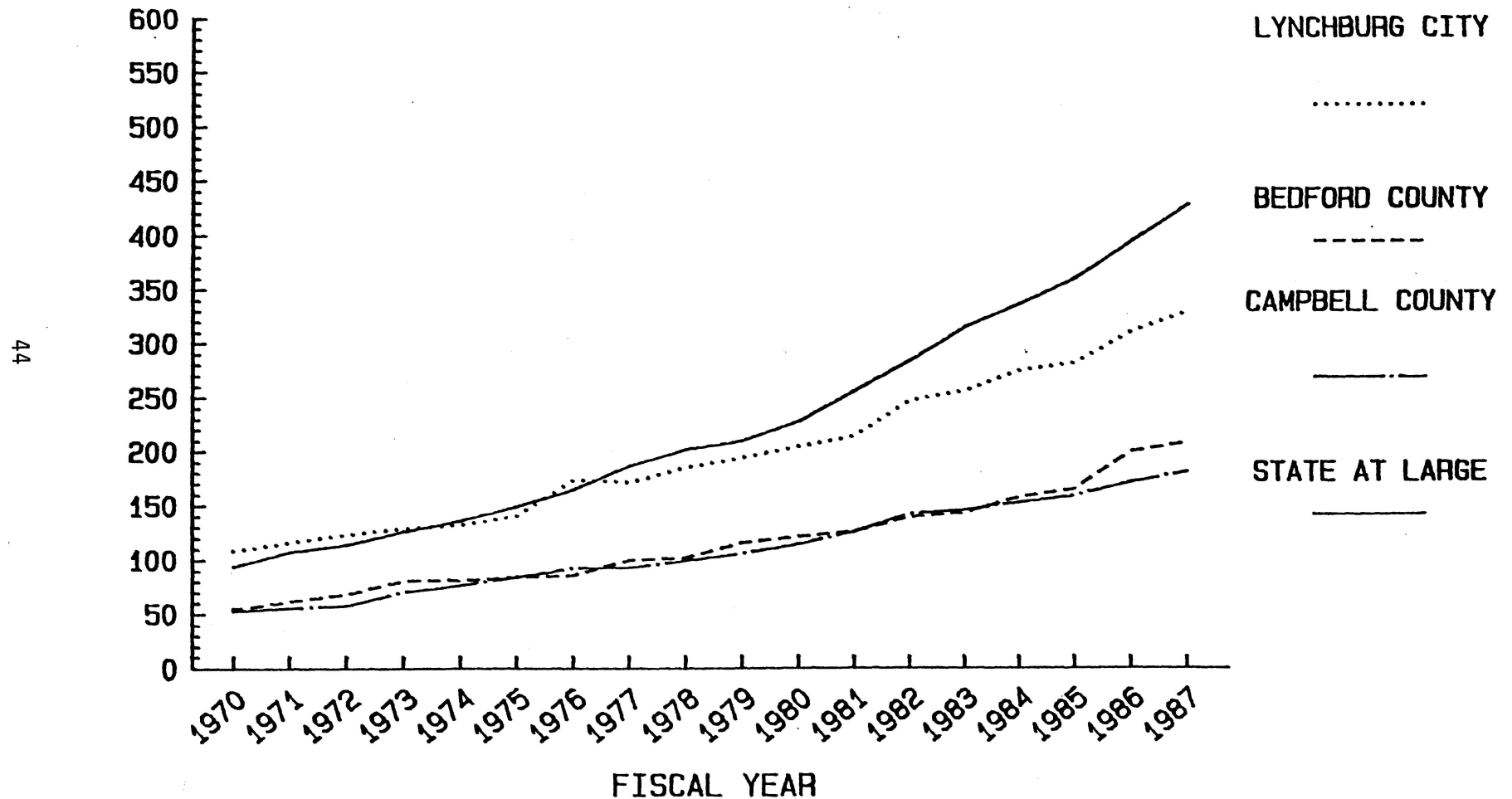
YEAR

Note 1: Lynchburg annexed portions of Bedford County and Campbell County on 1/1/76.

Note 2: True tax rates are unavailable for 1972.

PROPERTY TAX REVENUE PER CAPITA BY FISCAL YEAR

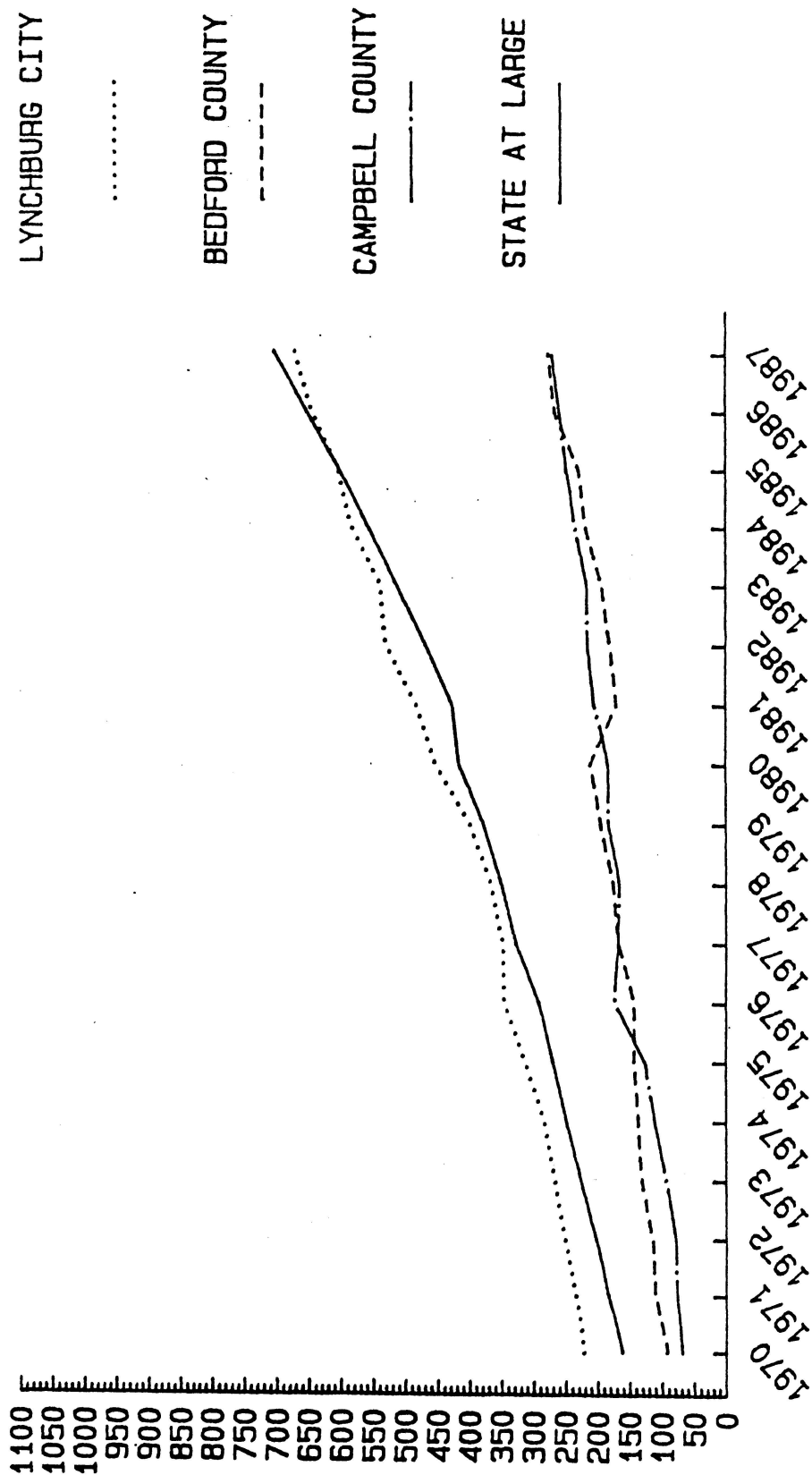
PROPERTY TAX REVENUE PER CAPITA



Note: Lynchburg annexed portions of Bedford County and Campbell County on 1/1/76.

LOCAL-SOURCE REVENUE PER CAPITA BY FISCAL YEAR

LOCAL-SOURCE REVENUE PER CAPITA

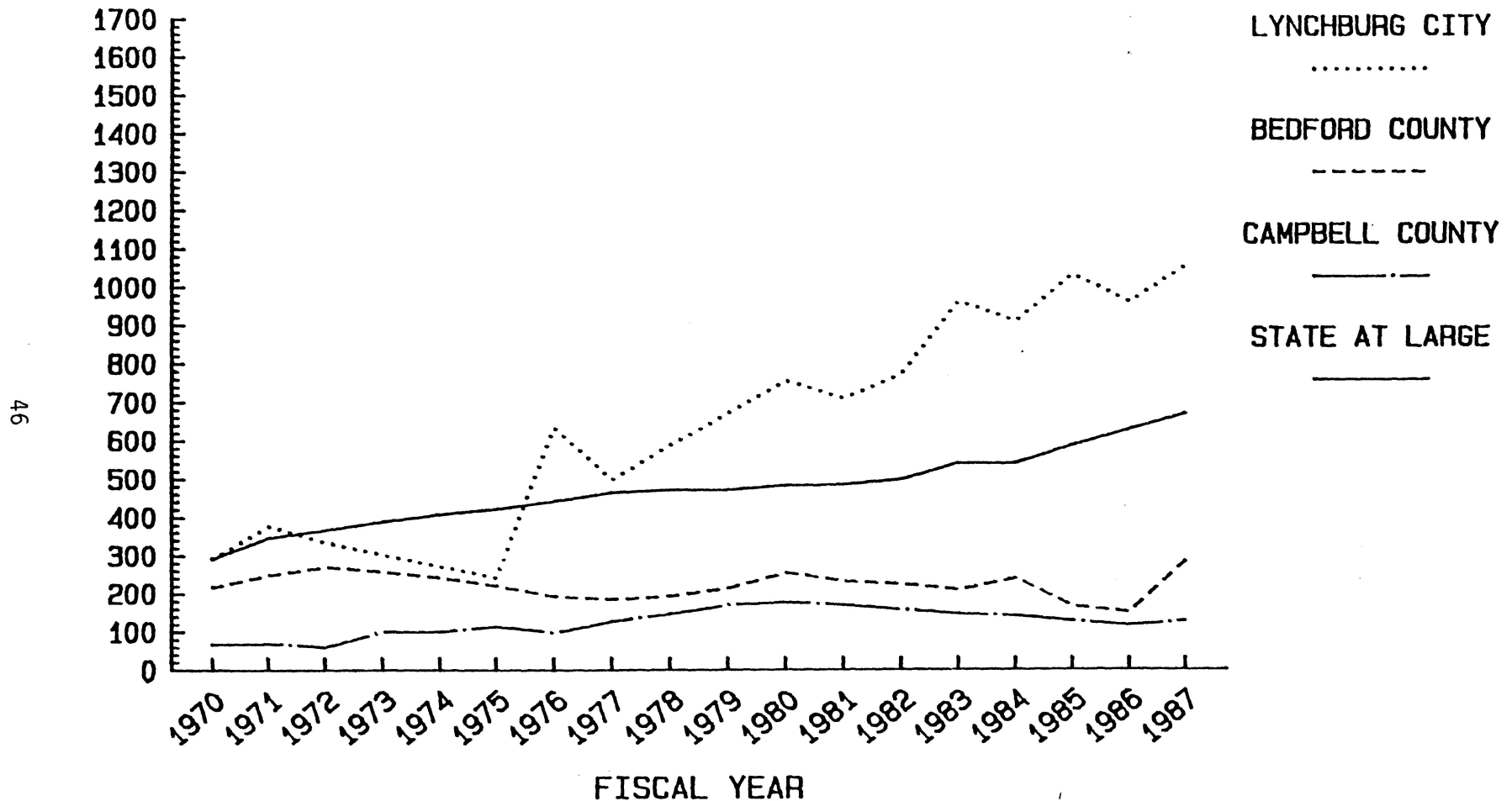


FISCAL YEAR

Note: Lynchburg annexed portions of Bedford County and Campbell County on 1/1/76.

NET DEBT PER CAPITA BY FISCAL YEAR

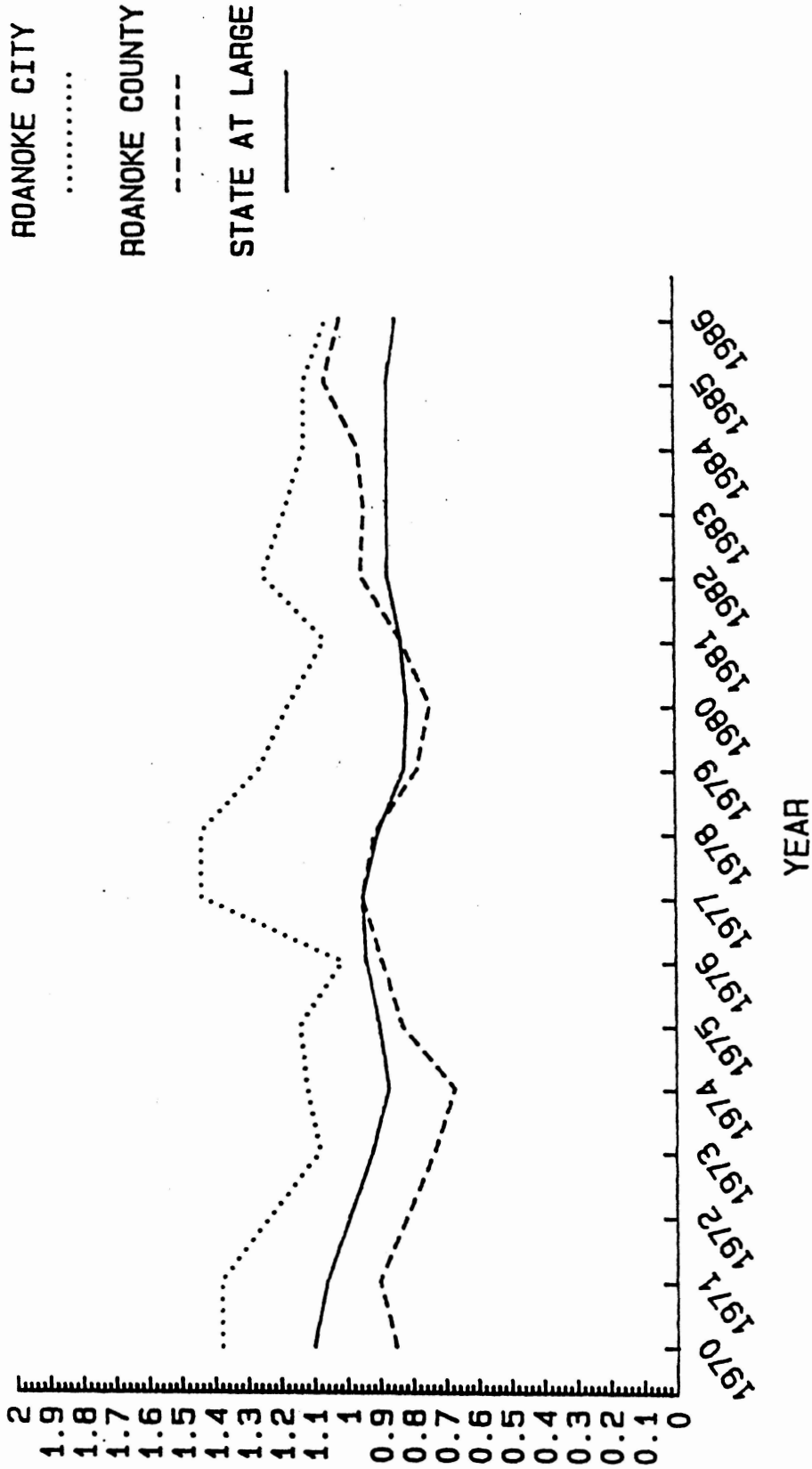
NET DEBT PER CAPITA



Note: Lynchburg annexed portions of Bedford County and Campbell County on 1/1/76.

EFFECTIVE TRUE REAL ESTATE TAX RATES BY YEAR

AVERAGE EFFECTIVE TRUE TAX RATE

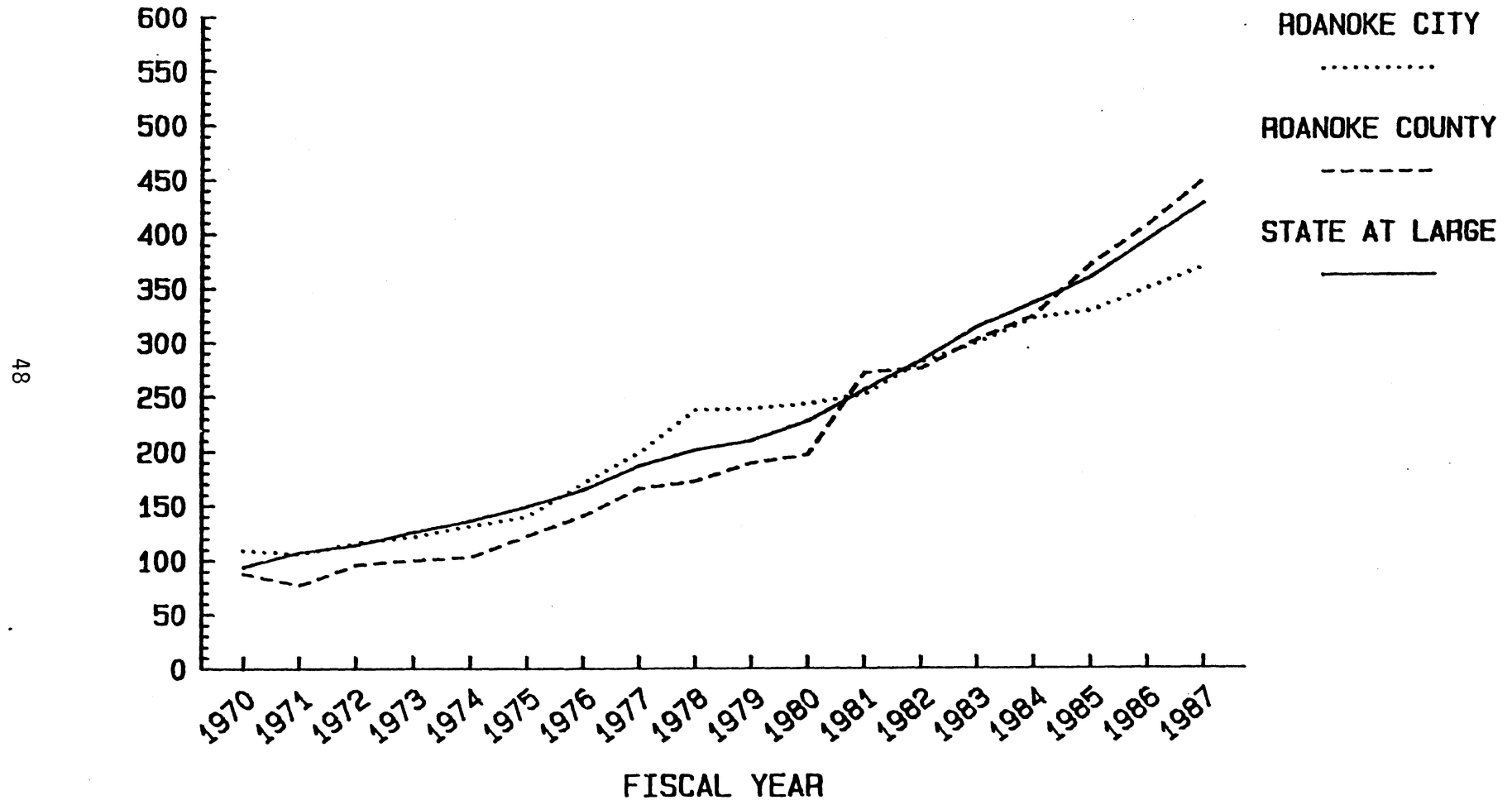


Note 1: Roanoke City annexed a portion of Roanoke County on 1/1/76.

Note 2: True tax rates are unavailable for 1972.

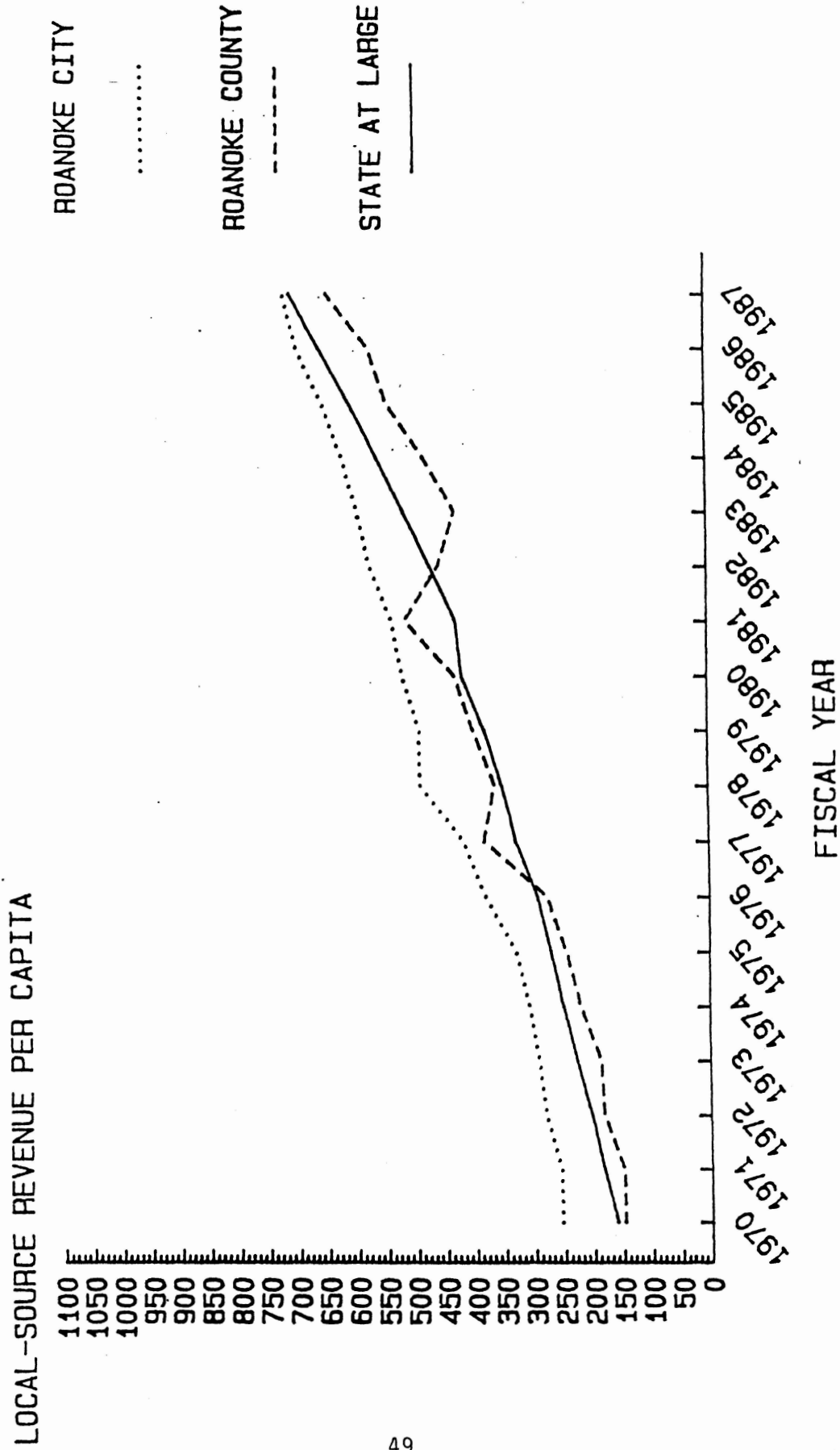
PROPERTY TAX REVENUE PER CAPITA BY FISCAL YEAR

PROPERTY TAX REVENUE PER CAPITA



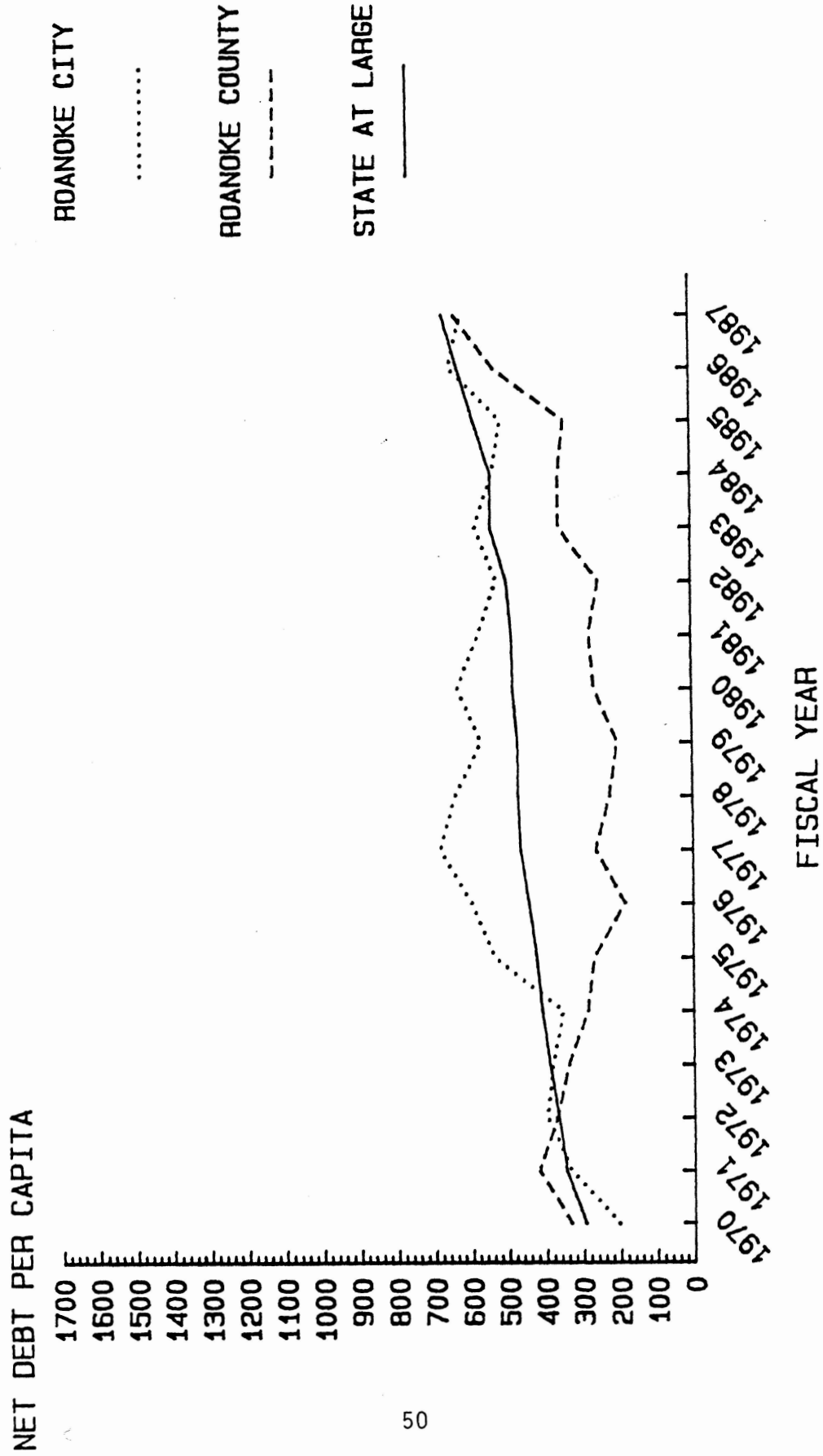
Note: Roanoke City annexed a portion of Roanoke County on 1/1/76.

LOCAL-SOURCE REVENUE PER CAPITA BY FISCAL YEAR



Note: Roanoke City annexed a portion of Roanoke County on 1/1/76.

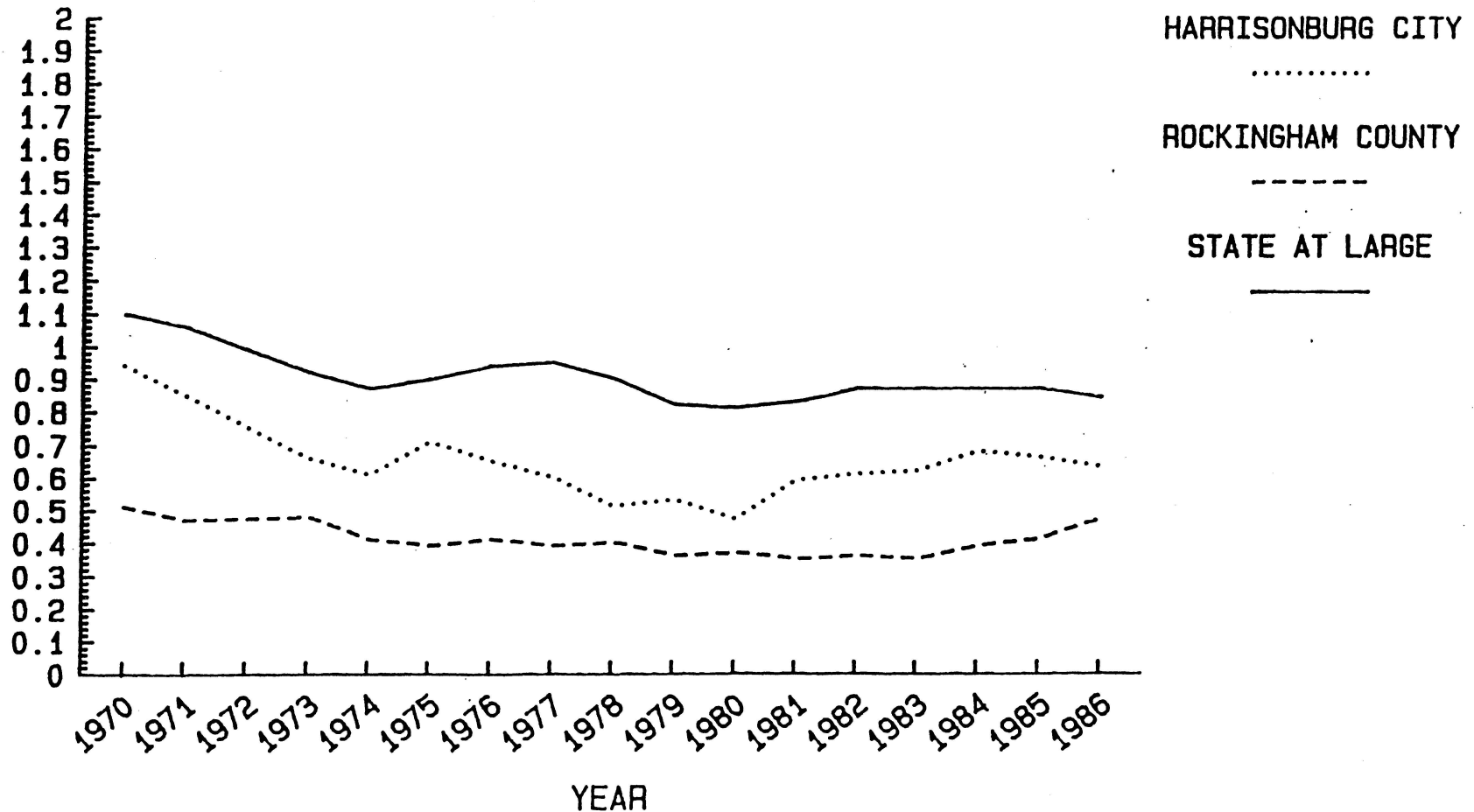
NET DEBT PER CAPITA BY FISCAL YEAR



Note: Roanoke City annexed a portion of Roanoke County on 1/1/76.

EFFECTIVE TRUE REAL ESTATE TAX RATES BY YEAR

AVERAGE EFFECTIVE TRUE TAX RATE

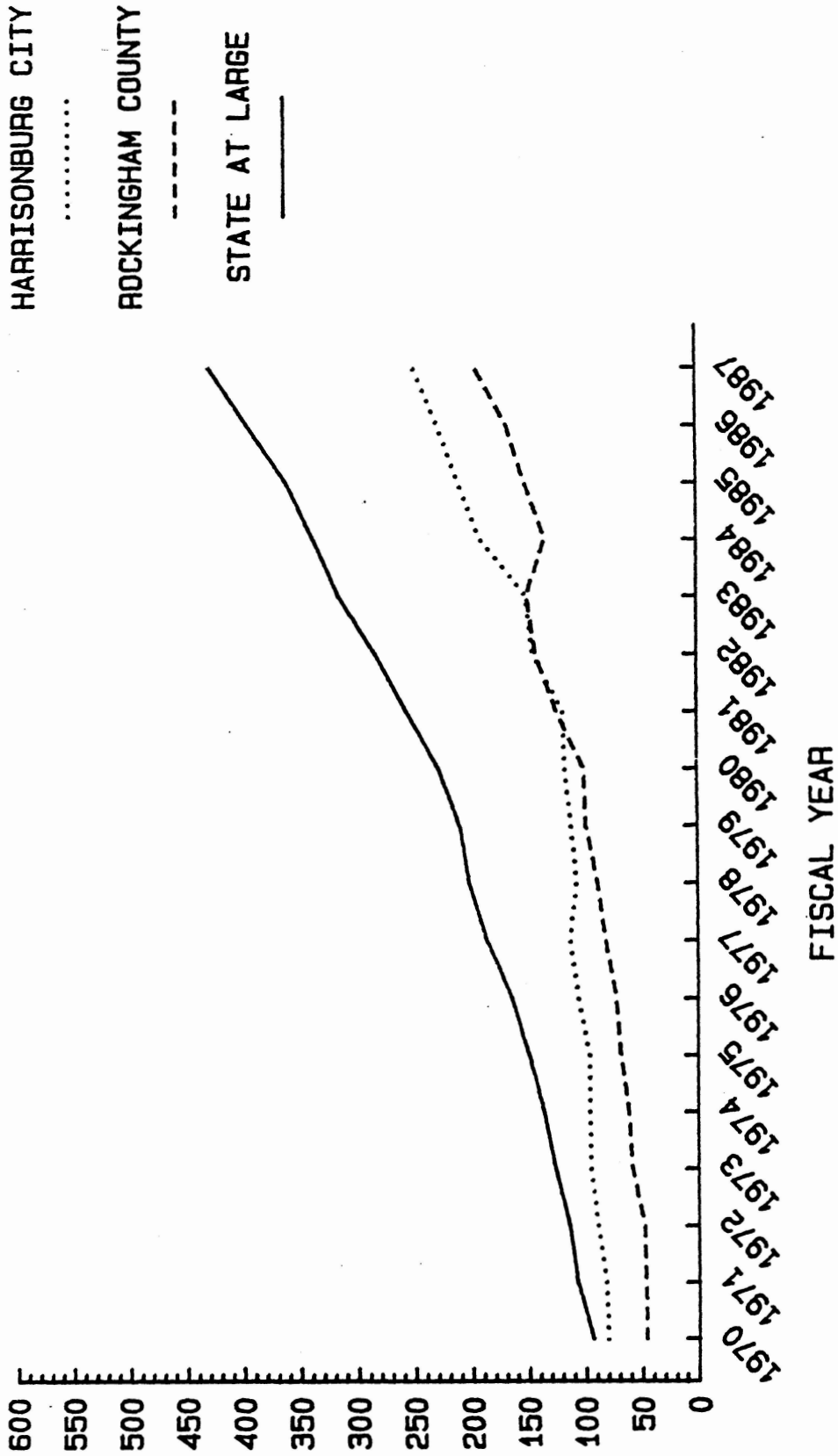


Note 1: Harrisonburg annexed a portion of Rockingham County on 1/1/83.

Note 2: True tax rates are unavailable for 1972.

PROPERTY TAX REVENUE PER CAPITA BY FISCAL YEAR

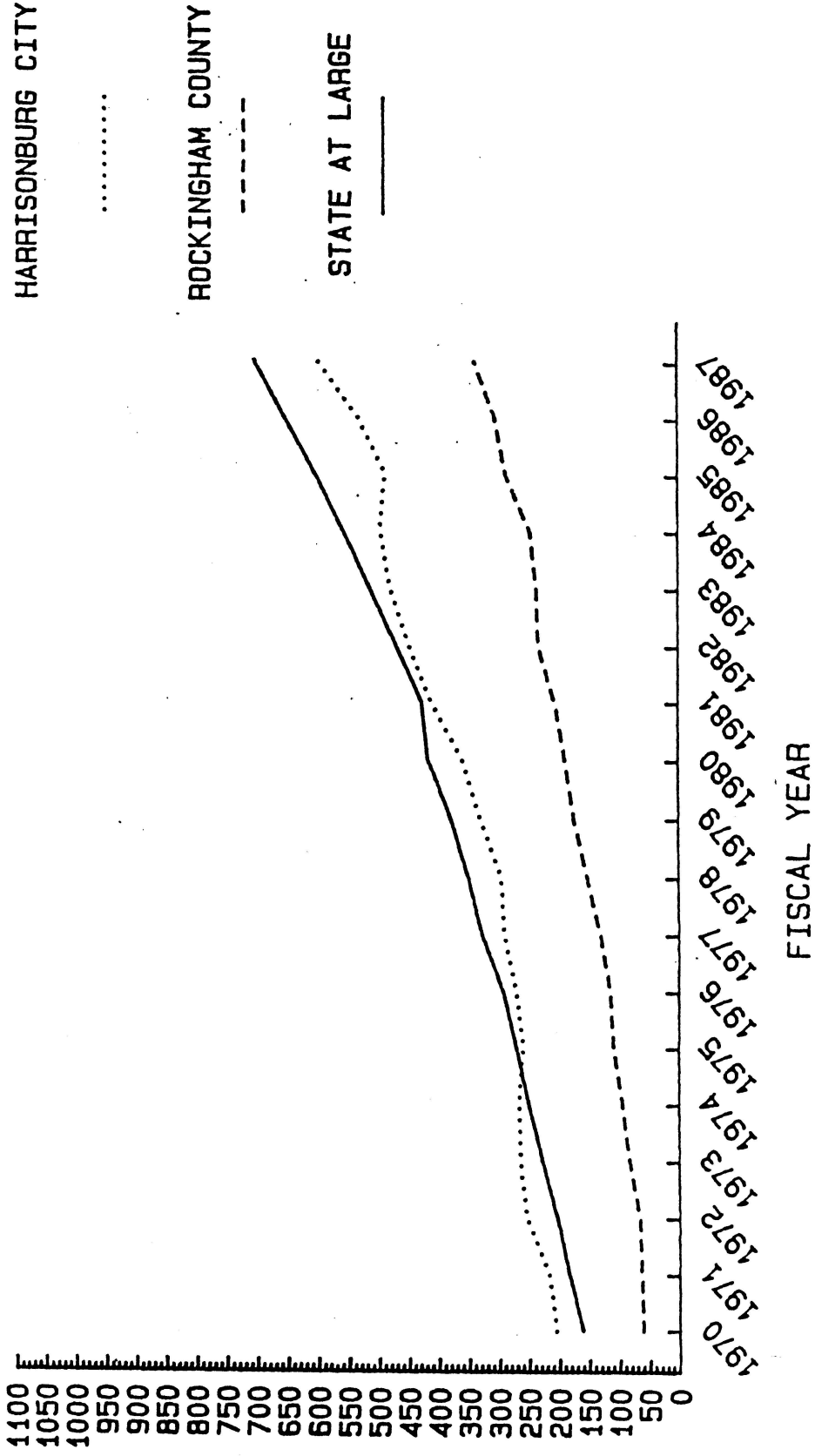
PROPERTY TAX REVENUE PER CAPITA



Note: Harrisonburg annexed a portion of Rockingham County on 1/1/83.

LOCAL-SOURCE REVENUE PER CAPITA BY FISCAL YEAR

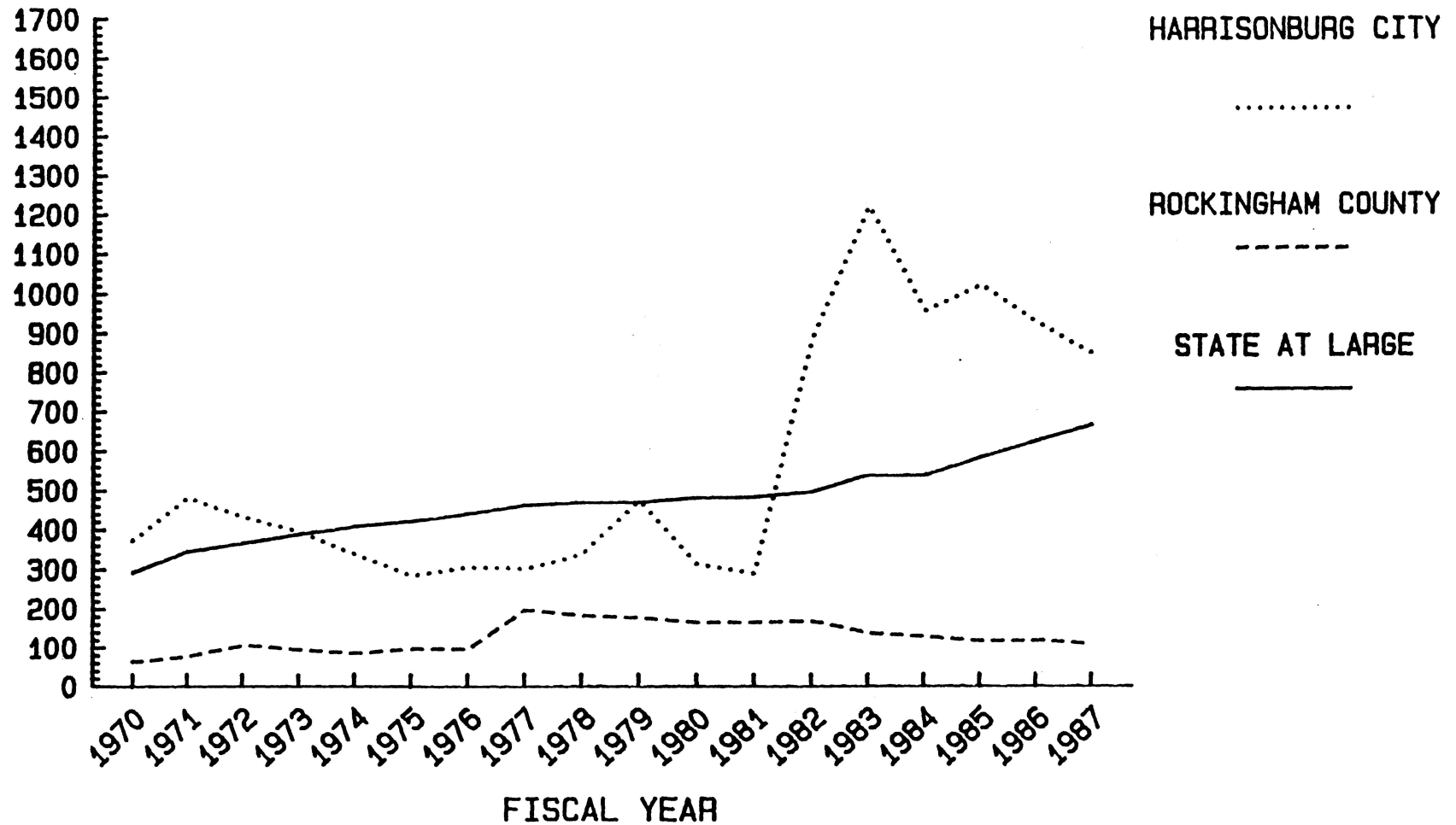
LOCAL-SOURCE REVENUE PER CAPITA



Note: Harrisonburg annexed a portion of Rockingham County on 1/1/83.

NET DEBT PER CAPITA BY FISCAL YEAR

NET DEBT PER CAPITA



Note: Harrisonburg annexed a portion of Rockingham County on 1/1/83.

Local Fiscal Characteristics
by
Year and Jurisdiction

Year/Jurisdiction	General Property Tax	Revenue 1 Per Capita	Total Local-Source Revenue 1 Per Capita	Net Debt 1 Per Capita	Average Effective Real Estate 2 True Tax Rate
1970					
Bristol City	\$60.76		\$138.73	\$161.85	\$1.27
Harrisonburg City	\$80.09		\$204.31	\$371.82	\$0.94
Lynchburg City	\$107.84		\$219.98	\$290.38	\$1.34
Petersburg City	\$90.85		\$187.74	\$288.51	\$1.66
Richmond City	\$150.33		\$301.61	\$752.89	\$1.77
Roanoke City	\$108.25		\$253.80	\$201.09	\$1.38
Bedford County	\$53.93		\$90.45	\$215.50	\$0.55
Campbell County	\$51.90		\$67.16	\$66.57	\$0.67
Chesterfield County	\$83.39		\$240.52	\$322.04	\$0.91
Dinwiddie County	\$37.77		\$55.57	\$92.17	\$0.60
Prince George County	\$35.31		\$56.98	\$48.13	\$0.77
Roanoke County	\$87.20		\$147.02	\$331.65	\$0.85
Rockingham County	\$45.62		\$60.37	\$62.06	\$0.51
Washington County	\$43.82		\$74.76	\$125.18	\$0.74
1971					
Bristol City	\$78.38		\$176.30	\$216.68	\$1.33
Harrisonburg City	\$81.89		\$216.61	\$480.82	\$0.85
Lynchburg City	\$115.84		\$233.96	\$375.44	\$1.25
Petersburg City	\$105.33		\$207.11	\$396.70	\$1.62
Richmond City	\$169.39		\$329.59	\$740.67	\$1.76
Roanoke City	\$104.94		\$255.99	\$331.97	\$1.38
Bedford County	\$61.58		\$110.26	\$247.93	\$0.47
Campbell County	\$55.41		\$76.80	\$69.23	\$0.51
Chesterfield County	\$119.12		\$261.68	\$481.94	\$0.86
Dinwiddie County	\$39.91		\$59.09	\$86.91	\$0.59
Prince George County	\$39.68		\$63.68	\$44.63	\$0.70
Roanoke County	\$76.62		\$148.74	\$418.51	\$0.90
Rockingham County	\$46.99		\$63.06	\$77.04	\$0.47
Washington County	\$45.83		\$76.60	\$130.90	\$0.68

Source: Staff, Commission on Local Government
12/15/88

Local Fiscal Characteristics
by
Year and Jurisdiction

Year/Jurisdiction	General Property Tax Revenue 1 Per Capita	Total Local-Source Revenue 1 Per Capita	Net Debt 1 Per Capita	Average Effective Real Estate 2 True Tax Rate
1972				
Bristol City	\$90.94	\$183.24	\$417.92	N.A.
Harrisonburg City	\$88.68	\$253.91	\$431.87	N.A.
Lynchburg City	\$123.05	\$251.76	\$331.75	N.A.
Petersburg City	\$127.22	\$248.24	\$475.54	N.A.
Richmond City	\$176.44	\$367.07	\$846.88	N.A.
Roanoke City	\$115.83	\$280.28	\$396.07	N.A.
Bedford County	\$68.06	\$114.44	\$269.51	N.A.
Campbell County	\$57.57	\$78.88	\$58.39	N.A.
Chesterfield County	\$121.71	\$264.82	\$438.07	N.A.
Dinwiddie County	\$51.45	\$74.85	\$99.71	N.A.
Prince George County	\$43.36	\$72.43	\$39.56	N.A.
Roanoke County	\$95.42	\$181.89	\$369.30	N.A.
Rockingham County	\$47.76	\$65.48	\$106.50	N.A.
Washington County	\$48.63	\$87.71	\$149.98	N.A.
1973				
Bristol City	\$92.57	\$198.63	\$458.63	\$1.20
Harrisonburg City	\$95.02	\$264.09	\$393.82	\$0.66
Lynchburg City	\$128.55	\$267.18	\$300.68	\$1.07
Petersburg City	\$127.37	\$239.46	\$441.86	\$1.48
Richmond City	\$198.00	\$410.10	\$986.83	\$1.65
Roanoke City	\$121.37	\$291.89	\$380.58	\$1.08
Bedford County	\$80.72	\$132.09	\$255.32	\$0.50
Campbell County	\$70.16	\$93.62	\$100.09	\$0.58
Chesterfield County	\$155.70	\$269.25	\$407.37	\$0.77
Dinwiddie County	\$51.68	\$83.65	\$164.26	\$0.45
Prince George County	\$44.71	\$96.08	\$45.33	\$0.58
Roanoke County	\$99.69	\$186.27	\$336.41	\$0.73
Rockingham County	\$58.35	\$83.04	\$93.21	\$0.48
Washington County	\$51.76	\$102.07	\$206.91	\$0.40

Source: Staff, Commission on Local Government
12/15/88

Local Fiscal Characteristics
by
Year and Jurisdiction

Year/Jurisdiction	General Property Tax Revenue 1 Per Capita	Total Local-Source Revenue 1 Per Capita	Net Debt 1 Per Capita	Average Effective Real Estate 2 True Tax Rate
1974				
Bristol City	\$93.28	\$238.23	\$465.42	\$1.05
Harrisonburg City	\$95.60	\$265.92	\$337.81	\$0.61
Lynchburg City	\$131.96	\$283.52	\$268.89	\$1.05
Petersburg City	\$146.03	\$266.59	\$693.35	\$1.38
Richmond City	\$212.08	\$443.81	\$1,055.40	\$1.43
Roanoke City	\$130.94	\$307.28	\$351.48	\$1.12
Bedford County	\$81.05	\$137.03	\$239.59	\$0.49
Campbell County	\$76.49	\$112.19	\$99.76	\$0.54
Chesterfield County	\$152.56	\$300.74	\$557.59	\$0.78
Dinwiddie County	\$54.28	\$84.73	\$160.75	\$0.51
Prince George County	\$51.21	\$119.62	\$40.12	\$0.58
Roanoke County	\$102.61	\$220.36	\$283.62	\$0.67
Rockingham County	\$61.36	\$95.14	\$84.49	\$0.41
Washington County	\$50.57	\$111.15	\$180.97	\$0.53
1975				
Bristol City	\$103.83	\$238.93	\$462.95	\$1.18
Harrisonburg City	\$96.11	\$258.44	\$283.08	\$0.71
Lynchburg City	\$140.50	\$313.94	\$239.14	\$1.25
Petersburg City	\$149.27	\$285.70	\$644.10	\$1.29
Richmond City	\$227.81	\$469.59	\$1,044.79	\$1.48
Roanoke City	\$139.65	\$329.15	\$534.65	\$1.14
Bedford County	\$83.84	\$143.10	\$218.01	\$0.48
Campbell County	\$84.23	\$126.38	\$113.60	\$0.57
Chesterfield County	\$170.62	\$323.38	\$558.50	\$0.83
Dinwiddie County	\$74.00	\$113.32	\$156.43	\$0.48
Prince George County	\$61.42	\$132.95	\$49.00	\$0.57
Roanoke County	\$122.12	\$244.55	\$265.84	\$0.83
Rockingham County	\$68.16	\$109.27	\$96.82	\$0.39
Washington County	\$65.66	\$135.34	\$217.59	\$0.53

Source: Staff, Commission on Local Government
12/15/88

Local Fiscal Characteristics
by
Year and Jurisdiction

Year/Jurisdiction	General Property Tax Revenue 1 Per Capita	Total Local-Source Revenue 1 Per Capita	Net Debt 1 Per Capita	Average Effective Real Estate 2 True Tax Rate
1976				
Bristol City	\$129.47	\$294.36	\$588.26	\$1.06
Harrisonburg City	\$105.83	\$270.77	\$305.49	\$0.65
Lynchburg City	\$173.19	\$346.69	\$632.53	\$1.19
Petersburg City	\$164.59	\$310.38	\$754.32	\$1.43
Richmond City	\$254.52	\$502.22	\$1,102.53	\$1.56
Roanoke City	\$170.25	\$379.80	\$597.45	\$1.01
Bedford County	\$85.58	\$142.45	\$190.79	\$0.50
Campbell County	\$92.49	\$173.49	\$96.73	\$0.57
Chesterfield County	\$191.89	\$349.90	\$595.91	\$0.93
Dinwiddie County	\$91.61	\$137.08	\$161.58	\$0.49
Prince George County	\$63.42	\$141.08	\$211.61	\$0.55
Roanoke County	\$140.44	\$276.15	\$181.44	\$0.89
Rockingham County	\$72.21	\$114.39	\$95.39	\$0.41
Washington County	\$65.66	\$131.42	\$201.36	\$0.50
1977				
Bristol City	\$140.31	\$285.39	\$538.48	\$1.02
Harrisonburg City	\$112.48	\$290.75	\$300.20	\$0.60
Lynchburg City	\$170.98	\$347.50	\$495.09	\$1.16
Petersburg City	\$198.97	\$345.11	\$717.75	\$1.38
Richmond City	\$280.60	\$537.10	\$1,161.91	\$1.59
Roanoke City	\$198.54	\$417.28	\$682.66	\$1.44
Bedford County	\$99.69	\$167.61	\$183.07	\$0.45
Campbell County	\$92.61	\$167.26	\$126.72	\$0.54
Chesterfield County	\$218.05	\$402.66	\$794.42	\$1.03
Dinwiddie County	\$95.53	\$145.92	\$166.01	\$0.47
Prince George County	\$68.50	\$139.74	\$313.73	\$0.71
Roanoke County	\$165.60	\$381.31	\$261.45	\$0.95
Rockingham County	\$81.75	\$130.90	\$196.11	\$0.39
Washington County	\$68.00	\$138.60	\$187.34	\$0.41

Source: Staff, Commission on Local Government
12/15/88

Local Fiscal Characteristics
by
Year and Jurisdiction

Year/Jurisdiction	General Property Tax Revenue 1 Per Capita	Total Local-Source Revenue 1 Per Capita	Net Debt 1 Per Capita	Average Effective Real Estate 2 True Tax Rate
1978				
Bristol City	\$145.13	\$307.58	\$626.76	\$0.96
Harrisonburg City	\$106.49	\$295.89	\$337.64	\$0.51
Lynchburg City	\$184.87	\$367.39	\$586.28	\$1.12
Petersburg City	\$190.79	\$354.73	\$707.49	\$1.32
Richmond City	\$297.54	\$587.61	\$1,091.32	\$1.48
Roanoke City	\$237.91	\$490.29	\$641.66	\$1.44
Bedford County	\$102.19	\$176.27	\$192.59	\$0.46
Campbell County	\$99.23	\$165.46	\$146.13	\$0.51
Chesterfield County	\$243.71	\$450.71	\$736.03	\$1.03
Dinwiddie County	\$96.03	\$137.22	\$153.78	\$0.46
Prince George County	\$85.93	\$147.25	\$268.04	\$0.66
Roanoke County	\$172.41	\$362.23	\$222.48	\$0.91
Rockingham County	\$88.48	\$152.06	\$181.21	\$0.40
Washington County	\$70.35	\$139.50	\$218.94	\$0.52
1979				
Bristol City	\$156.26	\$381.80	\$635.57	\$0.95
Harrisonburg City	\$111.27	\$331.74	\$474.27	\$0.53
Lynchburg City	\$194.24	\$400.35	\$670.24	\$0.99
Petersburg City	\$216.14	\$399.54	\$669.09	\$1.42
Richmond City	\$314.93	\$622.68	\$1,021.57	\$1.36
Roanoke City	\$239.09	\$491.16	\$568.84	\$1.26
Bedford County	\$115.91	\$195.71	\$212.97	\$0.43
Campbell County	\$106.23	\$183.70	\$169.63	\$0.46
Chesterfield County	\$256.17	\$486.17	\$741.07	\$0.95
Dinwiddie County	\$110.27	\$156.72	\$186.01	\$0.40
Prince George County	\$93.14	\$167.15	\$252.00	\$0.63
Roanoke County	\$189.37	\$398.92	\$200.78	\$0.78
Rockingham County	\$98.61	\$174.62	\$175.50	\$0.36
Washington County	\$87.72	\$162.31	\$327.84	\$0.46

Source: Staff, Commission on Local Government
12/15/88

Local Fiscal Characteristics
by
Year and Jurisdiction

Year/Jurisdiction	General Property Tax Revenue 1 Per Capita	Total Local-Source Revenue 1 Per Capita	Net Debt 1 Per Capita	Average Effective Real Estate 2 True Tax Rate
1980				
Bristol City	\$179.65	\$423.28	\$733.40	\$0.92
Harrisonburg City	\$116.49	\$361.03	\$312.29	\$0.47
Lynchburg City	\$204.53	\$454.80	\$754.93	\$0.90
Petersburg City	\$229.63	\$424.08	\$631.91	\$1.32
Richmond City	\$323.63	\$640.06	\$1,067.87	\$1.31
Roanoke City	\$243.68	\$518.76	\$633.46	\$1.17
Bedford County	\$121.73	\$211.57	\$253.19	\$0.42
Campbell County	\$114.76	\$182.90	\$176.35	\$0.44
Chesterfield County	\$266.35	\$508.54	\$790.24	\$0.88
Dinwiddie County	\$118.74	\$174.96	\$174.50	\$0.54
Prince George County	\$101.15	\$182.46	\$231.69	\$0.59
Roanoke County	\$197.33	\$430.66	\$263.07	\$0.74
Rockingham County	\$100.16	\$189.30	\$164.56	\$0.37
Washington County	\$90.92	\$184.01	\$324.91	\$0.50
1981				
Bristol City	\$183.30	\$371.98	\$715.85	\$1.09
Harrisonburg City	\$118.00	\$412.90	\$288.68	\$0.59
Lynchburg City	\$214.72	\$485.26	\$708.85	\$1.03
Petersburg City	\$268.44	\$473.54	\$604.81	\$1.45
Richmond City	\$357.93	\$709.88	\$1,252.72	\$1.41
Roanoke City	\$252.21	\$536.17	\$575.11	\$1.06
Bedford County	\$126.55	\$169.72	\$230.21	\$0.41
Campbell County	\$126.41	\$206.06	\$168.06	\$0.41
Chesterfield County	\$289.38	\$408.45	\$719.03	\$0.90
Dinwiddie County	\$155.40	\$210.57	\$240.25	\$0.72
Prince George County	\$101.17	\$187.99	\$219.18	\$0.60
Roanoke County	\$271.92	\$513.35	\$275.69	\$0.83
Rockingham County	\$123.69	\$206.38	\$165.46	\$0.35
Washington County	\$106.50	\$161.33	\$336.28	\$0.47

Source: Staff, Commission on Local Government
12/15/88

Local Fiscal Characteristics
by
Year and Jurisdiction

Year/Jurisdiction	General Property Tax Revenue 1 Per Capita	Total Local-Source Revenue 1 Per Capita	Net Debt 1 Per Capita	Average Effective Real Estate 2 True Tax Rate
1982				
Bristol City	\$216.68	\$439.41	\$678.70	\$1.04
Harrisonburg City	\$144.79	\$449.34	\$888.22	\$0.61
Lynchburg City	\$247.54	\$531.54	\$770.62	\$1.03
Petersburg City	\$279.98	\$508.52	\$562.35	\$1.47
Richmond City	\$387.92	\$772.02	\$1,251.29	\$1.45
Roanoke City	\$282.34	\$573.21	\$524.07	\$1.25
Bedford County	\$139.90	\$181.45	\$221.82	\$0.40
Campbell County	\$142.91	\$216.59	\$156.21	\$0.41
Chesterfield County	\$317.36	\$443.94	\$827.96	\$0.93
Dinwiddie County	\$180.18	\$244.93	\$247.95	\$0.69
Prince George County	\$101.55	\$191.66	\$206.41	\$0.62
Roanoke County	\$276.05	\$455.66	\$249.01	\$0.95
Rockingham County	\$142.42	\$233.40	\$168.36	\$0.36
Washington County	\$107.19	\$163.72	\$322.57	\$0.47
1983				
Bristol City	\$218.62	\$428.15	\$751.67	\$0.93
Harrisonburg City	\$150.78	\$481.14	\$1,223.65	\$0.62
Lynchburg City	\$256.27	\$540.08	\$961.04	\$1.03
Petersburg City	\$307.18	\$541.17	\$512.47	\$1.53
Richmond City	\$414.86	\$827.49	\$1,291.69	\$1.40
Roanoke City	\$299.83	\$592.95	\$582.81	\$1.18
Bedford County	\$143.67	\$194.20	\$207.58	\$0.44
Campbell County	\$146.36	\$217.24	\$144.86	\$0.40
Chesterfield County	\$342.93	\$481.63	\$811.99	\$0.92
Dinwiddie County	\$196.02	\$258.99	\$234.35	\$0.66
Prince George County	\$123.91	\$214.85	\$208.44	\$0.59
Roanoke County	\$302.98	\$427.00	\$357.21	\$0.94
Rockingham County	\$149.99	\$236.48	\$136.08	\$0.35
Washington County	\$107.43	\$178.09	\$300.21	\$0.44

Source: Staff, Commission on Local Government
12/15/88

Local Fiscal Characteristics
by
Year and Jurisdiction

Year/Jurisdiction	General Property Tax	Revenue 1	Per Capita	Total		Net Debt 1	Average Effective Real Estate 2	True Tax Rate
				Local-Source Revenue 1	Per Capita			
1984								
Bristol City	\$225.36			\$435.65		\$737.87	\$0.92	
Harrisonburg City	\$190.99			\$496.68		\$958.34	\$0.68	
Lynchburg City	\$274.54			\$585.63		\$907.79	\$1.01	
Petersburg City	\$294.65			\$551.98		\$490.16	\$1.42	
Richmond City	\$457.30			\$896.03		\$1,310.66	\$1.36	
Roanoke City	\$323.03			\$618.02		\$531.93	\$1.12	
Bedford County	\$157.95			\$219.18		\$238.87	\$0.43	
Campbell County	\$153.24			\$236.02		\$139.45	\$0.40	
Chesterfield County	\$376.11			\$536.73		\$832.18	\$0.92	
Dinwiddie County	\$205.96			\$292.58		\$243.84	\$0.64	
Prince George County	\$130.31			\$227.88		\$211.22	\$0.68	
Roanoke County	\$325.15			\$479.59		\$355.35	\$0.96	
Rockingham County	\$132.98			\$246.45		\$127.00	\$0.39	
Washington County	\$111.72			\$188.63		\$278.07	\$0.53	
1985								
Bristol City	\$230.60			\$537.96		\$766.22	\$1.00	
Harrisonburg City	\$210.09			\$488.23		\$1,024.12	\$0.66	
Lynchburg City	\$281.85			\$605.95		\$1,031.66	\$1.03	
Petersburg City	\$313.47			\$586.14		\$453.77	\$1.47	
Richmond City	\$482.39			\$948.08		\$1,476.70	\$1.35	
Roanoke City	\$329.37			\$651.05		\$508.72	\$1.12	
Bedford County	\$165.41			\$229.55		\$164.58	\$0.51	
Campbell County	\$159.43			\$249.55		\$126.16	\$0.42	
Chesterfield County	\$418.97			\$596.87		\$962.48	\$0.92	
Dinwiddie County	\$218.59			\$317.65		\$220.50	\$0.65	
Prince George County	\$154.61			\$273.01		\$236.73	\$0.73	
Roanoke County	\$372.17			\$540.75		\$339.82	\$1.06	
Rockingham County	\$151.41			\$287.46		\$115.28	\$0.41	
Washington County	\$132.60			\$204.83		\$260.62	\$0.57	

Source: Staff, Commission on Local Government
12/15/88

Local Fiscal Characteristics
by
Year and Jurisdiction

Year/Jurisdiction	General Property Tax	Revenue 1 Per Capita	Total Local-Source Revenue 1 Per Capita	Net Debt 1 Per Capita	Average Effective Real Estate 2 True Tax Rate
1986					
Bristol City	\$266.61		\$535.28	\$736.03	\$0.96
Harrisonburg City	\$227.67		\$534.36	\$927.51	\$0.63
Lynchburg City	\$310.96		\$646.68	\$958.97	\$1.04
Petersburg City	\$317.74		\$604.38	\$411.04	\$1.38
Richmond City	\$530.12		\$1,008.44	\$1,379.03	\$1.31
Roanoke City	\$350.46		\$693.62	\$649.87	\$1.05
Bedford County	\$199.97		\$267.99	\$148.99	\$0.49
Campbell County	\$171.64		\$261.05	\$114.68	\$0.41
Chesterfield County	\$456.63		\$658.41	\$1,534.76	\$0.94
Dinwiddie County	\$231.20		\$334.62	\$212.33	\$0.70
Prince George County	\$182.31		\$311.81	\$223.48	\$0.71
Roanoke County	\$408.33		\$572.43	\$529.64	\$1.01
Rockingham County	\$167.56		\$305.56	\$117.96	\$0.47
Washington County	\$151.57		\$233.67	\$293.28	\$0.56
1987					
Bristol City	\$290.68		\$625.68	\$673.69	N.A.
Harrisonburg City	\$249.17		\$600.40	\$849.06	N.A.
Lynchburg City	\$329.50		\$672.94	\$1,054.19	N.A.
Petersburg City	\$325.47		\$625.00	\$369.40	N.A.
Richmond City	\$565.05		\$1,067.45	\$1,414.96	N.A.
Roanoke City	\$370.14		\$716.29	\$614.81	N.A.
Bedford County	\$208.73		\$277.68	\$283.21	N.A.
Campbell County	\$181.13		\$272.34	\$127.68	N.A.
Chesterfield County	\$493.04		\$712.25	\$1,615.86	N.A.
Dinwiddie County	\$248.10		\$357.16	\$373.63	N.A.
Prince George County	\$192.16		\$332.25	\$497.86	N.A.
Roanoke County	\$450.70		\$641.99	\$636.43	N.A.
Rockingham County	\$194.85		\$339.39	\$107.03	N.A.
Washington County	\$157.08		\$244.33	\$271.43	N.A.

Source: Staff, Commission on Local Government
12/15/88

Statewide Fiscal Characteristics
by
Year

Year	General Property Tax Revenue 1 Per Capita	Total Local-Source Revenue 1 Per Capita	Net Debt 1 Per Capita	Average Effective Real Estate 2 True Tax Rate
1970	\$93.20	\$160.25	\$292.18	\$1.10
1971	\$107.35	\$183.18	\$346.07	\$1.06
1972	\$114.00	\$202.76	\$367.10	N.A.
1973	\$126.00	\$227.60	\$389.75	\$0.92
1974	\$136.15	\$250.33	\$408.73	\$0.87
1975	\$149.16	\$270.86	\$421.54	\$0.90
1976	\$164.47	\$292.73	\$441.76	\$0.94
1977	\$186.47	\$328.57	\$463.94	\$0.95
1978	\$201.82	\$351.03	\$470.47	\$0.90
1979	\$210.24	\$379.80	\$470.65	\$0.82
1980	\$228.28	\$417.85	\$482.21	\$0.81
1981	\$256.37	\$427.84	\$484.51	\$0.83
1982	\$283.83	\$470.74	\$497.25	\$0.87
1983	\$315.14	\$514.81	\$540.36	\$0.87
1984	\$336.90	\$559.57	\$537.91	\$0.87
1985	\$360.58	\$605.10	\$585.50	\$0.87
1986	\$395.18	\$655.83	\$627.65	\$0.84
1987	\$428.88	\$705.13	\$667.92	N.A.

Source: Staff, Commission on Local Government
12/15/88

NOTES AND SOURCES

1. The per capita computations are based, in part, upon revenue and debt statistics published by the state auditor in the following documents: Report of Auditor of Public Accounts of Commonwealth of Virginia on Comparative Cost of County Government, 1970-80, exhs. A, A-1, and B; Report of Auditor of Public Accounts of Commonwealth of Virginia on Comparative Cost of City Government, 1970-80, exhs. A, A-1, and B; and Comparative Report of Local Government Revenues and Expenditures, 1981-87, exhs. B and G. [The concept of locally generated revenue, as treated by the Auditor of Public Accounts, excludes payments from federal and state authorities, non-revenue receipts, and inter-fund transfers. The dimension of net debt refers to the variance between total indebtedness (including obligations associated with enterprise activities) and any available funds reserved for the retirement of principal and interest burdens.]

In the main, the population values underlying the per capita amounts have been derived from Bureau of the Census, U. S. Department of Commerce, 1970 Census of Population: Characteristics of the Population (Washington, D. C.: U. S. Government Printing Office, 1973), vol. 1, part 48, table 9; Bureau of the Census, U. S. Department of Commerce, 1980 Census of Population: Characteristics of the Population (Washington, D. C.: U. S. Government Printing Office, 1982), vol. 1, ch. B, part 48, table 46; Julia H. Martin and Michael A. Spar, Intercensal Estimates and Decennial Census Counts for Virginia Localities, 1790-1980 (Charlottesville: Tayloe Murphy Institute, University of Virginia, 1983), tables 1 and 2; and Julia H. Martin, Estimates of the Population of Virginia Counties and Cities: 1986 and 1987 (Charlottesville: Center for Public Service, University of Virginia, 1988), table 1. For computational purposes, however, the Commission staff has revised several of the published estimates of pre-annexation population levels in certain localities--(1) the 1969 figures relating to the Richmond City/Chesterfield County case, (2) the 1975 values pertaining to the Lynchburg City/Bedford County/Campbell County and Roanoke City/Roanoke County questions, and (3) the 1981 and 1982 statistics with respect to the Harrisonburg City/Rockingham County issue. These modifications (the details of which will be furnished upon request) are intended to remove the effects of retroactive adjustments made by the Tayloe Murphy Institute for the purpose of indicating the population totals that would have applied to various annexation-affected localities if each of the relevant boundary changes had occurred on an earlier date.

2. For the period extending from 1970 through 1986 (except 1972), average effective true tax rates have been issued by the Virginia Department of Taxation in Real Estate Taxes in Virginia: Real Estate Assessment Ratios and Average Effective True Tax Rates in Virginia Counties and Cities-1970 and 1971, pp. 4-6; and Virginia Assessment/Sales Ratio Study, 1973 (table 6), 1974-77 (table 7), 1978 (table 4), and 1979-86 (table 5). [The true real property tax

rate pertaining to a given jurisdiction can be obtained through the multiplication of its median assessment/sales ratio (expressed as a decimal-valued fraction) by the locality's average nominal tax rate. With respect to the Commonwealth as a whole, the true tax rate is defined as the quotient of total real estate levies divided by the cumulative true valuation of real property across the 95 counties and 41 independent cities. It should be noted that, in producing true tax rate graphics for the 1970-86 interval, the Commission staff has employed estimated 1972 values in the form of mean scores computed from published 1971 and 1973 data relative to the focal localities and the state at large.]

ATTACHMENT B

**Percentage of County's
Taxable Property Values
in Area Annexed**

PERCENTAGE OF COUNTY'S
TAXABLE PROPERTY VALUES
IN
AREA ANNEXED

<u>City</u>	<u>County</u>	<u>Date of Annexation</u>	<u>Percentage of County's Property Values in Annexed Area</u>
Norfolk	Norfolk	1/1/55	46.4%
Lynchburg	Bedford	1/1/58	13.3
Portsmouth	Norfolk	1/1/60	30.7
Bristol	Washington	Awarded 9/22/62 (award declined by City)	38.8
Richmond	Henrico	Awarded 7/31/64 (award declined by City)	38.7
Portsmouth	Norfolk (City of Chesapeake)	1/1/68	30.8
Winchester	Frederick	1/1/71	27.0
Petersburg	Prince George	1/1/72	35.3
Petersburg	Dinwiddie	1/1/72	18.9
Lynchburg	Campbell	1/1/76	26.5
Roanoke	Roanoke	1/1/76	22.5
Harrisonburg	Rockingham	1/1/83	13.1
Fredericksburg	Spotsylvania	1/1/84	7.1
Waynesboro	Augusta	1/1/86	6.6
Staunton	Augusta	1/1/87	4.5
Emporia	Greensville	1/1/88	11.2
Danville	Pittsylvania	1/1/88	19.0

Sources: Court opinions, court orders, and reports issued by the Commission on Local Government.

ATTACHMENT C

**State Intergovernmental Aid
as Percentage of
Total County General Revenue**

STATE INTERGOVERNMENTAL AID AS PERCENTAGE OF

TOTAL COUNTY GENERAL REVENUE

Fiscal Year	State Intergovernmental Aid ¹ (in millions)	Total County General Revenue ² (in millions)	State Intergovernmental Aid as Percentage of Total County General Revenue
1970	\$ 231.1	\$ 685.5	33.7
1975	412.9	1,339.7	30.8
1980	595.7	2,189.1	27.2
1981	782.0	2,326.0	33.6
1982	824.8	2,502.8	33.0
1983	910.7	2,734.9	33.3
1984	994.3	2,974.4	33.4
1985	1,075.7	3,276.4	32.8
1986	1,239.3	3,649.1	34.0
1987	1,361.5	3,965.8	34.3

SOURCE: Comparative Reports of Auditor of Public Accounts for Fiscal Years 1970, 1975, 1980-1987. For 1970, 1975 and 1980, figures were obtained from the annual "Consolidated Statement of Revenue." For years after 1980, figures were obtained from Exhibit A of Reports.

NOTES: ¹These totals include only State aid paid to local governments.

²These totals include intergovernmental aid, but exclude revenues from enterprise activities and debt proceeds.

Staff
Commission on Local Government
November 1988

ATTACHMENT D
Composite Measures of
Jurisdictional Wealth
Tax Year 1986

Composite Jurisdictional Wealth, Tax Year 1986
Per Capita Amounts and Rank Scores under Methods 1, 2, and 3 by Locality

Rank Scores
1=Lowest Wealth Per Capita
136=Highest Wealth Per Capita

Locality	Jurisdictional Wealth Per Capita (Method 1)	Rank (Method 1)	Jurisdictional Wealth Per Capita (Method 2)	Rank (Method 2)	Jurisdictional Wealth Per Capita (Method 3)	Rank (Method 3)
Accomack County	\$17,458.95	59.0	\$16,452.46	58.0	\$15,942.39	63.0
Albemarle County	\$27,247.41	116.0	\$25,691.07	116.0	\$25,142.91	112.0
Alleghany County	\$15,053.05	32.0	\$14,380.68	34.0	\$12,768.97	31.0
Amelia County	\$20,516.88	85.0	\$19,202.35	83.0	\$18,739.41	84.0
Amherst County	\$14,332.15	29.0	\$13,703.60	30.0	\$12,515.40	30.0
Appomattox County	\$16,587.21	48.0	\$15,710.75	47.0	\$16,441.35	69.0
Arlington County	\$47,300.73	132.0	\$44,315.64	132.0	\$49,543.66	133.0
Augusta County	\$19,271.89	76.0	\$18,215.21	77.0	\$16,686.76	70.0
Bath County	\$174,935.74	136.0	\$158,319.71	136.0	\$295,077.94	136.0
Bedford County	\$21,583.92	93.0	\$20,418.16	94.0	\$23,625.12	107.0
Bland County	\$11,414.20	4.0	\$10,875.59	4.0	\$12,051.18	24.0
Botetourt County	\$19,425.39	80.0	\$18,413.06	79.0	\$18,522.14	82.0
Brunswick County	\$15,621.36	39.0	\$14,720.68	39.0	\$13,319.35	36.0
Buchanan County	\$16,786.40	51.0	\$15,732.87	50.0	\$11,707.20	18.0
Buckingham County	\$17,553.80	60.0	\$16,392.74	57.0	\$18,094.02	78.0
Campbell County	\$15,330.67	36.0	\$14,659.88	38.0	\$12,941.21	34.0
Caroline County	\$19,349.74	79.0	\$18,247.68	78.0	\$18,764.31	85.0
Carroll County	\$13,408.45	16.0	\$12,659.15	13.0	\$11,737.99	20.0
Charles City County	\$18,899.47	72.0	\$17,873.63	71.0	\$21,146.75	98.0
Charlotte County	\$16,018.32	43.0	\$15,018.15	42.0	\$14,907.55	49.0
Chesterfield County	\$24,092.84	110.0	\$23,034.13	110.0	\$24,173.14	111.0
Clarke County	\$27,930.13	118.0	\$26,269.25	118.0	\$29,352.68	120.0
Craig County	\$18,819.65	70.0	\$17,718.41	68.0	\$20,240.14	90.0
Culpeper County	\$23,631.02	105.0	\$22,179.09	106.0	\$21,033.19	96.0
Cumberland County	\$18,612.93	66.0	\$17,497.80	66.0	\$15,421.43	56.0
Dickenson County	\$18,501.40	64.0	\$17,176.85	63.0	\$12,072.03	25.0
Dinwiddie County	\$16,055.24	44.0	\$15,257.40	44.0	\$15,409.67	55.0
Essex County	\$23,874.81	109.0	\$22,324.35	107.0	\$21,483.67	100.0
Fairfax County	\$37,383.51	129.0	\$35,297.19	129.0	\$38,799.12	128.0
Fauquier County	\$34,900.95	127.0	\$32,887.55	127.0	\$33,933.20	124.0
Floyd County	\$18,616.27	67.0	\$17,436.94	65.0	\$19,327.81	88.0
Fluvanna County	\$23,770.47	107.0	\$22,173.81	105.0	\$25,564.40	114.0
Franklin County	\$17,682.81	62.0	\$16,727.01	60.0	\$16,035.42	65.0
Frederick County	\$22,442.50	101.0	\$21,232.62	101.0	\$18,265.74	80.0
Giles County	\$16,995.79	54.0	\$16,052.06	52.0	\$14,527.75	45.0
Gloucester County	\$22,094.81	99.0	\$20,801.18	99.0	\$21,654.92	101.0
Goochland County	\$28,801.81	119.0	\$27,229.95	120.0	\$28,439.24	119.0
Grayson County	\$13,222.95	12.0	\$12,500.77	11.0	\$12,796.99	32.0
Greene County	\$18,603.87	65.0	\$17,637.29	67.0	\$19,167.41	86.0
Greensville County	\$15,837.30	42.0	\$14,969.52	41.0	\$11,690.01	17.0
Halifax County	\$13,668.40	22.0	\$12,957.59	20.0	\$10,527.95	7.0
Hanover County	\$24,307.20	111.0	\$23,128.14	111.0	\$20,586.05	93.0
Henrico County	\$23,763.25	106.0	\$22,582.58	108.0	\$21,374.59	99.0

Staff, Commission on Local Government

Composite Jurisdictional Wealth Per Capita Amounts and Rank Scores under Tax Year 1986
as 1, 2, and 3 by Locality

Rank Scores
1=Lowest Wealth Per Capita
136=Highest Wealth Per Capita

Locality	Jurisdictional Wealth Per Capita (Method 1)		Jurisdictional Wealth Per Capita (Method 2)		Jurisdictional Wealth Per Capita (Method 3)	
	Rank (Method 1)	Rank (Method 1)	Rank (Method 2)	Rank (Method 2)	Rank (Method 3)	Rank (Method 3)
Henry County	\$15,133.16	33.0	\$14,547.45	35.0	\$12,439.66	28.0
Highland County	\$32,866.92	125.0	\$30,300.66	124.0	\$42,183.10	129.0
Isle of Wight County	\$20,934.40	90.0	\$19,808.78	90.0	\$16,697.67	71.0
James City County	\$32,038.59	124.0	\$30,393.68	125.0	\$28,300.72	118.0
King and Queen County	\$21,773.75	95.0	\$20,348.56	93.0	\$26,253.24	116.0
King George County	\$20,744.07	88.0	\$19,671.97	88.0	\$20,439.05	92.0
King William County	\$23,019.89	104.0	\$21,655.42	104.0	\$21,036.67	97.0
Lancaster County	\$31,353.28	123.0	\$29,245.10	122.0	\$30,268.34	122.0
Lee County	\$10,882.71	2.0	\$10,265.09	2.0	\$10,167.63	4.0
Loudoun County	\$44,191.28	131.0	\$41,381.30	131.0	\$48,394.16	132.0
Louisa County	\$60,957.30	134.0	\$55,676.70	134.0	\$90,691.50	134.0
Lunenburg County	\$13,849.53	24.0	\$13,043.38	23.0	\$13,512.69	38.0
Madison County	\$21,856.54	96.0	\$20,446.45	95.0	\$23,084.35	106.0
Mathews County	\$25,714.19	113.0	\$24,090.71	113.0	\$26,163.34	115.0
Mecklenburg County	\$16,496.63	47.0	\$15,729.17	49.0	\$14,349.12	43.0
Middlesex County	\$29,675.61	121.0	\$27,585.27	121.0	\$27,207.78	117.0
Montgomery County	\$15,035.18	31.0	\$14,302.18	31.0	\$15,008.74	52.0
Nelson County	\$27,247.26	115.0	\$25,246.90	115.0	\$31,220.67	123.0
New Kent County	\$21,897.22	97.0	\$20,674.48	98.0	\$24,166.51	110.0
Northampton County	\$14,520.51	30.0	\$13,648.97	29.0	\$14,308.78	42.0
Northumberland County	\$29,330.29	120.0	\$27,209.75	119.0	\$34,197.94	125.0
Nottoway County	\$14,309.38	28.0	\$13,537.75	28.0	\$12,184.83	26.0
Orange County	\$22,936.89	103.0	\$21,592.78	103.0	\$22,835.06	105.0
Page County	\$16,121.61	45.0	\$15,286.07	45.0	\$14,942.16	51.0
Patrick County	\$15,663.15	40.0	\$14,806.39	40.0	\$13,694.61	40.0
Pittsylvania County	\$13,515.09	19.0	\$12,889.11	19.0	\$11,859.05	23.0
Powhatan County	\$19,724.17	82.0	\$18,683.41	82.0	\$21,661.12	102.0
Prince Edward County	\$13,591.42	20.0	\$12,798.40	17.0	\$11,247.47	10.0
Prince George County	\$12,880.22	7.0	\$12,312.28	7.0	\$11,728.50	19.0
Prince William County	\$23,822.48	108.0	\$22,659.00	109.0	\$25,213.08	113.0
Pulaski County	\$15,408.62	38.0	\$14,635.06	37.0	\$15,258.21	54.0
Rappahannock County	\$33,437.53	126.0	\$31,080.67	126.0	\$35,828.32	127.0
Richmond County	\$21,238.59	92.0	\$20,181.25	92.0	\$18,193.29	79.0
Roanoke County	\$20,471.21	84.0	\$19,603.93	87.0	\$20,635.73	94.0
Rockbridge County	\$19,334.95	78.0	\$18,179.99	76.0	\$15,778.39	61.0
Rockingham County	\$18,823.47	71.0	\$17,855.71	70.0	\$16,436.69	68.0
Russell County	\$13,106.50	10.0	\$12,375.65	8.0	\$11,850.40	22.0
Scott County	\$10,113.88	1.0	\$9,694.45	1.0	\$9,358.50	2.0
Shenandoah County	\$22,332.81	100.0	\$20,956.25	100.0	\$20,903.05	95.0
Smyth County	\$12,442.02	5.0	\$11,863.56	5.0	\$11,677.19	16.0
Southampton County	\$19,300.66	77.0	\$18,139.58	75.0	\$16,349.11	67.0
Spotsylvania County	\$25,301.59	112.0	\$23,908.90	112.0	\$22,089.19	103.0
Stafford County	\$19,010.82	73.0	\$18,110.47	74.0	\$20,243.99	91.0

Source: Staff, Commission on Local Government
12/15/88

Per Capita Amounts and Rank Scores under Methods 1, 2, and 3 by Locality

Rank Scores
1=Lowest Wealth Per Capita
136=Highest Wealth Per Capita

Locality	Jurisdictional Wealth Per Capita (Method 1)	Rank (Method 1)	Jurisdictional Wealth Per Capita (Method 2)	Rank (Method 2)	Jurisdictional Wealth Per Capita (Method 3)	Rank (Method 3)
Surry County	\$95,185.39	135.0	\$86,618.93	135.0	\$152,920.77	135.0
Sussex County	\$20,734.02	87.0	\$19,526.70	86.0	\$17,603.73	75.0
Tazewell County	\$13,436.46	17.0	\$12,798.55	18.0	\$11,623.14	14.0
Warren County	\$20,631.88	86.0	\$19,468.24	85.0	\$17,920.59	77.0
Washington County	\$15,145.92	34.0	\$14,355.26	32.0	\$14,583.22	47.0
Westmoreland County	\$22,059.66	98.0	\$20,652.23	97.0	\$24,129.04	109.0
Wise County	\$13,674.27	23.0	\$12,992.61	21.0	\$8,721.98	1.0
Wythe County	\$15,162.81	35.0	\$14,356.42	33.0	\$13,139.16	35.0
York County	\$25,977.46	114.0	\$24,329.24	114.0	\$23,885.14	108.0
Alexandria City	\$40,500.58	130.0	\$38,394.42	130.0	\$43,426.01	130.0
Bedford City	\$15,385.45	37.0	\$14,579.13	36.0	\$13,583.65	39.0
Bristol City	\$19,074.86	74.0	\$18,651.55	81.0	\$17,447.53	74.0
Buena Vista City	\$12,946.58	8.0	\$12,439.61	10.0	\$11,216.95	9.0
Charlottesville City	\$18,677.54	68.0	\$17,762.26	69.0	\$15,966.77	64.0
Chesapeake City	\$20,829.23	89.0	\$19,719.25	89.0	\$19,268.80	87.0
Clifton Forge City	\$11,150.08	3.0	\$10,844.67	3.0	\$10,308.22	6.0
Colonial Heights City	\$17,375.67	57.0	\$16,742.90	61.0	\$16,936.07	72.0
Covington City	\$13,221.91	11.0	\$12,652.75	12.0	\$10,160.99	3.0
Danville City	\$13,497.49	18.0	\$13,135.89	24.0	\$11,441.84	13.0
Emporia City	\$17,190.78	56.0	\$16,223.97	55.0	\$12,859.52	33.0
Fairfax City	\$36,914.24	128.0	\$34,172.46	128.0	\$35,357.91	126.0
Falls Church City	\$52,698.22	133.0	\$50,589.03	133.0	\$47,666.77	131.0
Franklin City	\$13,606.66	21.0	\$13,016.50	22.0	\$11,035.07	8.0
Fredericksburg City	\$19,439.83	81.0	\$18,515.98	80.0	\$17,205.26	73.0
Galax City	\$16,893.98	52.0	\$16,069.66	53.0	\$14,349.27	44.0
Hampton City	\$16,923.15	53.0	\$16,095.94	54.0	\$15,039.25	53.0
Harrisonburg City	\$19,141.72	75.0	\$18,040.57	73.0	\$15,790.32	62.0
Hopewell City	\$14,061.35	26.0	\$13,470.84	26.0	\$12,266.87	27.0
Lexington City	\$13,351.02	14.0	\$12,666.28	14.0	\$11,292.59	12.0
Lynchburg City	\$16,417.60	46.0	\$15,698.30	46.0	\$14,294.66	41.0
Manassas City	\$31,094.69	122.0	\$29,587.14	123.0	\$29,798.31	121.0
Manassas Park City	\$14,200.81	27.0	\$13,480.61	27.0	\$15,652.44	58.0
Martinsville City	\$17,425.53	58.0	\$16,863.31	62.0	\$14,937.21	50.0
Newport News City	\$17,129.13	55.0	\$16,292.68	56.0	\$15,707.42	59.0
Norfolk City	\$13,404.94	15.0	\$12,708.80	15.0	\$11,262.11	11.0
Norton City	\$16,593.80	49.0	\$15,716.81	48.0	\$13,360.75	37.0
Petersburg City	\$12,605.01	6.0	\$12,091.79	6.0	\$11,625.06	15.0
Poquoson City	\$21,666.44	94.0	\$20,625.19	96.0	\$22,462.88	104.0
Portsmouth City	\$13,303.17	13.0	\$12,760.55	16.0	\$11,828.86	21.0
Radford City	\$13,034.75	9.0	\$12,432.01	9.0	\$10,215.83	5.0
Richmond City	\$20,369.17	83.0	\$19,438.33	84.0	\$18,622.34	83.0
Roanoke City	\$16,754.15	50.0	\$15,952.89	51.0	\$14,742.72	48.0
Salem City	\$18,167.15	63.0	\$17,280.45	64.0	\$15,576.65	57.0

Composite Jurisdictional Wealth, Tax Year 1986
Per Capita Amounts and Rank Scores under Methods 1, 2, and 3 by Locality

Rank Scores
1=Lowest Wealth Per Capita
136=Highest Wealth Per Capita

Locality	Jurisdictional Wealth Per Capita (Method 1)	Rank (Method 1)	Jurisdictional Wealth Per Capita (Method 2)	Rank (Method 2)	Jurisdictional Wealth Per Capita (Method 3)	Rank (Method 3)
South Boston City	\$13,910.67	25.0	\$13,324.80	25.0	\$12,508.89	29.0
Staunton City	\$15,833.59	41.0	\$15,218.26	43.0	\$14,528.41	46.0
Suffolk City	\$17,560.55	61.0	\$16,677.17	59.0	\$15,757.29	60.0
Virginia Beach City	\$22,508.10	102.0	\$21,234.96	102.0	\$19,639.61	89.0
Waynesboro City	\$18,791.28	69.0	\$17,940.77	72.0	\$16,287.85	66.0
Williamsburg City	\$27,695.39	117.0	\$25,762.29	117.0	\$18,316.45	81.0
Winchester City	\$21,179.37	91.0	\$20,110.67	91.0	\$17,741.66	76.0
Jurisdictional Mean	\$22,048.86		\$20,754.24		\$22,379.60	

SOURCES

Julia H. Martin, Center for Public Service, University of Virginia, Estimates of the Population of Virginia Counties and Cities: 1986 and 1987, September, 1988, table 1 ("Population Estimates for Virginia Localities, 1981-87"). Following the issuance of this publication, the U. S. Census Bureau revised the estimated 1986 population of James City County from 26,100 to 28,400. (Source: Martin, letter to staff of Commission on Local Government, Dec. 15, 1988.) It should be noted that the Commission has used the amended figure in its computation of all per capita statistics relative to the County.

Virginia Auditor of Public Accounts, Comparative Report of Local Government Revenues and Expenditures, August, 1988, exhibit B ("Local Revenue for the Year Ended June 30, 1987").

Virginia Department of Taxation, "Total Virginia Adjusted Gross Income, Total Exemptions, Total Deductions, and Number of Returns-Taxable Year 1986 by Locality" (unpublished table); Taxable Sales in Virginia Counties and Cities: 1986, pp. 6-100, 102-142; 1986 Virginia Assessment/Sales Ratio Study, March, 1988, table 6 ("Estimated True Value of Locally Taxed Property in Virginia Counties and Cities, 1986").

ATTACHMENT E

**Revenue Effort
Per \$1,000 of Composite
Jurisdictional Wealth
FY 1987**

Local-Source Revenues Per \$1,000 of Composite Jurisdictional Wealth, FY1987
Absolute Amounts and Rank Scores under Methods 1, 2, and 3 by Locality

Rank Scores
1=Highest Revenues Per \$1,000 of Wealth
136=Lowest Revenues Per \$1,000 of Wealth

Locality	Local-Source Revenues Per \$1,000 of Jurisdictional Wealth		Local-Source Revenues Per \$1,000 of Jurisdictional Wealth		Local-Source Revenues Per \$1,000 of Jurisdictional Wealth	
	(Method 1)	Rank (Method 1)	(Method 2)	Rank (Method 2)	(Method 3)	Rank (Method 3)
Accomack County	\$19.16	77.0	\$20.33	75.0	\$20.98	75.0
Albemarle County	\$23.54	56.0	\$24.96	56.0	\$25.51	59.0
Alleghany County	\$27.42	49.0	\$28.71	50.0	\$32.33	46.0
Amelia County	\$17.17	90.0	\$18.35	90.0	\$18.80	91.0
Amherst County	\$18.94	79.0	\$19.80	81.0	\$21.68	71.0
Appomattox County	\$15.22	112.0	\$16.07	112.0	\$15.35	116.0
Arlington County	\$27.01	50.0	\$28.82	49.0	\$25.78	58.0
Augusta County	\$20.00	68.0	\$21.16	68.0	\$23.09	63.5
Bath County	\$7.62	136.0	\$8.42	136.0	\$4.52	136.0
Bedford County	\$12.86	125.0	\$13.60	125.0	\$11.75	130.0
Bland County	\$18.31	84.0	\$19.22	85.0	\$17.35	98.0
Botetourt County	\$19.73	71.0	\$20.81	72.0	\$20.69	79.0
Brunswick County	\$16.94	94.0	\$17.98	94.0	\$19.87	85.0
Buchanan County	\$33.36	37.0	\$35.59	34.0	\$47.83	14.0
Buckingham County	\$16.99	93.0	\$18.19	91.0	\$16.48	106.0
Campbell County	\$17.76	88.0	\$18.58	89.0	\$21.04	74.0
Caroline County	\$15.49	107.5	\$16.43	109.0	\$15.97	111.0
Carroll County	\$14.60	119.0	\$15.46	119.0	\$16.68	103.0
Charles City County	\$25.57	52.0	\$27.04	51.0	\$22.86	65.0
Charlotte County	\$15.49	107.5	\$16.52	107.0	\$16.64	104.0
Chesterfield County	\$29.56	44.0	\$30.92	44.0	\$29.46	50.0
Clarke County	\$16.87	95.0	\$17.93	95.0	\$16.05	110.0
Craig County	\$12.79	126.0	\$13.58	126.0	\$11.89	128.5
Culpeper County	\$18.07	85.0	\$19.25	84.0	\$20.30	82.0
Cumberland County	\$11.29	133.0	\$12.01	133.0	\$13.62	121.0
Dickenson County	\$27.86	47.0	\$30.00	46.0	\$42.69	25.0
Dinwiddie County	\$22.25	60.0	\$23.41	61.0	\$23.18	62.0
Essex County	\$15.52	105.0	\$16.59	106.0	\$17.24	99.5
Fairfax County	\$33.91	33.0	\$35.92	32.0	\$32.67	45.0
Fauquier County	\$15.50	106.0	\$16.45	108.0	\$15.95	113.0
Floyd County	\$15.01	114.0	\$16.02	113.5	\$14.45	119.0
Fluvanna County	\$14.12	122.0	\$15.14	121.0	\$13.13	125.0
Franklin County	\$14.90	115.0	\$15.75	115.0	\$16.43	107.0
Frederick County	\$22.46	59.0	\$23.74	58.0	\$27.59	53.0
Giles County	\$18.76	81.0	\$19.86	80.0	\$21.95	69.0
Gloucester County	\$18.59	82.0	\$19.75	82.0	\$18.97	90.0
Goochland County	\$17.02	92.0	\$18.00	92.5	\$17.24	99.5
Grayson County	\$14.77	118.0	\$15.63	117.0	\$15.26	117.0
Greene County	\$19.02	78.0	\$20.06	77.0	\$18.46	94.0
Greenlee County	\$23.35	57.0	\$24.71	57.0	\$31.64	48.0

Local-Source Revenues Per \$1,000 of Co Jurisdictional Wealth, FY1987
Absolute Amounts and Rank Scores und Methods 1, 2, and 3 by Locality

Rank Scores

1=Highest Revenues Per \$1,000 of Wealth
136=Lowest Revenues Per \$1,000 of Wealth

Locality	Local-Source Revenues Per \$1,000 of Jurisdictional Wealth (Method 1)	Rank (Method 1)	Local-Source Revenues Per \$1,000 of Jurisdictional Wealth (Method 2)	Rank (Method 2)	Local-Source Revenues Per \$1,000 of Jurisdictional Wealth (Method 3)	Rank (Method 3)
Halifax County	\$17.06	91.0	\$18.00	92.5	\$22.15	68.0
Hanover County	\$22.47	58.0	\$23.62	59.0	\$26.54	54.0
Henrico County	\$33.52	35.5	\$35.27	37.0	\$37.27	37.0
Henry County	\$21.72	63.0	\$22.60	63.0	\$26.43	55.0
Highland County	\$11.78	128.0	\$12.77	128.0	\$9.17	133.0
Isle of Wight County	\$20.78	66.0	\$21.96	67.0	\$26.05	56.0
James City County	\$24.38	55.0	\$25.70	55.0	\$27.60	52.0
King and Queen County	\$15.07	113.0	\$16.12	111.0	\$12.50	127.0
King George County	\$19.44	73.0	\$20.50	73.0	\$19.73	86.0
King William County	\$16.64	97.0	\$17.69	97.0	\$18.21	95.0
Lancaster County	\$11.47	131.0	\$12.30	130.0	\$11.89	128.5
Lee County	\$19.78	70.0	\$20.97	69.5	\$21.17	72.0
Loudoun County	\$20.90	64.0	\$22.32	64.0	\$19.08	89.0
Louisa County	\$8.92	135.0	\$9.76	135.0	\$5.99	135.0
Lunenburg County	\$19.24	75.0	\$20.43	74.0	\$19.72	87.0
Madison County	\$16.27	101.0	\$17.39	99.0	\$15.41	115.0
Mathews County	\$13.89	123.0	\$14.83	123.0	\$13.65	120.0
Mecklenburg County	\$13.60	124.0	\$14.26	124.0	\$15.63	114.0
Middlesex County	\$12.32	127.0	\$13.25	127.0	\$13.43	122.5
Montgomery County	\$18.52	83.0	\$19.47	83.0	\$18.55	93.0
Nelson County	\$15.39	109.0	\$16.61	105.0	\$13.43	122.5
New Kent County	\$22.22	61.0	\$23.53	60.0	\$20.13	83.0
Northampton County	\$20.85	65.0	\$22.18	65.0	\$21.16	73.0
Northumberland County	\$11.59	130.0	\$12.49	129.0	\$9.94	132.0
Nottoway County	\$16.33	99.0	\$17.27	100.0	\$19.18	88.0
Orange County	\$16.23	102.0	\$17.24	101.0	\$16.30	108.0
Page County	\$14.80	117.0	\$15.60	118.0	\$15.96	112.0
Patrick County	\$14.84	116.0	\$15.70	116.0	\$16.97	101.0
Pittsylvania County	\$11.71	129.0	\$12.28	131.5	\$13.35	124.0
Powhatan County	\$16.30	100.0	\$17.21	102.0	\$14.84	118.0
Prince Edward County	\$16.84	96.0	\$17.88	96.0	\$20.35	81.0
Prince George County	\$25.80	51.0	\$26.99	52.0	\$28.33	51.0
Prince William County	\$37.05	23.0	\$38.95	24.0	\$35.00	40.0
Pulaski County	\$19.91	69.0	\$20.97	69.5	\$20.11	84.0
Rappahannock County	\$11.41	132.0	\$12.28	131.5	\$10.65	131.0
Richmond County	\$17.81	87.0	\$18.75	88.0	\$20.80	77.0
Roanoke County	\$31.36	41.0	\$32.75	41.0	\$31.11	49.0
Rockbridge County	\$18.84	80.0	\$20.04	78.0	\$23.09	63.5
Rockingham County	\$18.03	86.0	\$19.01	86.0	\$20.65	80.0
Russell County	\$19.67	72.0	\$20.83	71.0	\$21.75	70.0

Local-Source Revenues Per \$1,000 of Composite Jurisdictional Wealth, FY1987
 Absolute Amounts and Rank Scores under Methods 1, 2, and 3 by Locality

Rank Scores
 1=Highest Revenues Per \$1,000 of Wealth
 136=Lowest Revenues Per \$1,000 of Wealth

Locality	Local-Source Revenues Per \$1,000 of Jurisdictional Wealth	Rank	Local-Source Revenues Per \$1,000 of Jurisdictional Wealth	Rank	Local-Source Revenues Per \$1,000 of Jurisdictional Wealth	Rank
	(Method 1)	(Method 1)	(Method 2)	(Method 2)	(Method 3)	(Method 3)
Scott County	\$19.17	76.0	\$20.00	79.0	\$20.72	78.0
Shenandoah County	\$16.55	98.0	\$17.64	98.0	\$17.69	96.0
Smyth County	\$15.28	110.0	\$16.02	113.5	\$16.28	109.0
Southampton County	\$15.73	104.0	\$16.73	104.0	\$18.57	92.0
Spotsylvania County	\$21.89	62.0	\$23.16	62.0	\$25.07	60.0
Stafford County	\$27.55	48.0	\$28.92	48.0	\$25.87	57.0
Surry County	\$9.90	134.0	\$10.88	134.0	\$6.16	134.0
Sussex County	\$17.69	89.0	\$18.79	87.0	\$20.84	76.0
Tazewell County	\$19.29	74.0	\$20.26	76.0	\$22.30	67.0
Warren County	\$14.44	120.0	\$15.30	120.0	\$16.63	105.0
Washington County	\$16.13	103.0	\$17.02	103.0	\$16.75	102.0
Westmoreland County	\$14.15	121.0	\$15.11	122.0	\$12.93	126.0
Wise County	\$25.53	53.0	\$26.87	53.0	\$40.03	30.0
Wythe County	\$15.27	111.0	\$16.13	110.0	\$17.62	97.0
York County	\$20.62	67.0	\$22.02	66.0	\$22.43	66.0
Alexandria City	\$36.61	30.0	\$38.62	27.0	\$34.14	41.0
Bedford City	\$29.73	43.0	\$31.38	43.0	\$33.68	43.0
Bristol City	\$32.80	38.0	\$33.55	39.0	\$35.86	39.0
Buena Vista City	\$34.69	31.0	\$36.10	31.0	\$40.04	29.0
Charlottesville City	\$47.69	5.0	\$50.15	5.0	\$55.78	5.0
Chesapeake City	\$33.53	34.0	\$35.42	35.0	\$36.25	38.0
Clifton Forge City	\$43.72	10.0	\$44.95	12.0	\$47.29	15.0
Colonial Heights City	\$36.88	28.0	\$38.28	29.0	\$37.84	35.0
Covington City	\$43.32	12.0	\$45.26	11.0	\$56.36	3.0
Danville City	\$37.02	24.0	\$38.04	30.0	\$43.67	22.0
Emporia City	\$40.44	17.0	\$42.85	17.0	\$54.06	8.0
Fairfax City	\$37.67	22.0	\$40.70	22.0	\$39.33	32.0
Falls Church City	\$30.67	42.0	\$31.95	42.0	\$33.91	42.0
Franklin City	\$44.93	7.0	\$46.97	7.0	\$55.40	6.0
Fredericksburg City	\$43.69	11.0	\$45.87	10.0	\$49.36	12.0
Galax City	\$36.67	29.0	\$38.55	28.0	\$43.18	23.0
Hampton City	\$41.01	15.0	\$43.12	15.0	\$46.15	20.0
Harrisonburg City	\$31.37	40.0	\$33.28	40.0	\$38.02	34.0
Hopewell City	\$45.88	6.0	\$47.89	6.0	\$52.59	10.0
Lexington City	\$39.76	18.0	\$41.90	18.0	\$47.00	18.0
Lynchburg City	\$40.99	16.0	\$42.87	16.0	\$47.08	17.0
Manassas City	\$39.03	20.0	\$41.02	19.0	\$40.73	28.0
Manassas Park City	\$43.84	9.0	\$46.18	8.0	\$39.77	31.0
Martinsville City	\$28.28	46.0	\$29.22	47.0	\$32.99	44.0
Newport News City	\$41.82	14.0	\$43.97	14.0	\$45.61	21.0

Local-Source Revenues Per \$1,000 of Co Jurisdictional Wealth, FY1987
 Absolute Amounts and Rank Scores under Methods 1, 2, and 3 by Locality

Rank Scores
 1=Highest Revenues Per \$1,000 of Wealth
 136=Lowest Revenues Per \$1,000 of Wealth

Locality	Local-Source Revenues Per \$1,000 of Jurisdictional Wealth	Rank	Local-Source Revenues Per \$1,000 of Jurisdictional Wealth	Rank	Local-Source Revenues Per \$1,000 of Jurisdictional Wealth	Rank
	(Method 1)	(Method 1)	(Method 2)	(Method 2)	(Method 3)	(Method 3)
Norfolk City	\$48.52	4.0	\$51.18	3.0	\$57.75	1.0
Norton City	\$33.52	35.5	\$35.39	36.0	\$41.63	27.0
Petersburg City	\$49.58	2.0	\$51.69	2.0	\$53.76	9.0
Poquoson City	\$24.55	54.0	\$25.79	54.0	\$23.68	61.0
Portsmouth City	\$49.05	3.0	\$51.13	4.0	\$55.16	7.0
Radford City	\$36.92	27.0	\$38.71	26.0	\$47.11	16.0
Richmond City	\$52.40	1.0	\$54.91	1.0	\$57.32	2.0
Roanoke City	\$42.75	13.0	\$44.90	13.0	\$48.59	13.0
Salem City	\$43.87	8.0	\$46.12	9.0	\$51.16	11.0
South Boston City	\$34.20	32.0	\$35.70	33.0	\$38.03	33.0
Staunton City	\$39.20	19.0	\$40.79	21.0	\$42.73	24.0
Suffolk City	\$28.91	45.0	\$30.45	45.0	\$32.22	47.0
Virginia Beach City	\$32.73	39.0	\$34.69	38.0	\$37.51	36.0
Waynesboro City	\$36.97	25.0	\$38.72	25.0	\$42.65	26.0
Williamsburg City	\$36.95	26.0	\$39.72	23.0	\$55.87	4.0
Winchester City	\$38.86	21.0	\$40.93	20.0	\$46.39	19.0
Jurisdictional Mean	\$24.70		\$26.05		\$27.38	

SOURCES

Julia H. Martin, Center for Public Service, University of Virginia, Estimates of the Population of Virginia Counties and Cities: 1986 and 1987, September, 1988, table 1 ("Population Estimates for Virginia Localities, 1981-87"). Following the issuance of this publication, the U. S. Census Bureau revised the estimated 1986 population of James City County from 26,100 to 28,400. (Source: Martin, letter to staff of Commission on Local Government, Dec. 15, 1988.) It should be noted that the Commission has used the amended figure in its computation of all per capita statistics relative to the County.

Virginia Auditor of Public Accounts, Comparative Report of Local Government Revenues and Expenditures, August, 1988, exhibit B ("Local Revenue for the Year Ended June 30, 1987").

Virginia Department of Taxation, "Total Virginia Adjusted Gross Income, Total Exemptions, Total Deductions, and Number of Returns-Taxable Year 1986 by Locality" (unpublished table); Taxable Sales in Virginia Counties and Cities: 1986, pp. 6-100, 102-142; 1986 Virginia Assessment/Sales Ratio Study, March, 1988, table 6 ("Estimated True Value of Locally Taxed Property in Virginia Counties and Cities, 1986").

ATTACHMENT F

**Measures of Central
Tendency
Jurisdictional Wealth
and Revenue Effort
Tax Year 1986**

Measures of Central Tendency
for
Jurisdictional Wealth Per Capita, Tax Year 1986
and
Local-Source Revenues Per \$1,000 of Jurisdictional Wealth, FY1987
(Method 1)
Mean and Median Values by Jurisdictional Class

	Wealth Per Capita		Revenues Per \$1,000 of Wealth	
	Mean	Median	Mean	Median
Jurisdictional Class				
Counties	\$23,327.57	\$19,334.95	\$18.62	\$17.69
Cities	\$19,085.99	\$17,129.13	\$38.81	\$38.86
All Jurisdictions	\$22,048.86	\$18,734.41	\$24.70	\$19.95

Source: Staff, Commission on Local Government
Date: 12/15/88

Measures of Central Tendency
for
Jurisdictional Wealth Per Capita, Tax Year 1986
and
Local-Source Revenues Per \$1,000 of Jurisdictional Wealth, FY1987
(Method 2)
Mean and Median Values by Jurisdictional Class

	Wealth Per Capita		Revenues Per \$1,000 of Wealth	
	Mean	Median	Mean	Median
Jurisdictional Class				
Counties	\$21,869.42	\$18,215.21	\$19.72	\$18.58
Cities	\$18,170.28	\$16,223.97	\$40.70	\$40.79
All Jurisdictions	\$20,754.24	\$17,740.34	\$26.05	\$21.06

Source: Staff, Commission on Local Government
Date: 12/15/88

Measures of Central Tendency
for
Jurisdictional Wealth Per Capita, Tax Year 1986
and
Local-Source Revenues Per \$1,000 of Jurisdictional Wealth, FY1987
(Method 3)
Mean and Median Values by Jurisdictional Class

	Wealth Per Capita		Revenues Per \$1,000 of Wealth	
	Mean	Median	Mean	Median
Jurisdictional Class				
Counties	\$24,696.20	\$18,265.74	\$20.07	\$19.08
Cities	\$17,011.88	\$15,039.25	\$44.33	\$43.67
All Jurisdictions	\$22,379.60	\$16,439.02	\$27.38	\$22.05

Source: Staff, Commission on Local Government
Date: 12/15/88

ATTACHMENT G
Revenue Effort
Alternative Measures
FY1987

Fiscal Effort, FY1986-87 1
Ratio Scores Based upon the Local-Source Revenues of General Government
(Cases are listed in descending order of revenues per \$1,000 of the Method 1 wealth index.)

Locality	2 Population, 1986	Local-Source Revenues Per Capita	Local-Source Revenues Per \$1,000 of 3 True Value	Local-Source Revenues Per \$1,000 of Total 4 Adjusted Gross Income	Local-Source Revenues Per \$1,000 of Method 1 5 Wealth Index
Richmond City	217,600	\$1,067.45	\$35.11	\$96.51	\$52.40
Petersburg City	40,800	\$625.00	\$35.33	\$83.64	\$49.58
Portsmouth City	109,400	\$652.48	\$33.51	\$82.83	\$49.05
Norfolk City	280,200	\$650.42	\$31.98	\$100.94	\$48.52
Charlottesville City	41,100	\$890.70	\$32.05	\$93.52	\$47.69
Hopewell City	24,300	\$645.14	\$31.10	\$79.10	\$45.88
Franklin City	7,900	\$611.35	\$30.88	\$79.34	\$44.93
Salem City	24,000	\$796.94	\$29.38	\$85.69	\$43.87
Manassas Park City	7,100	\$622.55	\$27.99	\$88.95	\$43.84
Clifton Forge City	5,000	\$487.45	\$32.60	\$60.21	\$43.72
Fredericksburg City	19,800	\$849.34	\$29.81	\$83.26	\$43.69
Covington City	8,000	\$572.71	\$30.29	\$76.05	\$43.32
Roanoke City	101,100	\$716.29	\$29.12	\$81.94	\$42.75
Newport News City	160,000	\$716.39	\$27.16	\$81.74	\$41.82
Hampton City	126,200	\$694.00	\$27.09	\$80.22	\$41.01
Lynchburg City	67,300	\$672.94	\$28.32	\$72.95	\$40.99
Emporia City	4,700	\$695.22	\$26.35	\$92.42	\$40.44
Lexington City	6,900	\$530.77	\$25.97	\$81.61	\$39.76
Staunton City	21,400	\$620.73	\$27.54	\$64.12	\$39.20
Manassas City	20,300	\$1,213.66	\$25.76	\$75.76	\$39.03
Winchester City	21,100	\$823.05	\$26.35	\$78.44	\$38.86
Fairfax City	20,400	\$1,390.72	\$22.38	\$146.45	\$37.67
Prince William County	176,000	\$882.57	\$24.01	\$72.42	\$37.05
Danville City	44,300	\$499.62	\$28.44	\$50.56	\$37.02
Waynesboro City	18,400	\$694.70	\$24.85	\$67.54	\$36.97
Williamsburg City	11,500	\$1,023.31	\$22.89	\$122.34	\$36.95
Radford City	13,600	\$481.25	\$24.48	\$68.68	\$36.92
Colonial Heights City	17,000	\$640.84	\$25.73	\$58.00	\$36.88
Galax City	6,700	\$619.55	\$25.25	\$71.62	\$36.67
Alexandria City	108,300	\$1,482.62	\$23.25	\$76.27	\$36.61
Buena Vista City	6,400	\$449.11	\$23.85	\$57.02	\$34.69
South Boston City	7,100	\$475.70	\$23.77	\$59.08	\$34.20
Fairfax County	715,500	\$1,267.70	\$21.05	\$76.74	\$33.91
Chesapeake City	134,700	\$698.40	\$21.21	\$71.78	\$33.53
Henrico County	196,000	\$796.56	\$22.09	\$66.62	\$33.52
Norton City	4,600	\$556.25	\$22.31	\$71.10	\$33.52
Buchanan County	36,000	\$559.91	\$20.02	\$89.57	\$33.36
Bristol City	18,100	\$625.68	\$25.95	\$42.16	\$32.80
Virginia Beach City	336,500	\$736.67	\$20.44	\$75.35	\$32.73
Harrisonburg City	26,400	\$600.40	\$20.58	\$73.85	\$31.37
Roanoke County	74,200	\$641.99	\$21.04	\$54.41	\$31.36
Falls Church City	9,700	\$1,616.45	\$21.37	\$51.14	\$30.67
Bedford City	6,000	\$457.46	\$19.59	\$62.47	\$29.73
Chesterfield County	170,700	\$712.25	\$19.64	\$52.74	\$29.56
Norfolk City	51,000	\$507.75	\$18.54	\$58.18	\$28.91

Staff, Commission on Local Government

Fiscal Effort, FY1986-87

1

Ratio Scores Based upon the Local-Source Revenues of General Government

(Cases are listed in descending order of revenues per \$1,000 of the Method 1 wealth index.)

Locality	2 Population, 1986	Local-Source Revenues Per Capita	Local-Source Revenues Per \$1,000 of 3 True Value	Local-Source Revenues Per \$1,000 of 4 Total Adjusted Gross Income	Local-Source Revenues Per \$1,000 of 5 Method 1 Wealth Index
Martinsville City	18,300	\$492.73	\$20.74	\$41.74	\$28.28
Dickenson County	19,800	\$515.37	\$15.93	\$98.06	\$27.86
Stafford County	50,900	\$523.75	\$17.78	\$52.34	\$27.55
Alleghany County	13,800	\$412.80	\$18.07	\$49.56	\$27.42
Arlington County	157,900	\$1,277.39	\$16.11	\$73.20	\$27.01
Prince George County	26,100	\$332.25	\$16.84	\$46.14	\$25.80
Charles City County	6,600	\$483.33	\$15.71	\$55.93	\$25.57
Wise County	44,500	\$349.11	\$16.55	\$50.91	\$25.53
Poquoson City	10,200	\$531.87	\$15.65	\$47.26	\$24.55
James City County	28,400	\$781.13	\$15.68	\$50.11	\$24.38
Albemarle County	60,200	\$641.29	\$14.55	\$54.89	\$23.54
Greensville County	10,400	\$369.88	\$14.53	\$51.66	\$23.35
Hanover County	54,300	\$546.26	\$14.68	\$43.64	\$22.47
Frederick County	36,900	\$503.97	\$14.10	\$48.72	\$22.46
Dinwiddie County	21,000	\$357.16	\$14.11	\$44.22	\$22.25
New Kent County	10,400	\$486.55	\$13.63	\$50.32	\$22.22
Spotsylvania County	38,500	\$553.77	\$13.87	\$48.68	\$21.89
Henry County	57,000	\$328.72	\$14.85	\$35.44	\$21.72
Loudoun County	67,600	\$923.59	\$12.49	\$57.40	\$20.90
Northampton County	14,400	\$302.72	\$12.86	\$52.15	\$20.85
Isle of Wight County	24,400	\$434.93	\$12.99	\$44.94	\$20.78
York County	39,900	\$535.73	\$12.34	\$56.42	\$20.62
Augusta County	51,600	\$385.36	\$12.47	\$44.27	\$20.00
Pulaski County	34,400	\$306.83	\$12.83	\$39.99	\$19.91
Lee County	26,300	\$215.24	\$12.23	\$45.73	\$19.78
Botetourt County	24,600	\$383.26	\$12.39	\$41.20	\$19.73
Russell County	32,200	\$257.74	\$12.21	\$44.45	\$19.67
King George County	12,000	\$403.32	\$12.20	\$40.24	\$19.44
Tazewell County	50,200	\$259.24	\$12.73	\$36.73	\$19.29
Lunenburg County	12,200	\$266.47	\$11.77	\$46.04	\$19.24
Scott County	25,400	\$193.91	\$12.97	\$32.76	\$19.17
Accotack County	31,500	\$334.54	\$11.86	\$45.25	\$19.16
Greene County	8,700	\$353.88	\$11.91	\$39.59	\$19.02
Amherst County	28,900	\$271.38	\$12.59	\$33.73	\$18.94
Rockbridge County	17,700	\$364.35	\$11.48	\$46.80	\$18.84
Giles County	17,500	\$318.81	\$11.70	\$42.18	\$18.76
Gloucester County	28,000	\$410.74	\$11.36	\$44.85	\$18.59
Montgomery County	65,200	\$278.39	\$12.10	\$36.13	\$18.52
Bland County	6,400	\$209.03	\$11.72	\$34.68	\$18.31
Culpeper County	24,400	\$427.05	\$10.97	\$46.87	\$18.07
Rockingham County	54,000	\$339.39	\$11.39	\$37.11	\$18.03
Richmond County	7,200	\$378.33	\$11.62	\$35.47	\$17.81
Campbell County	46,800	\$272.34	\$11.76	\$31.58	\$17.76
Sussex County	10,300	\$366.86	\$10.79	\$42.36	\$17.69
Amelia County	8,500	\$352.30	\$10.15	\$47.79	\$17.17

Source: Staff, Commission on Local Government
12/15/88

Ratio Scores Based upon the Local-Source Revenues of General Government
(Cases are listed in descending order of revenues per \$1,000 of the Method 1 wealth index.)

Locality	Population, 1986	2 Local-Source Revenues Per Capita	Local-Source Revenues Per \$1,000 of True Value		4 Total Adjusted Gross Income	Local-Source Revenues Per \$1,000 of Method 1 Wealth Index	
			3 Per \$1,000	3 True Value		5 Per \$1,000	5 Wealth Index
Halifax County	29,600	\$233.21	\$10.80	\$35.55	\$35.55	\$17.06	\$17.06
Goochland County	12,700	\$490.22	\$10.50	\$37.47	\$37.47	\$17.02	\$17.02
Buckingham County	12,400	\$298.16	\$9.93	\$50.17	\$50.17	\$16.99	\$16.99
Brunswick County	15,900	\$264.67	\$10.38	\$40.01	\$40.01	\$16.94	\$16.94
Clarke County	10,400	\$471.10	\$10.16	\$41.61	\$41.61	\$16.87	\$16.87
Prince Edward County	17,200	\$228.84	\$10.60	\$40.42	\$40.42	\$16.84	\$16.84
King William County	10,200	\$383.08	\$10.10	\$40.86	\$40.86	\$16.64	\$16.64
Shenandoah County	28,500	\$369.71	\$10.00	\$43.15	\$43.15	\$16.55	\$16.55
Nottoway County	14,900	\$233.74	\$10.32	\$35.45	\$35.45	\$16.33	\$16.33
Powhatan County	13,300	\$321.56	\$10.17	\$34.51	\$34.51	\$16.30	\$16.30
Madison County	10,700	\$355.65	\$9.63	\$45.86	\$45.86	\$16.27	\$16.27
Orange County	19,800	\$372.15	\$9.90	\$39.19	\$39.19	\$16.23	\$16.23
Washington County	47,100	\$244.33	\$10.22	\$33.75	\$33.75	\$16.13	\$16.13
Southampton County	18,000	\$303.54	\$9.43	\$39.47	\$39.47	\$15.73	\$15.73
Essex County	8,900	\$370.45	\$9.32	\$44.26	\$44.26	\$15.52	\$15.52
Fauquier County	42,200	\$541.08	\$9.48	\$36.64	\$36.64	\$15.50	\$15.50
Caroline County	19,000	\$299.74	\$9.48	\$35.99	\$35.99	\$15.49	\$15.49
Charlotte County	11,800	\$248.13	\$9.25	\$41.24	\$41.24	\$15.49	\$15.49
Nelson County	12,400	\$419.32	\$8.70	\$57.89	\$57.89	\$15.39	\$15.39
Smyth County	33,000	\$190.05	\$10.09	\$28.55	\$28.55	\$15.28	\$15.28
Wythe County	25,500	\$231.55	\$9.74	\$32.62	\$32.62	\$15.27	\$15.27
Appomattox County	12,300	\$252.44	\$9.58	\$32.27	\$32.27	\$15.22	\$15.22
King and Queen County	6,300	\$328.11	\$8.78	\$43.62	\$43.62	\$15.07	\$15.07
Floyd County	11,700	\$279.37	\$8.89	\$40.95	\$40.95	\$15.01	\$15.01
Franklin County	39,700	\$263.49	\$9.30	\$32.43	\$32.43	\$14.90	\$14.90
Patrick County	17,600	\$232.46	\$9.19	\$32.76	\$32.76	\$14.84	\$14.84
Page County	19,900	\$238.52	\$9.40	\$30.71	\$30.71	\$14.80	\$14.80
Grayson County	16,500	\$195.33	\$9.14	\$32.55	\$32.55	\$14.77	\$14.77
Carroll County	27,500	\$195.76	\$9.01	\$33.09	\$33.09	\$14.60	\$14.60
Warren County	23,400	\$297.96	\$9.00	\$33.12	\$33.12	\$14.44	\$14.44
Westmoreland County	14,600	\$312.07	\$8.39	\$39.08	\$39.08	\$14.15	\$14.15
Fluvanna County	11,300	\$335.76	\$8.18	\$43.02	\$43.02	\$14.12	\$14.12
Mathews County	8,600	\$357.22	\$8.23	\$37.68	\$37.68	\$13.89	\$13.89
Mecklenburg County	29,700	\$224.33	\$8.99	\$25.43	\$25.43	\$13.60	\$13.60
Bedford County	39,100	\$277.68	\$7.95	\$27.97	\$27.97	\$12.86	\$12.86
Craig County	4,100	\$240.62	\$7.73	\$30.82	\$30.82	\$12.79	\$12.79
Middlesex County	8,500	\$365.49	\$7.07	\$41.66	\$41.66	\$12.32	\$12.32
Highland County	2,700	\$387.01	\$6.49	\$53.72	\$53.72	\$11.78	\$11.78
Pittsylvania County	65,500	\$158.33	\$7.57	\$21.82	\$21.82	\$11.71	\$11.71
Northumberland County	10,100	\$339.98	\$6.57	\$41.84	\$41.84	\$11.59	\$11.59
Lancaster County	10,900	\$359.75	\$6.74	\$35.02	\$35.02	\$11.47	\$11.47
Rappahannock County	6,300	\$381.63	\$6.51	\$38.67	\$38.67	\$11.41	\$11.41
Cumberland County	7,900	\$210.08	\$6.79	\$28.15	\$28.15	\$11.29	\$11.29
Surry County	6,400	\$942.17	\$5.16	\$98.96	\$98.96	\$9.90	\$9.90
Staff, Commission on Local Government	19,100	\$543.67	\$4.73	\$66.70	\$66.70	\$8.92	\$8.92

Staff, Commission on Local Government

12/15/86

Fiscal Effort, FY 1986-87
 Ratio Scores Based upon the Local-Source Revenues of General Government
 (Cases are listed in descending order of revenue \$1,000 of the Method 1 wealth index.)

Locality	2 Population, 1986	Local-Source		Local-Source		4 Adjusted Gross Income	5 Method 1 Wealth Index
		Local-Source Revenues Per \$1,000 of True Value	Local-Source Revenues Per \$1,000 of Total	Local-Source Revenues Per \$1,000 of	Local-Source Revenues Per \$1,000 of		
Bath County	5,200	\$1,333.63	\$3.91	\$151.97			\$7.62
Mean Score	42,626	\$503.88	\$15.99	\$54.66			\$24.70

SOURCES

Julia H. Martin, Center for Public Service, University of Virginia, Estimates of the Population of Virginia Counties and Cities: 1986 and 1987, September, 1988, table 1 ("Population Estimates for Virginia Localities, 1981-87"). Following the issuance of this publication, the U. S. Census Bureau revised the estimated 1986 population of James City County from 26,100 to 28,400. (Source: Martin, letter to staff of Commission on Local Government, Dec. 15, 1988.) It should be noted that the Commission has used the amended figure in its computation of all per capita statistics relative to the County.

Virginia Auditor of Public Accounts, Comparative Report of Local Government Revenues and Expenditures, August, 1988, exhibit B ("Local Revenue for the Year Ended June 30, 1987").

Virginia Department of Taxation, "Total Virginia Adjusted Gross Income, Total Exemptions, Total Deductions, and Number of Returns-Taxable Year 1986 by Locality" (unpublished table); Taxable Sales in Virginia Counties and Cities: 1986, pp. 6-100, 102-142; 1986 Virginia Assessment/Sales Ratio Study, March, 1988, table 6 ("Estimated True Value of Locally Taxed Property in Virginia Counties and Cities, 1986").

ATTACHMENT H

**Revenue Effort
(Adjusted for City of Danville
- Pittsylvania County
Annexation)
Alternative Measures
FY1987**

(Adjusted for Danville City/Pittsylvania County Annexation of 1/1/88) 1
Ratio Scores Based upon the Local-Source Revenues of General Government
(Cases are listed in descending order of revenues per \$1,000 of the Method 1 wealth index.)

Locality	2 Population, 1986	Local-Source Revenues Per Capita	Local-Source Revenues Per \$1,000 of 3 True Value	Local-Source Revenues Per \$1,000 of Total 4 Adjusted Gross Income	Local-Source Revenues Per \$1,000 of Method 1 5 Wealth Index
Richmond City	217,600	\$1,067.45	\$35.11	\$96.51	\$52.40
Petersburg City	40,800	\$625.00	\$35.33	\$83.64	\$49.58
Portsmouth City	109,400	\$652.48	\$33.51	\$82.83	\$49.05
Norfolk City	280,200	\$650.42	\$31.98	\$100.94	\$48.52
Charlottesville City	41,100	\$890.70	\$32.05	\$93.52	\$47.69
Hopewell City	24,300	\$645.14	\$31.10	\$79.10	\$45.88
Franklin City	7,900	\$611.35	\$30.88	\$79.34	\$44.93
Salem City	24,000	\$796.94	\$29.38	\$85.69	\$43.87
Manassas Park City	7,100	\$622.55	\$27.99	\$88.95	\$43.84
Clifton Forge City	5,000	\$487.45	\$32.60	\$60.21	\$43.72
Fredericksburg City	19,800	\$849.34	\$29.81	\$83.26	\$43.69
Covington City	8,000	\$572.71	\$30.29	\$76.05	\$43.32
Roanoke City	101,100	\$716.29	\$29.12	\$81.94	\$42.75
Newport News City	160,000	\$716.39	\$27.16	\$81.74	\$41.82
Hampton City	126,200	\$694.00	\$27.09	\$80.22	\$41.01
Lynchburg City	67,300	\$672.94	\$28.32	\$72.95	\$40.99
Emporia City	4,700	\$695.22	\$26.35	\$92.42	\$40.44
Lexington City	6,900	\$530.77	\$25.97	\$81.61	\$39.76
Staunton City	21,400	\$620.73	\$27.54	\$64.12	\$39.20
Manassas City	20,300	\$1,213.66	\$25.76	\$75.76	\$39.03
Winchester City	21,100	\$823.05	\$26.35	\$78.44	\$38.86
Fairfax City	20,400	\$1,390.72	\$22.38	\$146.45	\$37.67
Prince William County	176,000	\$882.57	\$24.01	\$72.42	\$37.05
Waynesboro City	18,400	\$694.70	\$24.85	\$67.54	\$36.97
Williamsburg City	11,500	\$1,023.31	\$22.89	\$122.34	\$36.95
Radford City	13,600	\$481.25	\$24.48	\$68.68	\$36.92
Colonial Heights City	17,000	\$640.84	\$25.73	\$58.00	\$36.88
Galax City	6,700	\$619.55	\$25.25	\$71.62	\$36.67
Alexandria City	108,300	\$1,482.62	\$23.25	\$76.27	\$36.61
Buena Vista City	6,400	\$449.11	\$23.85	\$57.02	\$34.69
South Boston City	7,100	\$475.70	\$23.77	\$59.08	\$34.20
Fairfax County	715,500	\$1,267.70	\$21.05	\$76.74	\$33.91
Chesapeake City	134,700	\$698.40	\$21.21	\$71.78	\$33.53
Henrico County	196,000	\$796.56	\$22.09	\$66.62	\$33.52
Norton City	4,600	\$556.25	\$22.31	\$71.10	\$33.52
Buchanan County	36,000	\$559.91	\$20.02	\$89.57	\$33.36
Bristol City	18,100	\$625.68	\$25.95	\$42.16	\$32.80
Virginia Beach City	336,500	\$736.67	\$20.44	\$75.35	\$32.73
Harrisonburg City	26,400	\$600.40	\$20.58	\$73.85	\$31.37
Roanoke County	74,200	\$641.99	\$21.04	\$54.41	\$31.36
Falls Church City	9,700	\$1,616.45	\$21.37	\$51.14	\$30.67
Bedford City	6,000	\$457.46	\$19.59	\$62.47	\$29.73
Chesterfield County	170,700	\$712.25	\$19.64	\$52.74	\$29.56
Danville City	54,600	\$405.37	\$21.94	\$41.02	\$29.26

Source: Staff, Commission on Local Government
1/15/88

Fiscal Eff. FY1986-87
 (Adjusted for Danville City/Pitt a County Annexation of 1/1/88) 1
 Ratio Scores Based upon the Local Revenues of General Government
 (Cases are listed in descending order of revenues per \$1,000 of the Method 1 wealth index.)

Locality	2 Population, 1986	Local-Source Revenues Per Capita	Local-Source Revenues Per \$1,000 of True Value 3	Local-Source Revenues Per \$1,000 of Total Adjusted Gross Income 4	Local-Source Revenues Per \$1,000 of Method 1 Wealth Index 5
Suffolk City	51,000	\$507.75	\$18.54	\$58.18	\$28.91
Martinsville City	18,300	\$492.73	\$20.74	\$41.74	\$28.28
Dickenson County	19,800	\$515.37	\$15.93	\$98.06	\$27.86
Stafford County	50,900	\$523.75	\$17.78	\$52.34	\$27.55
Alleghany County	13,800	\$412.80	\$18.07	\$49.56	\$27.42
Arlington County	157,900	\$1,277.39	\$16.11	\$73.20	\$27.01
Prince George County	26,100	\$332.25	\$16.84	\$46.14	\$25.80
Charles City County	6,600	\$483.33	\$15.71	\$55.93	\$25.57
Wise County	44,500	\$349.11	\$16.55	\$50.91	\$25.53
Poquoson City	10,200	\$531.87	\$15.65	\$47.26	\$24.55
James City County	28,400	\$781.13	\$15.68	\$50.11	\$24.38
Albemarle County	60,200	\$641.29	\$14.55	\$54.89	\$23.54
Greensville County	10,400	\$369.88	\$14.53	\$51.66	\$23.35
Hanover County	54,300	\$546.26	\$14.68	\$43.64	\$22.47
Frederick County	36,900	\$503.97	\$14.10	\$48.72	\$22.46
Dinwiddie County	21,000	\$357.16	\$14.11	\$44.22	\$22.25
New Kent County	10,400	\$486.55	\$13.63	\$50.32	\$22.22
Spotsylvania County	38,500	\$553.77	\$13.87	\$48.68	\$21.89
Henry County	57,000	\$328.72	\$14.85	\$35.44	\$21.72
Loudoun County	67,600	\$923.59	\$12.49	\$57.40	\$20.90
Northampton County	14,400	\$302.72	\$12.86	\$52.15	\$20.85
Isle of Wight County	24,400	\$434.93	\$12.99	\$44.94	\$20.78
York County	39,900	\$535.73	\$12.34	\$56.42	\$20.62
Augusta County	51,600	\$385.36	\$12.47	\$44.27	\$20.00
Pulaski County	34,400	\$306.83	\$12.83	\$39.99	\$19.91
Lee County	26,300	\$215.24	\$12.23	\$45.73	\$19.78
Botetourt County	24,600	\$383.26	\$12.39	\$41.20	\$19.73
Russell County	32,200	\$257.74	\$12.21	\$44.45	\$19.67
King George County	12,000	\$403.32	\$12.20	\$40.24	\$19.44
Tazewell County	50,200	\$259.24	\$12.73	\$36.73	\$19.29
Lunenburg County	12,200	\$266.47	\$11.77	\$46.04	\$19.24
Scott County	25,400	\$193.91	\$12.97	\$32.76	\$19.17
Accomack County	31,500	\$334.54	\$11.86	\$45.25	\$19.16
Greene County	8,700	\$353.88	\$11.91	\$39.59	\$19.02
Amherst County	28,900	\$271.38	\$12.59	\$33.73	\$18.94
Rockbridge County	17,700	\$364.35	\$11.48	\$46.80	\$18.84
Giles County	17,500	\$318.81	\$11.70	\$42.18	\$18.76
Gloucester County	28,000	\$410.74	\$11.36	\$44.85	\$18.59
Montgomery County	65,200	\$278.39	\$12.10	\$36.13	\$18.52
Bland County	6,400	\$209.03	\$11.72	\$34.68	\$18.31
Culpeper County	24,400	\$427.05	\$10.97	\$46.87	\$18.07
Rockingham County	54,000	\$339.39	\$11.39	\$37.11	\$18.03
Richmond County	7,200	\$378.33	\$11.62	\$35.47	\$17.81
Campbell County	46,800	\$272.34	\$11.76	\$31.58	\$17.76

Fiscal Effort, FY1986-87
(Adjusted for Danville City/Pittsylvania County Annexation of 1/1/88) 1
Ratio Scores Based upon the Local-Source Revenues of General Government
(Cases are listed in descending order of revenues per \$1,000 of the Method 1 wealth index.)

Locality	2 Population, 1986	Local-Source Revenues Per Capita	Local-Source Revenues Per \$1,000 True Value	Local-Source Revenues Per \$1,000 Total Adjusted Gross Income	Local-Source Revenues Per \$1,000 of Wealth Index
Sussex County	10,300	\$366.86	\$10.79	\$42.36	\$17.69
Amelia County	8,500	\$352.30	\$10.15	\$47.79	\$17.17
Halifax County	29,600	\$233.21	\$10.80	\$35.55	\$17.06
Goochland County	12,700	\$490.22	\$10.50	\$37.47	\$17.02
Buckingham County	12,400	\$298.16	\$9.93	\$50.17	\$16.99
Brunswick County	15,900	\$264.67	\$10.38	\$40.01	\$16.94
Clarke County	10,400	\$471.10	\$10.16	\$41.61	\$16.87
Prince Edward County	17,200	\$228.84	\$10.60	\$40.42	\$16.84
King William County	10,200	\$383.08	\$10.10	\$40.86	\$16.64
Shenandoah County	28,500	\$369.71	\$10.00	\$43.15	\$16.55
Nottoway County	14,900	\$233.74	\$10.32	\$35.45	\$16.33
Powhatan County	13,300	\$321.56	\$10.17	\$34.51	\$16.30
Madison County	10,700	\$355.65	\$9.63	\$45.86	\$16.27
Orange County	19,800	\$372.15	\$9.90	\$39.19	\$16.23
Washington County	47,100	\$244.33	\$10.22	\$33.75	\$16.13
Southampton County	18,000	\$303.54	\$9.43	\$39.47	\$15.73
Essex County	8,900	\$370.45	\$9.32	\$44.26	\$15.52
Fauquier County	42,200	\$541.08	\$9.48	\$36.64	\$15.50
Caroline County	19,000	\$299.74	\$9.48	\$35.99	\$15.49
Charlotte County	11,800	\$248.13	\$9.25	\$41.24	\$15.49
Nelson County	12,400	\$419.32	\$8.70	\$57.89	\$15.39
Smyth County	33,000	\$190.05	\$10.09	\$28.55	\$15.28
Wythe County	25,500	\$231.55	\$9.74	\$32.62	\$15.27
Appomattox County	12,300	\$252.44	\$9.58	\$32.27	\$15.22
King and Queen County	6,300	\$328.11	\$8.78	\$43.62	\$15.07
Floyd County	11,700	\$279.37	\$8.89	\$40.95	\$15.01
Franklin County	39,700	\$263.49	\$9.30	\$32.43	\$14.90
Patrick County	17,600	\$232.46	\$9.19	\$32.76	\$14.84
Page County	19,900	\$238.52	\$9.40	\$30.71	\$14.80
Grayson County	16,500	\$195.33	\$9.14	\$32.55	\$14.77
Carroll County	27,500	\$195.76	\$9.01	\$33.09	\$14.60
Warren County	23,400	\$297.96	\$9.00	\$33.12	\$14.44
Pittsylvania County	55,200	\$187.87	\$9.10	\$27.77	\$14.27
Westmoreland County	14,600	\$312.07	\$8.39	\$39.08	\$14.15
Fluvanna County	11,300	\$335.76	\$8.18	\$43.02	\$14.12
Mathews County	8,600	\$357.22	\$8.23	\$37.68	\$13.89
Mecklenburg County	29,700	\$224.33	\$8.99	\$25.43	\$13.60
Bedford County	39,100	\$277.68	\$7.95	\$27.97	\$12.86
Craig County	4,100	\$240.62	\$7.73	\$30.82	\$12.79
Middlesex County	8,500	\$365.49	\$7.07	\$41.66	\$12.32
Highland County	2,700	\$387.01	\$6.49	\$53.72	\$11.78
Northumberland County	10,100	\$339.98	\$6.57	\$41.84	\$11.59
Lancaster County	10,900	\$359.75	\$6.74	\$35.02	\$11.47
Roanoke County	6,300	\$381.63	\$6.51	\$38.67	\$11.41

Staff, Commission on Local Government

Fiscal Effort, FY1986-87
(Adjusted for Danville City/Pittsylvania County Annexation of 1/1/88) 1
Ratio Scores Based upon the Local-Source Revenues of General Government
(Cases are listed in descending order of revenues per \$1,000 of the Method 1 wealth index.)

Locality	Population, 1986	2 Local-Source Revenues Per Capita	Local-Source		Local-Source		4 Adjusted Gross Income	5 Method 1 Wealth Index	
			Local-Source Revenues Per \$1,000 of True Value	Local-Source Revenues Per \$1,000 of Total	Local-Source Revenues Per \$1,000 of Total	Local-Source Revenues Per \$1,000 of Total		Local-Source Revenues Per \$1,000 of Total	Local-Source Revenues Per \$1,000 of Total
Cumberland County	7,900	\$210.08	\$6.79	\$28.15	\$28.15	\$28.15	\$11.29	\$11.29	\$11.29
Surry County	6,400	\$942.17	\$5.16	\$98.96	\$98.96	\$98.96	\$9.90	\$9.90	\$9.90
Louisa County	19,100	\$543.67	\$4.73	\$66.70	\$66.70	\$66.70	\$8.92	\$8.92	\$8.92
Bath County	5,200	\$1,333.63	\$3.91	\$151.97	\$151.97	\$151.97	\$7.62	\$7.62	\$7.62
Mean Score	42,626	\$503.41	\$15.96	\$54.63	\$54.63	\$54.63	\$24.67	\$24.67	\$24.67

In relation to Pittsylvania County and Danville City, this exhibit displays computed values founded upon unmodified FY1986-87 revenues, together with tax year 1986 resource-base indicators that have been adjusted to reflect the annexation implemented on January 1, 1988. See footnote 7.

Source: Staff, Commission on Local Government
12/15/88

SOURCES

Julia H. Martin, Center for Public Service, University of Virginia, Estimates of the Population of Virginia Counties and Cities: 1986 and 1987, September, 1988, table 1 ("Population Estimates for Virginia Localities, 1981-87"). Following the issuance of this publication, the U. S. Census Bureau revised the estimated 1986 population of James City County from 26,100 to 28,400. (Source: Martin, letter to staff of Commission on Local Government, Dec. 15, 1988.) It should be noted that the Commission has used the amended figure in its computation of all per capita statistics relative to the County.

Virginia Auditor of Public Accounts, Comparative Report of Local Government Revenues and Expenditures, August, 1988, exhibit B ("Local Revenue for the Year Ended June 30, 1987").

Virginia Department of Taxation, "Total Virginia Adjusted Gross Income, Total Exemptions, Total Deductions, and Number of Returns-Taxable Year 1986 by Locality" (unpublished table); Taxable Sales in Virginia Counties and Cities: 1986, pp. 6-100, 102-142; 1986 Virginia Assessment/Sales Ratio Study, March, 1988, table 6 ("Estimated True Value of Locally Taxed Property in Virginia Counties and Cities, 1986").

ATTACHMENT I

**Pittsylvania County Tax Rates
1988**

ANALYSIS OF REAL PROPERTY TAX RATES
OF PITTSYLVANIA COUNTY RELATIVE TO
OTHER LOCAL GOVERNMENTS IN VIRGINIA

NOMINAL TAX RATES

<u>Year</u>	<u>Pittsylvania County Nominal Rate</u>	<u>State Mean for Counties</u>	<u>State Mean for Cities</u>	<u>Number of Counties and Cities with Lower Rate¹</u>
1981	.34	.67	1.09	2
1982	.315	.62	1.04	2
1983	.33	.60	1.05	5
1984	.35	.62	1.04	4
1985	.35	.62	1.03	3
1986	.35	.63	1.03	2
1987	.35	.64	1.04	1
1988	.43	N/A	N/A	72

Sources: Virginia Assessment/Sales Ratio Study, Virginia Department of Taxation,
for 1981-1986.

Tax Rates in Virginia's Cities, Counties, and Selected Towns, Center
for Public Service, University of Virginia, for years 1981-1987.

¹No cities have a tax rate lower than Pittsylvania County.

²Approximated. The compilation of tax data for 1988 has not yet been completed by the Center for Public Service. By comparing Pittsylvania's 1988 tax rate of \$0.43 to the tax rates of counties in 1987, it was discovered that 9 counties had lower tax rates. Telephone calls to the administrator's office in each of those counties revealed that several also raised their rates this year, resulting in Pittsylvania ranking eighth.

EFFECTIVE TRUE RATES

<u>Year</u>	<u>Pittsylvania County's True Effective Tax Rate</u>	<u>State Average</u>	<u>Counties and Cities with Lower Effective True Tax Rate¹</u>
1980	.33	.81	16
1981	.31	.83	12
1982	.30	.87	7
1983	.29	.87	5
1984	.30	.87	4
1985	.31	.87	4
1986	.32	.84	2

Source: Virginia Assessment/Sales Ratio Study, Virginia Department of Taxation,
for 1980-86.

¹No cities had a lower effective true tax rate than Pittsylvania County.

Staff
Commission on Local Government
September 1988

**ANALYSIS OF OTHER TAXES LEVIED BY
PITTSYLVANIA COUNTY IN RELATION TO
SIMILAR TAXES LEVIED BY OTHER VIRGINIA LOCALITIES**

Consumer Utility Tax

The Code of Virginia authorizes counties, cities and towns to levy a tax on consumer utility bills. The law allows a maximum tax equal to a rate of 20% of the first \$15, unless a higher rate was in effect prior to 1972, in which case the rate is grandfathered.

In 1988, Pittsylvania County enacted a consumer utility tax for the first time, at a rate of 10% of the first \$15. In comparison, last year, 107 counties and cities in the State had a consumer utility consumer tax, and the rate in 81 of those jurisdictions was higher than that enacted by Pittsylvania this year.

Motor Vehicle Licenses

State law allows localities to impose a motor vehicle license tax, not to exceed the amount imposed by the State. Currently, the State motor vehicle tax on passenger cars is \$23 on vehicles weighing under 4,000 pounds and \$28 on vehicles exceeding that weight.

In 1987, Pittsylvania imposed a \$15 license tax on all passenger vehicles. That rate placed it with the majority of Virginia localities. Of the 129 counties and cities imposing a motor vehicle license tax in 1987, 53 had a tax of \$15; 49, more than \$15; and 27, less than \$15.

Pittsylvania raised its motor vehicle tax in 1988 to \$20 per vehicle. This rate, while less than the authorized maximum, does place the county in the upper tax brackets in regard to this tax.

Pittsylvania's motor vehicle tax rate was \$5 in 1980, and was raised to \$12.50 in 1982 and to \$15 in 1985, before the raise to \$20 enacted this year.

Source: Tax rates in Virginia's Cities, Counties, and selected Towns,
Center for Public Service, University of Virginia, 1980-87.

Staff
Commission on Local Government
September 1988

ANALYSIS OF MACHINERY AND TOOLS
TAX OF PITTSYLVANIA COUNTY RELATIVE
TO OTHER LOCAL GOVERNMENTS
IN VIRGINIA

<u>Year</u>	<u>Pittsylvania County's Effective Tax Rate</u>	<u>Counties and Cities with Lower Effective Tax Rates¹</u>
1980	.30	1
1981	.30	N/A
1982	.30	2
1983	.30	2
1984	.30	3
1985	.30	3
1986	.30	6
1987	.30	5
1988	.30	N/A

Source: Tax Rates in Virginia's Cities, Counties, and Selected Towns, Center for Public Service, University of Virginia, 1980-88.

¹Many localities use a sliding scale of rates for taxing machinery and tools; the older the machinery, the lower the rate. Pittsylvania does not use such a scale. For the sake of comparison, in those instances in which a sliding scale was used, the effective rate in the third year was compared to Pittsylvania's rate. No attempt was made to standardize rates in relation to the basis of assessment.

Staff
Commission on Local Government
September 1988

ANALYSIS OF PERSONAL PROPERTY TAX RATES
FOR MOTOR VEHICLES OF PITTSYLVANIA COUNTY
RELATIVE TO OTHER LOCAL GOVERNMENTS
IN VIRGINIA

<u>Year</u>	<u>Pittsylvania County Effective Tax Rate¹</u>	<u>Number of Cities and Counties with Lower Effective Rate²</u>
1980	1.27	38
1981	1.27	37
1982	1.27	35
1983	1.27	35
1984	1.27	32
1985	1.27	28
1986	1.27	26
1987	1.27	24
1988	1.425	32 ³

Source: Tax Rates in Virginia Cities, Counties, and Selected Towns, Center for Public Service, University of Virginia, 1980-87.

¹Based on 100% assessment.

²No attempt was made to standardize rates in regard to basis of assessment.

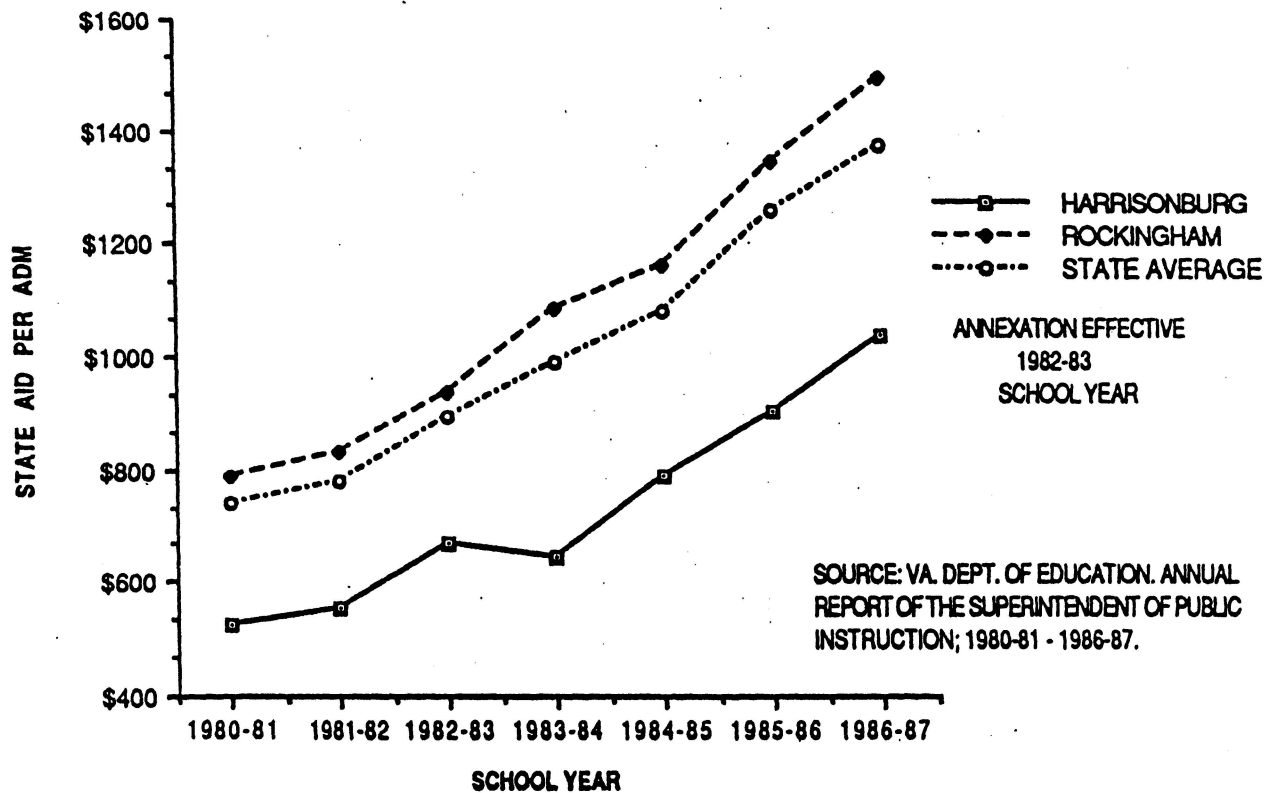
³Pittsylvania County's 1988 rate compared to other localities' 1987 rates.

Staff
Commission on Local Government
September 1988

ATTACHMENT J

**Educational Expenditures
City of Harrisonburg -
Rockingham County
1980-1987**

**TOTAL STATE EDUCATIONAL AID
PER STUDENT IN AVERAGE DAILY
MEMBERSHIP**



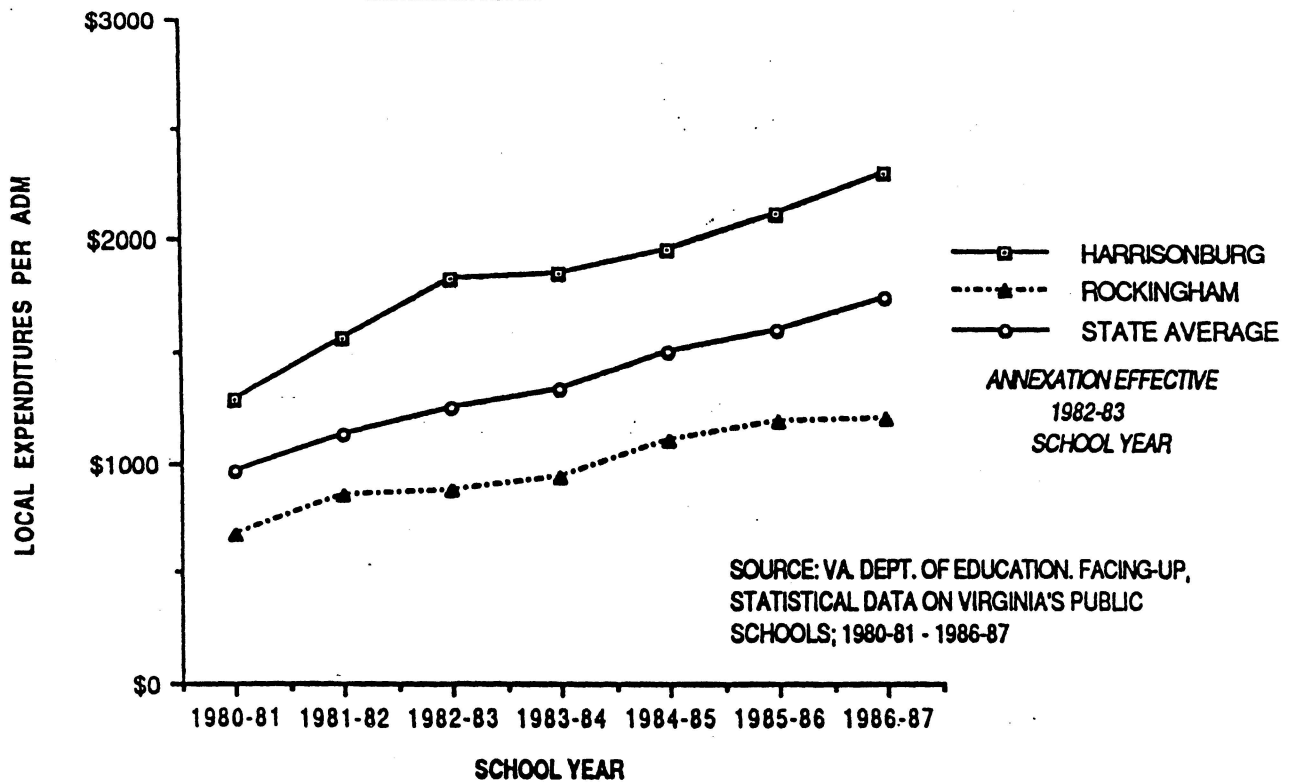
TOTAL STATE EDUCATIONAL AID
PER STUDENT IN AVERAGE DAILY MEMBERSHIP

SCHOOL YEAR	HARRISONBURG	ROCKINGHAM	STATE AVERAGE
1980 - 81	\$526.17	\$790.46	\$741.47
1981 - 82	\$552.14	\$831.38	\$780.47
1982 - 83	\$668.87	\$936.78	\$892.47
1983 - 84	\$646.91	\$1,087.66	\$991.40
1984 - 85	\$788.55	\$1,165.05	\$1,079.63
1985 - 86	\$904.43	\$1,346.17	\$1,260.26
1986 - 87	\$1,037.57	\$1,494.30	\$1,372.35

NOTE: Annexation effective 1982 - 83 school year.

SOURCE: Virginia Department of Education. Annual Report of the Superintendent of Public Instruction; 1980-81 - 1986-87.

**LOCAL EXPENDITURES FOR OPERATIONS
PER STUDENT IN AVERAGE DAILY
MEMBERSHIP**



LOCAL EXPENDITURES FOR OPERATIONS
PER STUDENT IN AVERAGE DAILY MEMBERSHIP

SCHOOL YEAR	HARRISONBURG	ROCKINGHAM	STATE AVERAGE
1980 - 81	\$1,286.00	\$671.00	\$966.00
1981 - 82	\$1,563.00	\$855.00	\$1,127.00
1982 - 83	\$1,828.00	\$871.00	\$1,254.00
1983 - 84	\$1,852.00	\$942.00	\$1,335.00
1984 - 85	\$1,951.00	\$1,101.00	\$1,500.00
1985 - 86	\$2,109.00	\$1,191.00	\$1,598.00
1986 - 87	\$2,294.00	\$1,206.00	\$1,737.00

NOTE: Annexation effective 1982 - 83 school year.

SOURCE: Virginia Department of Education. Facing-Up. Statistical Data on Virginia's Public Schools; 1980-81 - 1986-87.

ATTACHMENT K
State Financial Support
of Local Government
FY1981 and FY1987

STATE FINANCIAL SUPPORT OF LOCAL GOVERNMENT
FY 1981 and FY1987

Localities Areas Affected By Immunity	FY1981				FY1987				% Change 1981-1986	
	State Direct Aid to Local Governments	State Expenditures on behalf of Local Governments	Total State Aid to Local Governments	Per Capita State Aid to Local Govts.	State Direct Aid to Local Governments	State Expenditures on behalf of Local Governments	Total State Aid to Local Governments	Per Capita State Aid to Local Govts.	% Change in Total State Aid	% Change in Per Capita State Aid
Martinsville	\$ 4,903,290	\$ 513,096	\$ 5,416,386	\$297.60	\$ 8,891,839	\$ 924,156	\$ 9,815,995	\$542.32	81.2	82.2
Henry Co.	14,228,877	3,274,155	17,503,032	306.53	22,762,724	4,397,072	27,159,796	469.08	55.2	53.0
Richmond	66,650,662	11,237,146	77,887,808	357.12	90,939,745	13,222,763	104,162,508	480.90	33.7	34.7
Henrico	39,642,557	3,630,591	43,273,148	235.18	74,878,671	6,296,729	81,175,400	406.08	87.6	72.7
Chesterfield Co.	34,133,665	5,420,850	39,554,515	266.00	78,030,461	11,172,923	89,203,384	498.06	125.5	87.2
Roanoke	26,396,847	3,748,495	30,145,342	300.85	39,174,497	4,114,474	43,288,971	432.46	43.6	43.7
Salem	2,303,752	200,318	2,504,070	104.77	8,606,229	259,363	8,865,592	372.50	254.0	255.5
Roanoke Co.	20,124,754	3,623,419	23,748,173	321.36	30,355,261	7,543,437	37,898,698	502.64	59.6	56.4
Manassas	3,581,342	313,748	3,895,090	234.64	7,190,736	328,455	7,519,191	354.68	93.0	51.2
Manassas Park	2,294,594	208,136	2,502,730	385.04	3,400,576	179,181	3,579,757	497.19	43.0	29.1
Prince William Co.	42,378,686	6,930,542	49,309,228	323.76	79,395,309	13,707,355	93,102,664	504.07	88.8	55.7
Poquoson	2,694,358	71,498	2,765,856	303.94	5,234,049	54,170	5,288,219	485.16	91.2	59.6
York Co.	10,464,049	1,959,616	12,423,665	341.31	18,722,966	3,676,111	22,399,077	544.99	80.3	59.7
Alexandria	17,847,680	3,741,688	21,589,368	205.22	30,733,212	3,889,274	34,622,486	320.88	60.4	56.4
Falls Church	1,636,651	128,770	1,765,421	185.83	2,322,725	495,692	2,818,417	287.59	59.6	54.8
Fairfax	2,614,683	460	2,615,143	126.34	3,657,320	1,179	3,658,499	179.34	39.9	41.9
Fairfax Co.	123,175,286	21,484,994	144,660,280	233.85	197,108,472	42,727,538	239,836,010	324.41	65.8	38.7

Sources: Comparative Report of Local Government Revenues and Expenditures, Exhibit B-1. Years ended June 30, 1981 and June 30, 1987, Auditor of Public Accounts. Estimates of the Population of Virginia Counties and Cities: 1986 and 1987. Pre-publication, September 7, 1988, Center for Public Service.

Note: Data regarding State expenditures on behalf of local governments are not available prior to FY1981.

Compiled by Staff
Commission on Local Government
November 7, 1988

ATTACHMENT L

**State Financial Support
in Relation to
Total Local-Source Revenue
FY1981 and FY1987**

STATE FINANCIAL SUPPORT OF LOCAL GOVERNMENT
IN RELATION TO TOTAL LOCAL SOURCE REVENUE
FY 1981 and FY 1987

LOCALITIES	FY 1981		FY 1987	
	Total State Support for Local Governments ^a	Total Local Source Revenue	Total State Support for Local Governments ^a	Total Local Source Revenue
Areas Affected by Immunity				State Support as % of Local Source Revenue
Martinsville Henry Co.	\$ 5,416,386 17,503,032	\$7,155,064 9,858,375	9,815,995 27,159,796	108.9 144.9
Richmond Henrico Chesterfield Co.	77,887,808 43,273,148 39,554,515	155,616,649 90,368,613 57,743,536	104,162,508 81,175,400 89,203,384	44.8 52.0 73.4
Roanoke Salem Roanoke Co.	30,145,342 2,504,070 23,748,173	53,734,658 11,600,802 37,446,549	43,288,971 8,865,592 37,898,698	59.8 46.3 79.6
Manassas Manassas Park Prince William Co.	3,895,090 2,502,730 49,309,228	9,233,811 2,832,365 78,313,280	7,519,191 3,579,757 93,102,664	30.5 81.0 59.9
Poquoson York Co.	2,765,856 12,423,665	2,413,447 11,704,030	5,288,219 22,399,077	97.5 104.8
Alexandria Falls Church Fairfax Fairfax Co.	21,589,368 1,765,421 2,615,143 144,660,280	89,231,732 9,137,724 16,714,297 462,584,603	34,622,486 2,818,417 3,658,499 239,836,010	21.6 18.0 12.9 26.4

SOURCE: Comparative Report of Local Government Revenues and Expenditures, Exhibits A and B-1.
Years ended June 30, 1981 and June 30, 1987, Auditor of Public Accounts

a This total includes State financial aid to local governments and State expenditures on behalf of local governments
(e. g., highway maintenance funds).

Staff
Commission on Local Government
November 8, 1988

ATTACHMENT M

**Cluster Analysis
Jurisdictional Wealth
and Revenue Effort
FY1987**

Table 1
Distribution of Cases by Cluster and Jurisdictional Class
(The clusters have been derived from capacity and effort indicators
based upon the Method 1 computational approach.)

Cluster Number			
Cluster 1			
Jurisdictional Class			
Counties			
Total	72		
Pct. of All Jurisdictions	52.9%		
Cluster Summary			
Total	72		
Pct. of All Jurisdictions	52.9%		
Cluster 2			
Jurisdictional Class			
Counties			
Total	13		
Pct. of All Jurisdictions	9.6%		
Cities			
Total	4		
Pct. of All Jurisdictions	2.9%		
Cluster Summary			
Total	17		
Pct. of All Jurisdictions	12.5%		
Cluster 3			
Jurisdictional Class			
Counties			
Total	1		
Pct. of All Jurisdictions	.7%		
Cities			
Total	1		
Pct. of All Jurisdictions	.7%		
Cluster Summary			
Total	2		
Pct. of All Jurisdictions	1.5%		
Cluster 4			
Jurisdictional Class			
Counties			
Total	1		
Pct. of All Jurisdictions	.7%		
Cluster Summary			
Total	1		
Pct. of All Jurisdictions	.7%		

Source: Staff, Commission on Local Government
Date: 12/13/88

(continued)

Table 1
Distribution of Cases by Cluster and Jurisdictional Class
(The clusters have been derived from capacity and effort indicators
based upon the Method 1 computational approach.)

Cluster 5		
Jurisdictional Class		
Counties	6	
Total	4.4%	
Pct. of All Jurisdictions		
Cities	17	
Total	12.5%	
Pct. of All Jurisdictions		
Cluster Summary	23	
Total	16.9%	
Pct. of All Jurisdictions		
Cluster 6		
Jurisdictional Class		
Counties	1	
Total	.7%	
Pct. of All Jurisdictions		
Cluster Summary	1	
Total	.7%	
Pct. of All Jurisdictions		
Cluster 7		
Jurisdictional Class		
Counties	1	
Total	.7%	
Pct. of All Jurisdictions		
Cluster Summary	1	
Total	.7%	
Pct. of All Jurisdictions		
Cluster 8		
Jurisdictional Class		
Cities	19	
Total	14.0%	
Pct. of All Jurisdictions		
Cluster Summary	19	
Total	14.0%	
Pct. of All Jurisdictions		

Source: Staff, Commission on Local Government
Date: 12/15/88

Table 2
Jurisdictional Wealth Per Capita, Tax Year 1986
and
Local-Source Revenues Per \$1,000 of Jurisdictional Wealth, FY1987
(Method 1)
Mean and Median Values by Cluster

	Wealth Per Capita		Revenues Per \$1,000 of Wealth	
	Mean	Median	Mean	Median
Cluster Number				
Cluster 1	\$19,641.51	\$18,717.96	\$16.66	\$16.60
Cluster 2	\$20,545.24	\$19,010.82	\$25.22	\$25.53
Cluster 3	\$49,999.47	\$49,999.47	\$28.84	\$28.84
Cluster 4	\$174,935.74	\$174,935.74	\$7.62	\$7.62
Cluster 5	\$22,100.09	\$20,471.21	\$35.01	\$34.69
Cluster 6	\$60,957.30	\$60,957.30	\$8.92	\$8.92
Cluster 7	\$95,185.39	\$95,185.39	\$9.90	\$9.90
Cluster 8	\$15,568.79	\$15,833.59	\$44.34	\$43.72
All Jurisdictions	\$22,048.86	\$18,734.41	\$24.70	\$19.95

Source: Staff, Commission on Local Government

Date: 12/15/88

Table 3
Jurisdictional Wealth Per Capita, Tax Year 1986
and
Local-Source Revenues Per \$1,000 of Jurisdictional Wealth, FY1987
(Method 1)
Mean and Median Values by Cluster and Jurisdictional Class

	Wealth Per Capita		Revenues Per \$1,000 of Wealth	
	Mean	Median	Mean	Median
Cluster Number				
Cluster 1				
Jurisdictional Class				
Counties	\$19,641.51	\$18,717.96	\$16.66	\$16.60
Cluster Summary	\$19,641.51	\$18,717.96	\$16.66	\$16.60
Cluster 2				
Jurisdictional Class				
Counties	\$21,325.48	\$21,897.22	\$24.41	\$24.38
Cities	\$18,009.49	\$17,493.04	\$27.87	\$28.60
Cluster Summary	\$20,545.24	\$19,010.82	\$25.22	\$25.53
Cluster 3				
Jurisdictional Class				
Counties	\$47,300.73	\$47,300.73	\$27.01	\$27.01
Cities	\$52,698.22	\$52,698.22	\$30.67	\$30.67
Cluster Summary	\$49,999.47	\$49,999.47	\$28.84	\$28.84
Cluster 4				
Jurisdictional Class				
Counties	\$174,935.74	\$174,935.74	\$7.62	\$7.62
Cluster Summary	\$174,935.74	\$174,935.74	\$7.62	\$7.62

Source: Staff, Commission on Local Government
Date: 12/15/88

(continued)

Table 3
Jurisdictional Wealth Per Capite, Tax Year 1986
and
Local-Source Revenues Per \$1,000 of Jurisdictional Wealth, FY1987
(Method 1)
Mean and Median Values by Cluster and Jurisdictional Class

	Wealth Per Capite		Revenues Per \$1,000 of Wealth	
	Mean	Median	Mean	Median
Cluster 5				
Jurisdictional Class				
Counties	\$24,386.62	\$23,792.87	\$33.13	\$33.44
Cities	\$21,293.08	\$19,074.86	\$35.67	\$36.67
Cluster Summary	\$22,100.09	\$20,471.21	\$35.01	\$34.69
Cluster 6				
Jurisdictional Class				
Counties	\$60,957.30	\$60,957.30	\$8.92	\$8.92
Cluster Summary	\$60,957.30	\$60,957.30	\$8.92	\$8.92
Cluster 7				
Jurisdictional Class				
Counties	\$95,185.39	\$95,185.39	\$9.90	\$9.90
Cluster Summary	\$95,185.39	\$95,185.39	\$9.90	\$9.90
Cluster 8				
Jurisdictional Class				
Cities	\$15,568.79	\$15,833.59	\$44.34	\$43.72
Cluster Summary	\$15,568.79	\$15,833.59	\$44.34	\$43.72

Source: Staff, Commission on Local Government
Date: 12/15/88

Jurisdictional Listing
by
Cluster

(The clusters have been derived from capacity and effort indicators
based upon the Method 1 computational approach.)

Locality	Cluster Number
Accomack County	1
Amelia County	1
Amherst County	1
Appomattox County	1
Augusta County	1
Bedford County	1
Bland County	1
Botetourt County	1
Brunswick County	1
Buckingham County	1
Campbell County	1
Caroline County	1
Carroll County	1
Charlotte County	1
Clarke County	1
Craig County	1
Culpeper County	1
Cumberland County	1
Dinwiddie County	1
Essex County	1
Fauquier County	1
Floyd County	1
Fluvanna County	1
Franklin County	1
Giles County	1
Gloucester County	1
Goochland County	1
Grayson County	1
Greene County	1
Greensville County	1
Halifax County	1
Henry County	1
Highland County	1
Isle of Wight County	1
King and Queen County	1
King George County	1
King William County	1
Lancaster County	1
Lee County	1
Loudoun County	1
Lunenburg County	1
Madison County	1
Mathews County	1
Mecklenburg County	1
Middlesex County	1
Montgomery County	1
Nelson County	1

Source: Staff, Commission on Local Government
12/15/88

Jurisdictional Listing

by
Cluster

(The clusters have been derived from capacity and effort indicators based upon the Method 1 computational approach.)

Locality	Cluster Number
Northampton County	1
Northumberland County	1
Nottoway County	1
Orange County	1
Page County	1
Patrick County	1
Pittsylvania County	1
Powhatan County	1
Prince Edward County	1
Pulaski County	1
Rappahannock County	1
Richmond County	1
Rockbridge County	1
Rockingham County	1
Russell County	1
Scott County	1
Shenandoah County	1
Smyth County	1
Southampton County	1
Sussex County	1
Tazewell County	1
Warren County	1
Washington County	1
Westmoreland County	1
Wythe County	1
Albemarle County	2
Alleghany County	2
Charles City County	2
Dickenson County	2
Frederick County	2
Hanover County	2
James City County	2
New Kent County	2
Prince George County	2
Spotsylvania County	2
Stafford County	2
Wise County	2
York County	2
Bedford City	2
Martinsville City	2
Poquoson City	2
Suffolk City	2
Arlington County	3
Falls Church City	3
Bath County	4
Buchanan County	5
Chesterfield County	5

Jurisdictional Listing

by

Cluster

(The clusters have been derived from capacity and effort indicators based upon the Method 1 computational approach.)

Locality	Cluster Number
Fairfax County	5
Henrico County	5
Prince William County	5
Roanoke County	5
Alexandria City	5
Bristol City	5
Buena Vista City	5
Chesapeake City	5
Colonial Heights City	5
Danville City	5
Fairfax City	5
Galax City	5
Harrisonburg City	5
Manassas City	5
Norton City	5
Radford City	5
South Boston City	5
Virginia Beach City	5
Waynesboro City	5
Williamsburg City	5
Winchester City	5
Louisa County	6
Surry County	7
Charlottesville City	8
Clifton Forge City	8
Covington City	8
Emporia City	8
Franklin City	8
Fredericksburg City	8
Hampton City	8
Hopewell City	8
Lexington City	8
Lynchburg City	8
Manassas Park City	8
Newport News City	8
Norfolk City	8
Petersburg City	8
Portsmouth City	8
Richmond City	8
Roanoke City	8
Salem City	8
Staunton City	8

Source: Staff, Commission on Local Government

12/15/88

