

INTERIM REPORT OF THE

**DELIVERY OF GOVERNMENTAL
SERVICES IN THE GREATER
RICHMOND AREA**

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



SENATE DOCUMENT NO. 32

**COMMONWEALTH OF VIRGINIA
RICHMOND
1996**

Joint Subcommittee Members

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The Honorable John Watkins, *Vice-Chairman*

The Honorable Joseph B. Benedetti

The Honorable Benjamin J. Lambert, III

The Honorable Robert B. Ball, Sr.

The Honorable Franklin P. Hall

The Honorable Dwight C. Jones

The Honorable David Kaechele

The Honorable Robert C. Bobb

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I. EXECUTIVE SUMMARY

Senate Joint Resolution No. 383 (Appendix A) established a joint subcommittee to review the need for and fiscal impact of various methods of providing the cost-effective delivery of basic governmental services in the Greater Richmond area. This was not the first time this topic had been examined by the legislature and others in the community; however, it was thought that more study was needed. Leaders from the City of Richmond and the Counties of Henrico and Chesterfield agreed to participate in the study, as well.

The subcommittee began its work by deciding which services to examine further in order to determine if they should be offered on a regional basis. Public transportation, water and sewer, education and social services were the four service areas designated for more detailed study. The subcommittee also decided that an unbiased third party consultant should be hired to do a cost/benefit analysis regarding the delivery of such services on a regional basis. With this information, the subcommittee could then make an informed decision about which, if any, of the services warrant a regional approach.

To find a consultant, the subcommittee participated in the request for proposals (RFP) process. Over one hundred requests were mailed out with five proposals received. An evaluation team, consisting of five subcommittee members, was appointed to review the proposals and make a recommendation to the joint subcommittee as to which consultant to engage for the analysis.

The team interviewed the five groups which submitted proposals, narrowed the field down to two and conducted a second interview with them. Knowing that the original resolution only contained \$10,000 for consulting and that the scope of the proposal would demand a higher fee, the joint subcommittee decided to seek an appropriation to cover the higher fee. This was accomplished through a joint resolution extending the study for one additional year and through a budget amendment in the amount of \$140,000 for consulting fees. The specific budget amendment was not adopted but \$258,000 was allocated to the Legislative Department Reversion Clearing Account which included \$120,000 for this study, if approved by the Joint Rules Committee. At the time this report went to press, the \$120,000 had not been allocated by the Rules Committee.

II. INTRODUCTION

Regionalism and the idea of offering services on a regional basis have been topics of discussion and study for several years. There currently are a number of

localities throughout the Commonwealth which have entered into agreements involving such arrangements. The Richmond International Airport, the Diamond and the Math-Science Center, all in the Richmond area, are examples of regional cooperation. It has been thought by some that more regional cooperation in the Greater Richmond area would be beneficial to all involved. This thinking led to the creation of the joint subcommittee under SJR 383.

The joint subcommittee consisted of 16 members appointed as follows: three members of the Senate to be appointed by the Senate Committee on Privileges and Elections; four members of the House of Delegates to be appointed by the Speaker; two representatives of local government and two citizen members to be appointed by the Senate Committee on Privileges and Elections and two representatives of local government and three citizens members to be appointed by the Speaker.

The joint subcommittee was directed to study the need for and the fiscal impact of various methods of providing the cost-effective delivery of basic governmental services in the Greater Richmond area. Such basic governmental services included water and sewer, waste disposal, and transportation facilities.

Three task forces were established and a work plan was adopted. The goal of Task Force #1 was to identify current Greater Richmond area regional services. Task Force #2 was to identify existing systems and structures available within and outside the Commonwealth which provide regional services and Task Force #3 had to identify services to be evaluated for regionalization.

III. BACKGROUND

The City of Richmond and the Counties of Chesterfield and Henrico currently offer many of the same services to their citizens so that the Greater Richmond area ends up with three separate systems of service providers. This is true in other localities throughout the Commonwealth as well.

During the 1994 Session of the General Assembly, House Bill 1088 was introduced calling for a Richmond Regional Government for the City of Richmond and the Counties of Chesterfield and Henrico. The purpose of this regional government was for it to acquire, construct, maintain and operate water and sewer, waste disposal, and transportation facilities which would serve the three jurisdictions. The bill was amended in the Senate to create a Richmond Regional Authority to provide the same services.

The bill failed to pass and a subcommittee of the Senate Local Government Committee studied the idea during the interim following the 1994 Session. No recommendations came from that subcommittee.

A number of other studies have been done on regionalism for the Richmond area starting as early as 1959. A brief synopsis of each can be found in Appendix B.

IV. ACTIVITIES OF THE JOINT SUBCOMMITTEE

The joint subcommittee held its organizational meeting on July 14, 1995, in Richmond. Senator Henry Marsh was elected chairman with Delegate John Watkins elected as vice-chairman.

Presentations were made by the Executive Director of the Commission on Local Government and the Executive Director of the Richmond Regional Planning District Commission.

There are a number of ways in the current law by which local governments can share the provision of services. Localities may enter into economic growth sharing agreements, establish joint planning commissions, establish joint authorities or special districts, establish joint schools and consolidate local governments, to name a few. (See Appendix C for more detail). The state has taken steps also to encourage and facilitate local services coordination through organizational mechanisms and increased funding. (See Appendix D for more detail).

The Richmond Regional Planning District Commission is involved in a number of regional programs including the Central Virginia Waste Management Authority, the Greater Richmond Transit Company, the Capital Region Airport Commission and the Richmond Metropolitan Authority (Appendix E).

The second meeting of the joint subcommittee was held in Richmond on July 28, 1995. At that time, three task forces were appointed to accomplish the following three goals: (i) identify current Richmond area regional services; (ii) identify existing systems and structures within and outside the Commonwealth available which provide regional services; (iii) identify services to be evaluated for regionalism. With this information, the joint subcommittee was to decide which if any of the services could be provided in the Richmond area on a regional basis.

The joint subcommittee held its third meeting in Richmond on September 29, 1995. At that time the three task forces reported on their progress.

The Current Greater Richmond Regional Services Task Force (#1) was charged with examining the types and methods of cooperative effort currently in existence in the Greater Richmond area. There are approximately 120 such efforts in the areas of economic development and tourism, education, extension services, fire and emergency, health/mental health, jails and detention, law enforcement, leadership, administration and management, planning and land use, recreation, social services,

solid waste management, transportation, and utilities. (Appendix F). The methods used to establish these regional efforts include informal agreements, formal agreements and authorities. The task force also reviewed 1994 financial data for thirteen of the regional services which included the monetary contribution made by Chesterfield, Henrico and Richmond.

The Other Regional Systems and Structures Task Force (#2) goal was to identify existing systems and structures available which provide regional services within and outside the Commonwealth. According to a list compiled by the Department of Housing and Community Development and based on information provided by fourteen of the twenty-one planning district commissions, there are 218 programs providing regional services in the same basic categories as those in the Greater Richmond area.

The Identification of Services to be Evaluated Task Force (#3) earmarked services to be evaluated for regionalism. The task force concluded that the services to be evaluated, in priority order, are public transportation, water and sewer, education, and social services and the joint subcommittee agreed.

After hearing the task forces' reports, the joint subcommittee discussed the possibility of entering into the request for proposal (RFP) process in order to engage a consultant to perform a cost/benefit analysis of the services which the joint subcommittee identified for evaluation. The Steering Committee then met with a representative from the Department of General Services and worked on the RFP.

A statement of needs, included in the RFP, specified exactly what the joint subcommittee expected to be analyzed in the four categories of services, as follows:

1. Public transportation: Bus transportation for the general population and paratransit for the disabled.
2. Water and wastewater services: Treatment and distribution of water and the collection and treatment of wastewater, including combined sewer overflow.
3. Education: The ways area school systems (K-12) could regionally achieve economies of scale and save public dollars while retaining separate school systems.
4. Social services, mental health, mental retardation, substance abuse, and housing:
 - a. Social services: Foster care, protective services, aid-to-families-with-dependent-children (AFDC), general relief, comprehensive services act, state-local hospitalization, food stamps, fuel assistance, Medicaid, day care, automation, refugee program, administration, jobs program, aged, blind and disabled auxiliary.
 - b. Mental health, mental retardation and substance abuse services: Emergency, outpatient, residential, vocational, case management, prevention, and day support for clients in need of mental health, mental retardation and substance abuse services.

c. Housing: Rental assistance for low-income housing (Section 8) and HUD funded housing rehabilitation programs, homeless and special population programs, and subsidized public housing programs.

d. Public health: Nutrition programs (including women, infants and children), immunization, school health, environmental health, family planning, pre- and post-natal programs, indigent health programs, dental health for children, and HIV, AIDS and other sexually transmitted disease programs.

The joint subcommittee met in Richmond on October 27, 1995. The focus of the meeting was on the request for proposals (RFP) process which the joint subcommittee began in September.

According to a representative from the Department of General Services, Division of Purchases and Supplies, the RFP was sent out to over one hundred consulting firms at the end of October. An addendum containing additions and corrections to the RFP was mailed out November 9, 1995. Sealed proposals were delivered to the Department no later than November 27, 1995.

During its next meeting in Richmond on December 4, 1995, the joint subcommittee first received the report from Task Force #2. The task force previously had received information during its September meeting about systems and structures within Virginia. Therefore, the focus during this meeting was on selected regional governmental structures outside of Virginia. The Commission on Local Government compiled and presented the information. The areas discussed were Portland, Oregon; Minneapolis-St. Paul, Minnesota; Indianapolis, Indiana; Toronto, Canada; Dade County, Florida; Nashville and Davidson County, Tennessee; and Jacksonville and Duval County, Florida. It was agreed that further study and comparisons would be necessary during 1996 in order to determine whether the Greater Richmond area could apply and benefit from the experience in these other metropolitan areas in their attempts at regionalization.

Next, the joint subcommittee received an update on the RFP process. In response to the RFP, ten no-bids were received along with five proposals. The evaluation team, consisting of Senators Marsh, Benedetti and Lambert, Delegate Watkins, Mr. Lane Ramsey and Mr. Robert Grey, had its first meeting to listen to presentations from the five on December 20, 1995 in Richmond. Following that meeting, the evaluation team narrowed the selection to the two consultants, one of whom would be selected as the finalist to do the study.

The final meeting of the joint subcommittee was held on January 18, 1996. At that time, the subcommittee was encouraged to support the Urban Partnership and its plans regarding regionalism. The members were also encouraged to take action this session and do no further study, as enough has been done regarding regionalism.

The joint subcommittee decided to accept the work and recommendations of the evaluation team, to extend the study by joint resolution for one more year and to seek an appropriation for the amount needed for consultant services.

V. ISSUES

1. **What governmental services should be examined for possible delivery on a regional basis in the Greater Richmond area?**
2. **Should an outside consultant perform a cost-benefit analysis regarding the delivery of such services? If so, which consultant?**
3. **If a consultant is retained for such an analysis, which governmental services, if any, should be delivered on a regional basis in the Greater Richmond area?**

VI. FINDINGS AND RECOMMENDATIONS

The joint subcommittee addressed the first issue early on when it determined that the areas to be examined for regional delivery were public transportation, water and sewer, education and social services. Once that issue was resolved, the subcommittee decided that the best way to determine which, if any, of these services should be offered on a regional basis was to hire a consultant to perform a cost-benefit analysis. It began its search for a consultant by entering the RFP process, which led to the creation of the evaluation team. After receiving a number of proposals, the evaluation team held interviews and narrowed its choices to two.

Recognizing the long-term importance of the study and the inadequacy of the amount of money allocated to the study for consulting, the joint subcommittee decided to recommend continuing the study for one more year and to seek an additional appropriation for consultant services.

In order to finish its work in a thorough manner, the joint subcommittee recommends the following:

By joint resolution (SJR 61-Appendix G), extend the study for one additional year and seek additional funding in order to hire a consultant to perform a cost-benefit analysis regarding the feasibility of offering certain services on a regional basis in the Greater Richmond area.

The joint subcommittee extends its gratitude to everyone who contributed to a successful year of study. We look forward to continuing our work in 1996.

Respectfully submitted,

The Honorable Henry L. Marsh, III, *Chairman*
The Honorable John Watkins, *Vice-Chairman*
The Honorable Joseph B. Benedetti
The Honorable Benjamin J. Lambert, III
The Honorable Robert B. Ball, Sr.
The Honorable Franklin P. Hall
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APPENDIX A

SENATE JOINT RESOLUTION NO. 383

Establishing a joint subcommittee to review the need for and fiscal impact of various methods of providing the cost-effective delivery of basic governmental services in the Greater Richmond area.

Agreed to by the Senate, February 23, 1995

Agreed to by the House of Delegates, February 22, 1995

WHEREAS, House Bill 1088 (1994) calls for a Richmond Regional Government for the City of Richmond and the Counties of Chesterfield and Henrico for the purpose of acquiring, constructing, maintaining and operating the water and sewer, waste disposal, and transportation facilities that serve the three jurisdictions; and

WHEREAS, a Senate amendment to House Bill No. 1088 proposes that a Richmond Regional Authority be created instead to provide these same services; and

WHEREAS, possible service delivery mechanisms, including a regional government and a regional authority, have not been fully analyzed regarding their ability to provide a more cost-effective delivery of services to businesses, institutions and residents; and

WHEREAS, other jurisdictions in the Greater Richmond area have not been included in House Bill No. 1088 and may have an interest in such cooperative efforts; and

WHEREAS, it is appropriate to conduct a detailed study to develop a profile on regional governments, authorities, and other service delivery mechanisms in other states and in Virginia in terms of organizational structure, length of time in place, services regulated, funding, deliverables, obstacles, stakeholders, reason for establishment and the legislation authorizing establishment; and

WHEREAS, deliberations on such issues should be open to participants from local governments, businesses, and the community at large; now, therefore, be it

RESOLVED by the Senate, the House of Delegates concurring, That a joint subcommittee be established to study the need for and the fiscal impact of various methods of providing the cost-effective delivery of basic governmental services in the Greater Richmond area.

The joint subcommittee shall be comprised of 16 members to be appointed as follows: three members of the Senate to be appointed by the Senate Committee on Privileges and Elections; four members of the House of Delegates to be appointed by the Speaker; two representatives of local government and two citizen members to be appointed by the Senate Committee on Privileges and Elections and two representatives of local government and three citizens members to be appointed by the Speaker. The chairman of the subcommittee shall be a member of the General Assembly as selected by the subcommittee.

The Division of Legislative Services shall provide staff support for the study. Technical assistance shall be provided by the Commission on Local Government. All agencies of the Commonwealth shall provide assistance to the joint subcommittee upon request.

The direct costs shall not exceed \$19,750 of which \$10,000 may be used to obtain consulting services.

The joint subcommittee shall complete its work in time to submit its findings and recommendations to the Governor and the 1996 Session of the General Assembly as provided in the procedures of the Division of Legislative Automated Systems for the processing of legislative documents.

Implementation of this resolution is subject to subsequent approval and certification by the Joint Rules Committee. The Committee may withhold expenditures or delay the period for the conduct of the study.

APPENDIX B

SYNOPSIS OF PREVIOUS STUDIES OF REGIONALISM FOR RICHMOND AREA

1. A Plan of Government for the Richmond Region, 1959

Prepared by Public Administration Service for Richmond Regional Planning and Economic Development Commission

"Orderly development of the Richmond Regional and the Capital Area through effective government is dependent on maximum cooperation and coordination."

Recommendation: Consolidation of Richmond and Henrico; improvement of Chesterfield governmental structure.

Some reasons for consolidation:

- a) Common heritage; same basic economy;
- b) Same source of water supply; distribution systems closely tied together;
- c) Same drainage system; sewage collection and disposal could be accomplished by common system;
- d) Road and street maintenance could be easily combined.

[Largely as a result of this study and recommendations, Henrico and Richmond established Advisory Committees for Consolidation which produced an agreement and proposed charter in 1961. However, the proposed consolidation was defeated in a referendum.]

2. Advancing Cooperative Municipal Services in the Richmond Region, 1973

Prepared by McKinsey and Co. for the Richmond Regional Planning District Commission

"If each jurisdiction in a region pursues its individual interests, as is generally the case in the Richmond region, a coherent regional policy for . . . services cannot be articulated or implemented. However, combining service delivery under an oversight body of representatives would be a needed first step in dealing with problems on a regional basis."

McKinsey and Co. was asked to evaluate the feasibility of establishing a service district, as authorized by the Virginia Area Development Act (Ch. 34, Title 15.1) focusing on water treatment, sewage treatment, solid waste, and airport.

Conclusion. Service district would be best mechanism, but not politically feasible in Richmond area. The city was unwilling to give up right to annex (law prohibits a city participating in a service district from annexing) and counties saw it as a loss of independence and control.

The study listed the following advantages of service districts:

- a) Can achieve a balance of needs across services;
- b) Permits economies of scale across services as well as within services;
- c) Ensures that all parties have equitable position;
- d) Avoids need for single-purpose units, which lead to fragmentation; and
- e) Establishes an organization which can address problems of regional scope.

The study cited the following disadvantages of service districts:

- a) Administrative overhead, expenditures;
- b) Can be perceived by smaller jurisdictions as threat to local independence and control;
- c) Another layer of government, which can be perceived as removing decisions further from people.

Comments on specific services:

Water treatment--Unlike Richmond and Henrico, which depend on the James River, Chesterfield's system is tied to Falling Creek, Swift Creek, and Appomattox River. For Richmond and Henrico, the economies of aggregation already realized.

Sewage treatment--Possible cost savings already realized. Any regional effort would only be reallocation of costs, and Richmond would lose profits it realizes.

Solid waste--Good candidate for service district.

Airport--Service district poses no big advantage.

Recommendation: Legislature should charter a regional service agency (sort of a demonstration project), limited to 5 years duration, which would provide the following services on regional basis, using existing facilities:

Data processing
Libraries
Criminal justice training
Selected purchasing
Transit
Vehicle maintenance
Solid waste disposal

3. The Future of the Capital Area, 1986

Prepared by Virginia Inter-Government Institute and Virginia Commonwealth University

Identified several service areas which would lend themselves to regionalization and which should be approached on a regional basis:

Water treatment and distribution
Sewage treatment and distribution
Solid waste removal and disposal
Jail, police laboratory and training academy
Mass transit
Tax sharing
Economic development
Air pollution, monitoring and prevention
Port and airport
Parks and open spaces
Cultural and convention facilities; James River development

Listed several means of implementing regional approach, but did not express preference for any one:

Citizen group	Urban county
Study commission	Regional authority
Private corporation	Interlocal agreement
Metropolitan council	Two-tier administrative structure

4. Action Agenda on Regional Cooperation for Transportation and Water Resources, 1993

Initiative of the League of Women Voters of the Richmond Metropolitan Area

"The issues identified by local government officials as having the highest potential for cooperation are all public 'infrastructure' issues."

Recommendations:

- a) Establish a regional organization which sets policy for a multi-modal public transportation program; and
- b) Establish a regional public body with authority to plan, develop, and finance water and sewer services in the Metropolitan Richmond Area.

Staff
Commission on Local Government
February 1994

APPENDIX C
ALTERNATIVE APPROACHES
TO
INTERLOCAL CONCERNS

(incorporates changes through 1995 General Assembly session)

1. Economic Growth Sharing Agreements

In situations involving annexations, boundary changes, and transition from one form of government to another, the Code of Virginia authorizes counties, cities, and towns to enter into agreements whereby the economic growth of an area might be shared. These agreements may include provisions whereby a municipality relinquishes its right to initiate annexation petitions. (Code, §15.1-1167.1)

Examples: City of Charlottesville/Albemarle County-- each jurisdiction annually contributes \$0.37 for each \$100 of its assessed real property values to an economic growth sharing fund. Distribution of the fund to the localities is based on their respective populations and true tax rates. As a condition of this revenue-sharing agreement, the City has agreed to relinquish its authority to annex County territory.

City of Franklin/Isle of Wight County--In exchange for the City's agreement not to annex a specified portion of the County, Isle of Wight County has agreed to share 20% of tax revenues from that area with the City. After 1995, the percentage to be shared is to fluctuate between 17% and 23%, depending upon the relative fiscal condition of the two jurisdictions.

2. Sharing of Constitutional Officers

Any two or more counties and cities may share one or more of the constitutional officers (e.g., sheriff, Commonwealth's attorney) upon approval of the electorate in each jurisdiction by referendum. The question of sharing local constitutional officers can only be placed on the ballot by a petition signed by a number of voters equal to 15% of the votes cast in the last gubernatorial election within the locality. (Code, §15.1-40.2)

3. Sharing of Ministerial and Executive Officers

Any two or more counties may jointly appoint and employ ministerial and executive officers upon approval of such an arrangement by the county governing bodies and, subsequently, by the people in a referendum. Similarly, counties and towns within such counties may jointly appoint and employ ministerial and executive officers. (Code, §§15.1-53, 15.1-57, and 15.1-62)

4. Joint Exercise of Powers

Any county, city, or town may enter into agreements with any other political subdivision in this State or any other state for the joint exercise of any power, privilege, or authority which it possesses. (Code, §15.1-21)

Example: Economic development--New River Valley Economic Development Alliance and Radford Industrial Center--Radford; Montgomery, Pulaski, Floyd, and Giles Counties; Towns of Blacksburg, Christiansburg, Narrows, Pearisburg, Pulaski, Dublin, and Floyd.

5. Joint Development and Operation of Facilities

Any two or more counties, cities, or towns may by action of their governing bodies enter into such agreements as they deem appropriate for the construction, maintenance, and operation of any capital facility "required or convenient" for the purposes of such local governments. Such facilities may be operated directly by the local governments or by a board or commission or any other entity deemed appropriate. (Code, §§15.1-304 through 15.1-306.)

Example: Jointly-operated landfills--Greensville County/Emporia; Albemarle County/Charlottesville; Frederick County/Winchester

6. Specific Authority for Joint Functional Activities

In addition to the general authorization to enter into interlocal agreements, State law specifically authorizes localities to deliver the following services jointly:

- (a) Jails--Any two or more counties may establish a regional jail or jail farm. (Code, §53.1-105)

Example: Piedmont Regional Jail--Amelia, Buckingham, Cumberland, Lunenburg, Nottoway, and Price Edward Counties.

- (b) Juvenile facilities--Any combination of counties and cities may establish a joint juvenile detention home, group home, or other similar facility. Also, any three or more counties, cities, or towns may establish a commission to operate such facilities. (Code, §§16.1-309.3, 16.1-309.5, and 16.1-315)

Example: Regional juvenile detention center--Stafford, Spotsylvania, Caroline, and King George Counties, and the City of Fredericksburg

- (c) Libraries--Any town or more counties or cities may operate a regional library system. There are at least 24 regional library systems. (Code, §42.1-37)

Example: Pamunkey Regional Library--Goochland, Hanover, and King William Counties

- (d) Social services--Any combination of counties and cities may have a joint social services board and department. Furthermore, any combination of counties and cities, even though they may have separate boards, may designate a single superintendent of social services. (Code, §§63.1-38, 63.1-38.1, 63.1-44, and 63.1-59)

Examples: Joint social services board and department-- York County and Poquoson; Joint social services department only--Augusta County and Staunton.

- (e) Mental health services--Counties and cities may establish joint community services boards for the delivery of mental health, mental retardation, and substance abuse services. (Code, §37.1-194)

7. Joint Planning Commissions

Any two or more counties, cities, or towns may establish joint local planning commissions. The participating localities may determine the membership of such commissions and the apportionment of expenses as they deem appropriate. (Code, §15.1-443)

Example: Appomattox County and the Town of Appomattox

8. Joint Authorities

In addition to agreeing jointly to deliver services, any two or more counties, cities, or towns may jointly establish the authorities or special districts listed below for the provision of services and facilities. All these authorities or districts may be established by action of the local governing bodies, without any further authorization from the state, although some may require a referendum.

- (a) Public service authority--Provision of water, sewer, water and sewer, and garbage and refuse collection and disposal services. (Code, §15.1-1239 et seq.)

Example: Upper Occoquan Sewer Authority--Fairfax and Prince William Counties and the City of Manassas

- (b) Electric authority--Provision of facilities for the generation and transmission of electric power. (Restricted to localities meeting certain statutory criteria.) (Code, §15.1-1603 et seq.)

- (c) Redevelopment and housing authority--Demolition of unsafe housing in slum areas and provision of decent, safe, and sanitary housing for persons with low incomes. (Code, §36-1 et seq.)

Examples: Accomack-Northampton Housing and Development Corp.; Cumberland Plateau Regional Housing Authority (Buchanan, Dickenson, and Tazewell Counties)

- (d) Transportation district--Preparation of transportation plans and provision of transit facilities. (Code, §15.1-1342 et seq.)

Examples: Accomack-Northampton Transportation District; Potomac and Rappahannock District (Prince William and Stafford Counties, and Manassas, Manassas Park, and Fredericksburg.)

Note: The General Assembly has levied an additional 2% tax on gas sold within the counties and cities which are members of the Potomac and Rappahannock Transportation District and of the Northern Virginia Transportation Commission (established by special action.) The revenues from this tax are to be used for any transportation purpose for the former organization and for the operating deficit and debt service of the mass transit

system of the latter. (Code, §58.1-1718 et seq.)

- (e) Local transportation improvement district--Construction, expansion, improvement, and operation of transportation improvements in the district. (Code, §33.1-409 et seq.)

Example: Route 28 Improvement District (Fairfax and Loudoun Counties.)

- (f) Airport authority--Acquisition, operation, and maintenance of airport facilities. (Code, §5.1-35 and 5.1-36)

Examples: New River Valley Airport Commission (Montgomery, Pulaski, and Giles Counties; Towns of Pulaski, Pearisburg, and Christiansburg); Roanoke Regional Airport Commission (Roanoke County and Roanoke City)

- (g) Industrial development authority--Promotion and development of industry and trade (Code, §15.1-1373 et seq.)

Example: Industrial Development Authority of the City of Covington and the County of Alleghany

- (h) Produce market authority--Construction and operation of facilities for farmers and others to sell fresh farm produce to the public. (Code, §3.1-47 et seq.)

- (i) Public recreational facilities authority--Acquisition, operation, and maintenance of recreational facilities such as coliseums, sports facilities, amusement parks, and zoos. (Code, §15.1-1271 et seq.)

Examples: Hampton Roads Sports Authority--operation of coliseum (Newport News, Hampton); Smyth-Grayson Kunnarode Authority--operation of community center (Smyth and Grayson Counties)

- (j) Park authority--Acquisition, operation and maintenance of parks and recreation areas. (Code, §15.1-1228 et seq.)

Example: Fredericksburg-Stafford Regional Park Authority

- (k) Hospital or health center commission--Construction and operation of hospital, health center, or other similar facility. (Code, §15.1-1514)

Example: Northern Virginia Health Center Commission (Cities of Alexandria, Manassas, Manassas Park, Fairfax, and Falls Church; Counties of Fairfax, Loudoun, and Prince William; and Towns of Herndon and Vienna)

- (l) Mosquito control district--Control and elimination of mosquitoes. (Code, §32.1-187)

- (m) Sanitation district-tidal waters--Protection of tidal waters, public health, and natural oyster beds from pollution through construction and operation of sewage disposal facilities. (Code, §21-141 et seq.)
- (n) Sanitation district-nontidal waters--Protection of nontidal waters, public health, and natural oyster beds from pollution through construction and operation of sewage disposal facilities. (Code, §21-224 et seq.)
- (o) Jail authority--Construction and operation of a jail. (Code, §53.1-95.2 et seq.)

Example: Riverside Regional Jail Authority (Cities of Petersburg, Hopewell, and Colonial Heights and Counties of Charles City, Chesterfield, Prince George, and Surry)
- (p) Regional criminal justice training academy--Establishment and conduction of training for public law-enforcement and correctional officers. (Code, §15.1-159.7:1 et seq.)
- (q) Regional juvenile detention commission--Establishment and operation of residential facility for juveniles. (Code, §16.1-315 et seq.)

9. Special Legislation for Authorities and Districts

In some instances, the general statutory authorization cited in the previous section either did not meet the needs of localities seeking to establish regional special purpose districts/authorities or did not exist at the time. In such cases, the General Assembly enacted special legislation authorizing the establishment of a mechanism to effect the regional provision of a service.

Examples: Hampton Roads Sanitation District--Collection and treatment of sewage. (Ch. 334, *1938 Acts of Assembly*.) (Cities of Portsmouth, Virginia Beach, Norfolk, Chesapeake, Suffolk, Poquoson, Hampton, Newport News, and Williamsburg and the Counties of James City, York, and Isle of Wight.)

Southeastern Public Service Authority of Virginia--Collection and disposal of solid waste, including construction and operation of waste-to-energy facilities. (Ch. 554, *1977 Acts of Assembly*.) (Cities of Suffolk, Chesapeake, Portsmouth, Virginia Beach,

Norfolk, and Franklin, and the Counties of Southampton and Isle of Wight.)

Richmond Metropolitan Authority--Construction and operation of toll roads and parking facilities; construction and operation of minor league baseball facility. (Ch. 178, *1986 Acts of Assembly*.) (City of Richmond and the Counties of Henrico, Chesterfield, and Hanover.)

Northern Virginia Transportation Commission--Preparation of plans for transportation facilities; operation of transit system. (Ch. 630, 1964 Acts of Assembly.) (Fairfax and Arlington Counties and the Cities of Alexandria, Fairfax, and Falls Church.)

Virginia Coalfield Economic Development Authority--Provision of financial support for a wide range of activities designed to enhance the economic base of the region. (Code, §15.1-1635 et seq.) (Lee, Wise, Scott, Buchanan, Russell, Tazewell, and Dickenson Counties, and the City of Norton.)

10. Joint Schools, School Facilities, and Superintendents

Virginia law vests in the State Board of Education the establishment of school division lines. However, the division lines that existed on July 1, 1978 are currently recognized by law as establishing the school divisions of the State, and no division may be divided or combined with another without the consent of the localities involved. Since that date, the State Board has consented to the consolidation of several school divisions. (Code, §22.1-25)

Example: The City of Clifton Forge and Alleghany County consolidated their schools systems in 1983.

Moreover, within the framework of the existing divisions, any two or more school boards may, with the consent of the State Board of Education, enter into one or more of the cooperative arrangements listed below:

- (a) Joint schools--School boards may establish jointly owned and operated schools. (Code, §22.1-26)

Examples: Joint technical/vocational school--Orange, Culpeper, Rappahannock, and Madison Counties
Joint special education program--City of Norton and Wise County

- (b) Contracting--A school board may contract with the school board of an adjacent school division for the use of its school facilities. (Code, §22.1-27)

- (c) Joint superintendent--Any two or more school divisions may appoint the same person as division superintendent. (Code, §22.1-62)

Example: Before the City of South Boston reverted to town status, the city and Halifax County maintained separate school boards but jointly employed one superintendent and central staff.

11. Provision of Services by Planning District Commission

In 1968 the General assembly enacted the Virginia Area Development Act (VADA), which resulted in the division of the State into 22 planning districts. The activities of each planning district are directed by a planning district commission (PDC) comprised of representatives of the localities geographically located therein. One of the principal legislative purposes for enactment of the VADA was to encourage "the

creation of effective regional planning agencies." Initially, the PDC's were not granted the authority to operate programs for the provision of services to member jurisdictions. However, the law has been amended over subsequent years so that now it authorizes PDC's to operate and provide general government programs and services, at the request of their members. PDC's may not, however, operate programs or provide services within any jurisdiction which opposes such an action. (Code, §§15.1-1405 and 15.1-1405.1)

12. CONSOLIDATION OF LOCAL GOVERNMENTS

Chapter 26 of Title 15.1 contains several articles dealing with the consolidation of governmental units. Article 1 concerns county-county consolidations, Article 2 concerns town-town consolidations, Article 3 concerns city-city consolidations, and Article 4 concerns the consolidation of any combination of counties, cities, and towns. The latter article has provided the legal basis for most consolidation efforts in Virginia. The following paragraphs summarize the major features of Article 4:

- (a) Scope of the Article. Article 4 authorizes any combination of counties and cities to consolidate into a single city, or a single county. Further, the article allows a county to consolidate with all of its towns into a consolidated county or city. (Code, Sec. 15.1-1130.1)
- (b) Initiation of Proceedings. (1) The governing bodies of localities may initiate consolidation proceedings by developing consolidation agreements which must cover certain specified points relative to the proposed consolidation. The original copy of the consolidation agreement and a petition, signed by the chief elected official and the clerk of each local governing body which is party to the agreement, requesting a referendum on the proposed consolidation must be filed with a circuit court having jurisdiction in the area. (2) If the governing body of a locality fails to take the initiative in developing a consolidation agreement, the qualified voters of such locality may file a petition with the local governing body asking it to develop a consolidation agreement with other localities named in the petition and requesting it to petition the court for a referendum on the question of consolidation. A copy of the voters' petition to the local governing body is concurrently filed with the circuit court. The voters' petition must be signed by a number of voters equal to 10% of the votes cast in the last preceding presidential election within such locality. If the local governing body fails to develop a consolidation agreement within one year, the judge of the circuit court shall appoint a committee of five citizens of the locality to act in lieu of the governing body in developing such agreement and in petitioning the court for a referendum on the issue of the proposed consolidation. (Code, Secs. 15.1-1131, 1132)
- (c) Referendum Requirements. In order for a consolidation to be effected, it must be approved in separate referenda in each locality which is party to the consolidation agreement. If a county proposes to consolidate with another county or city, the towns within such county need not be accorded a separate vote. If a county proposes to consolidate with its towns into a consolidated county or city, such a consolidation requires approval by separate referenda in each town and in the

county. (Code, Secs. 15.1-1138, 1145)

- (d) Option for Consolidation as County or City. A consolidation agreement may include a provision leaving to the voters the question as to whether the resulting consolidated entity shall be a county or a city. This question shall be voted on at the same time as the question of consolidation. (Code, Sec. 15.1-1139)
- (e) Effect of Consolidation on Towns. Towns located within a county proposing to consolidate with another county or city into a consolidated county may continue as towns within the new consolidated county. Any town located within a county proposing to consolidate with another county or city into a consolidated city may continue to exist as a township within the consolidated city, in which case the charter of the former town shall become the charter of the township. Townships, however, are prohibited from annexing and from becoming cities. (Code, Sec. 15.1-1133, 1146.1)
- (f) Limitation on Authority to Consolidate as a City. In any instance where localities propose to consolidate as a city under Article 4, such proposed consolidation must be reviewed by the Commission on Local Government and by a special three-judge court before the issue may be submitted to the electorate for approval. The court is required to review the proposed consolidated city to determine (1) whether the resulting entity will have the requisite population and population density (20,000 and 300/square mile, or 50,000 and 140/square mile; i. e., the same criteria for county immunity and county transition to city status), (2) whether the proposed consolidated city has the fiscal capacity to function as an independent city, and (3) whether the proposed consolidation is in the best interests of the parties and the State. If the proposed consolidated city will include an existent city, the population and population density requirements are waived. No proposed consolidated city may be established unless the court finds that the applicable statutory standards are met. The court may not impose terms and conditions on a proposed consolidation, but merely approve or deny the consolidation as proposed. (Code, Sec. 15.1-1130.8)
- (g) Optional Provisions in Consolidation Agreements. In order to facilitate the consolidation of diverse localities the following provisions are among those which may be included in consolidation plans:
 - (1) That the tax rate on real property may vary throughout the consolidated entity in recognition of varying service needs;
 - (2) That a special tax may be levied on real property within a portion of the consolidated entity for a period up to 20 years for the repayment of debt incurred for such area prior to consolidation;
 - (3) That former counties and cities within the consolidated entity might be named boroughs or shires; these borough or shires might coincide with the special tax or debt districts.
 - (4) That if the agreement calls for the creation of a consolidated city, it may include, subject to subsequent approval by the General

Assembly, any provision of the charter of any of the cities which are parties to the consolidation agreement; and

- (5) That if the agreement calls for the creation of a consolidated county, it may include any provision from the charter of any of the municipalities which are parties to the consolidation agreement and any provision of any of the optional forms of county government allowed by law. (Code, Sec. 15.1-1135)

Examples: The last consolidation of local governments effected in Virginia was that between the Cities of Suffolk and Nansermond in 1974.

13. PARTIAL CONSOLIDATION

In addition to a complete consolidation, State law affords counties and cities the option of a partial consolidation. Under such an alternative, the municipality would become a "tier-city," having all the powers, duties, and responsibilities of a town, augmented by whatever additional powers and service-delivery responsibilities are granted the tier-city in the consolidation plan developed with the affected county. (Code, Secs. 1-13.28:1, 15.1-1146.1:1)

Another form of a partial consolidation is the establishment of a "shire" or "borough" within a consolidated city. The boundaries of the shire or borough would initially coincide with those of the city existing prior to the consolidation of the county and city into a consolidated city. As with a tier-city, the shire would have all the powers, duties, and responsibilities of a town. In addition, the consolidation agreement could contain provisions transferring additional powers and service functions between the shire and the consolidated city. The consolidation agreement could also authorize the shire to annex portions of the consolidated city by ordinance, if the shire agreed to renounce all right to become a city. (Code, §§15.1-1135 and 15.1-1146.1:2)

Partial consolidations are subject to approval by referendum in each jurisdiction which is a party to the agreement. (Code, §§15.1-1138 through 15.1-1140)

Example: The City of Staunton and Augusta County developed a plan of partial consolidation which would have transformed the City of Staunton into a tier-city within the County, but the plan was rejected by the electorate of Staunton in 1984.

14. REVERSION TO TOWN STATUS

Any city with a population of less than 50,000 may change its status to that of a town. This action may be initiated either by the city council or by a petition signed by 15% of the registered voters of the city. In either case, the proposed action must be reviewed by the Commission on Local Government and by a special three-judge court. If the court finds that the change in status would be in the best interest of the city, county, Commonwealth, and the people of the county and city, it shall grant the petition. In doing so, the court may impose appropriate terms and conditions (Code, Sec. 15.1-965.9 et seq.)

Example: The city of South Boston has completed all the steps required to revert to a town. On July 1, 1995, the reversion will become effective.

15. REGIONAL GOVERNMENTS

While there are no provisions presently in the Code of Virginia which provide for the establishment of regional governments, the State's Constitution authorizes their creation. Article VII, Section 2 of the Constitution states that the General Assembly may provide for regional governments by general law or special act. The Constitution states that no regional governments may be established without approval by the voters in each county or city, or part thereof proposed for inclusion in the regional government. Thus, the General Assembly could set forth by general law a form of regional government that could be adopted by localities; or localities could develop a regional government tailored to their particular needs and request the General Assembly to authorize such by special act. In 1990, the General Assembly did authorize the creation of the Roanoke "regional" government to serve the City of Roanoke and Roanoke County. However, the establishment of the regional government was defeated in the required referendum. (Constitution, Article VII, Sec. 2)

APPENDIX D

STATE INCENTIVES FOR CONSOLIDATION OF LOCAL GOVERNMENT ACTIVITIES

The Commonwealth of Virginia has taken numerous steps to induce, encourage, and facilitate coordination of services at the local level. These steps fall into one of two general categories: the authorization and creation of formal mechanisms and increased funding.

The provision of authority to local government to consolidate service delivery includes general authority, as well as statutory authority for specific undertakings. In addition, the General Assembly has enacted, at the request of local governments, statutes establishing regional organizations, particularly in the field of economic development.

The number of State programs which provide funding as a means of inducing joint local service delivery is limited. In some instances, the State supports, in part, regional organizations and activities. Another approach used by the Commonwealth is to give preferential treatment to joint ventures, either by funding them at higher rates than single-government programs or by restricting funding to joint ventures. Another type of fiscal support provided by the State has been to enact "no-loss" statutes to ensure that funding formulas do not act to the detriment of localities deciding to consolidate service activities.

Organizational Mechanisms

The State provides virtually unlimited flexibility to local governments to encourage them to consolidate service delivery. State law allows two or more local governments to enter into formal agreements for the joint exercise of any power or authority which they may exercise individually (§ 15.1-21). In addition to this blanket authority, there are statutes authorizing the joint exercise of specific powers. Some examples of such specific grants of consolidation authority are jails (§ 53.1-105), libraries (§ 42.1-37) and airports (§ 5.1-35).

State law also allows local governments to establish special district governments on a regional basis for the delivery of specific services. These include such organizations as regional public service authorities (§ 15.1-1241 et seq.), transportation districts (§ 15.1-1345 et seq.), and park authorities (§ 15.1-1230 et seq.).

Finally, the General Assembly has enacted laws establishing specific regional service delivery organizations. Although these organizations are not created by local governments, but rather owe their existence to State law, the legislative actions creating them were, in almost all cases, in response to requests from the local governments to be affected and were intended to facilitate regional service delivery. Two such organizations are the Hampton Roads Sanitation District (§ 21-291.2 et seq.) and the Richmond Metropolitan Authority (§ 33.1-320 et seq.). Along these same lines, in recent years the State has enacted laws creating several regional economic development organizations, among them the Virginia Coalfield Economic Development Authority (§ 15.1-1635 et seq.), the Southside Virginia Development Authority (§ 15.1-1651 et seq.), the Alleghany-Highlands Economic Development Authority (§ 15.1-1662 et seq.), and the Blue Ridge Economic Development Advisory Council (§ 9-145.35 et seq.).

Funding

Financial Support

The State provides some measure of financial support to the following service consolidation activities:

Planning district commissions (§§ 15.1-1400 through 15.1-1416.1)--State law authorizes the establishment of regional planning districts. Local governments within these districts may establish commissions which are charged with identifying issues that affect the whole region and assisting the member localities in devising solutions and programs to address those issues. With the permission of the localities, the commissions may operate a broad array of programs.

Planning district commissions are funded from a variety of sources, including the State. Funds appropriated by the State are allocated generally on a per capita basis, with a minimum set by the Appropriation Act. For the FY94-96 biennium, each PDC will receive a minimum of approximately \$41,000 per year. (PDCs also receive State funds from several State agencies, but such funds are for specific purposes, rather than for basic operating expenses.)

Transportation in Northern Virginia--The traffic problems in populous Northern Virginia have long been recognized as requiring regional responses. The State has established two fiscal mechanisms to assist the region:

- Gas tax--The State levies an additional tax of 2% on motor fuel in the localities which are members of the two transportation districts in Northern Virginia. The funds are turned over to the districts to fund more mass transit and other transportation services. (§§ 58.1-1719 through 58.1-1724.1)

- Recordation tax bonds--Beginning on July 1, 1994, the State began to distribute \$40 million per year in recordation tax revenues to localities on the basis of place of collection. These funds are restricted to use for transportation and education purposes. In order to enable Northern Virginia to utilize its recordation tax distribution to benefit the region as a whole, the General Assembly established the Northern Virginia Transportation District Fund, into which is deposited the recordation taxes which would have been distributed to the counties and cities in the Northern Virginia Planning District. Furthermore, the State is authorized to issue bonds, with these revenues from recordation taxes in Northern Virginia serving as the source of debt service payment.

The bond proceeds and funds available in the Fund are designated for use on specified transportation projects. Although the statutes do not expressly provide for it, in reality, the jurisdictions involved establish the priorities for project funding. Thus, the program, in addition to allowing the localities to take advantage of the State's more favorable bond rating, provides a mechanism for the localities to pool their resources, agree on priorities, and address transportation problems from a regional perspective.

Economic development organizations--The State has both appropriated its own general funds to support regional economic development organizations and has given at least one of them

access to specific local tax sources. The Virginia Coalfield Economic Development Authority receives a share of any gas severance tax or any coal and gas road improvement tax levied by any of its member jurisdictions (§§ 58.1-3713 and 58.1-3713.4). The 1994-96 Appropriation Act appropriates funds to the Southside Virginia Development Authority, the Virginia Coalfield Economic Development Authority, and the Alleghany-Highlands Economic Development Authority.

Preferential Treatment

The State gives preferential treatment to regional programs in the following areas:

- Libraries (§ 42.1-48)--All public libraries receive State financial aid. However, libraries serving more than one county or city receive additional support in the following manner:

- Public libraries serving only one city or county are eligible to receive 30¢ per capita for the first 600,000 persons in the jurisdiction; those serving more than one city or county receive an additional 10¢ per capita for the first 600,000 persons for each additional city or county served.

- Public libraries serving only one city or county are eligible to receive \$10 per square mile in the jurisdiction; those serving more than one locality receive an additional \$20 per square mile.

- Jails (§§ 53.1-80 through 53.1-82)--The State will reimburse a single county or city for up to one-fourth the capital costs of constructing, enlarging, or renovating a jail. For a group of three or more counties or cities which operate a regional jail, the State will reimburse each locality up to one-half its pro rata share of such capital costs.

- Criminal justice training (Item 534 B., Appropriation Act (Chap. 853, *1995 Acts of Assembly*))--The State provides funds to assist in the operation of regional criminal justice training academies. No funds are provided for academies that serve only one jurisdiction.

- Mental health (§§ 37.1-194 through 37.1-202.1)--Each county and city is required to establish a community services board to administer mental health, mental retardation, and substance abuse services. The State provides funds to assist these programs, but they are available to single counties only if they have a population of 50,000 or more and single cities with a population of 75,000 or more. Smaller jurisdictions must form regional boards covering a population of at least 50,000 in order to be eligible for State funding.

- Hazardous materials teams (§ 44-146.36)--Operating under its general grant of statutory authorization, the Department of Emergency Services has negotiated with localities to establish a system of regional hazardous materials (haz-mat) response teams. These teams take one of two forms: (i) they are composed of personnel from several localities or (ii) they are composed of personnel from one locality, but are responsible for responding to haz-mat incidents in a designated region

encompassing several localities. The composition of the teams and their areas of responsibility are set out in formal agreements between the department and the localities involved. The State provides 100% of the training needed by the teams at no cost to the localities or the individual team members. The State also provides an annual cash subsidy to the regional team. The size of the subsidy is dependent on the level of response capability required of the team. Currently, the annual grant is \$30,000 for those teams required to have the highest response capability and \$15,000 for the others. Finally, when the regional haz-mat teams respond to incidents, the members automatically become State employees, with the State paying the salaries of the members during the period in which they are responding and replacing any equipment and supplies used in the response.

No-Loss Provisions

Sometimes, as a result of the manner in which a funding formula is constructed, a locality may receive less State funding for an activity after consolidating its service delivery with another jurisdiction. This decrease in State funding may serve as a disincentive to implementing the consolidation. Consequently, the State has taken steps to eliminate or lessen the adverse impact on State funding resulting from service consolidation in the following areas:

- Education (Item 164 A.4, Appropriation Act (Chap. 853, 1995 Acts of Assembly))-
-In the event of a consolidation of school districts, the composite index of the new division is not calculated in the regular manner, but assigned by the Board of Education. The index determined by the Board may be equivalent to what would have been the lowest composite index of the individual jurisdictions if there had been no consolidation, and it cannot exceed the highest of such indices. The Board has discretion as to how long this benefit will last in cases of the consolidation of districts: when governments consolidate, they benefit from this provision for five years.
- Education (Item 164 A.4, Appropriation Act (Chap. 853, 1995 Acts of Assembly))-
-In the event of a consolidation of small schools within a school division, the division will continue to receive State Standards of Quality funding for five years as if the schools had not been consolidated.
- Libraries (§ 15.1-965.24:1)--In the case of a city which has made the transition to town status and which participated in a regional library system before making the transition, the State will continue, for five years after the transition, to provide library financial aid on the same basis as it did for a regional system.
- Highways (§ 15.1-1131.1)--In the case of a merger of one or more counties and cities into a city, the State will continue to fund and maintain the roads in the area of the former county as if they were still in the county.
- General (§ 15.1-21.1)--State law provides that there will be no net loss of State financial assistance to a consolidated government for five years after consolidation. The provision applies to all activities for which a local government may have received State financial assistance.

Staff, Commission on Local Government
May 1995
(incorporates changes through 1995 General
Assembly session)

Regional Organizations in the Richmond Area

A Sampler

- ◆ Richmond Regional Planning District Commission & Metropolitan Planning Organization
- ◆ Central Virginia Waste Management Authority
- ◆ Metropolitan Richmond Air Quality Committee
- ◆ Greater Richmond Transit Company
- ◆ Capital Region Airport Commission
- ◆ Richmond Metropolitan Authority
- ◆ Greater Richmond Partnership

Richmond Regional Planning District Commission & MPO

- Authorized by Virginia Area Development Act of 1968 & Federal Highway Act of 1973

Updates: Regional Cooperation Act, 1994; Intermodal Surface Transportation Efficiency Act, 1991

- Functions:

- ❖ Regional strategic planning for transportation, physical, social and economic development
- ❖ Local technical assistance
- ❖ Information services including demographic, economic and geographic information systems

- Major objectives:

- ❖ Identify issues and opportunities of an inter-jurisdictional nature
- ❖ Establish plans and policies for addressing regional matters
- ❖ Identify ways and means for state and local governments and the private sector to implement programs
- ❖ Promote regional cooperation
- ❖ Provide technical assistance and information services

Metropolitan Planning Organization Program

♦Responsibilities:

- ❖ Maintain and conduct a continuing, cooperative and comprehensive (3-C) transportation planning process
- ❖ Maximize intergovernmental/interagency coordination and develop transportation programs...based on consistent and constant evaluation criteria including ISTEA

♦Organization:

- ❖ Voting Members - Counties of Chesterfield, Goochland, Hanover, Henrico, Powhatan, City of Richmond, Town of Ashland, GRTC, RMA, RRPDC, VDOT, CRAC
- ❖ Other Members - FHA, FTA, Ridefinders, Inc., Virginia Department of Aviation

♦Recommended to the Commonwealth Transportation Board regionally coordinated allocation of \$74.6 million in federal, state and local funds for highway and transit projects in FY95

♦Completed new year 2015 Long Range Transportation Plan

Central Virginia Waste Management Authority

- Established by RRPDC/Crater PDC joint planning project in 1991

- Functions:

- Provide recycling and other waste management services in response to requests from member governments to meet federal and state recycling requirements

- Curbside and drop-off recycling, yard waste composting, wood waste mulching, white goods recovery/recycling, refuse collection and disposal, refuse transfer and disposal, community outreach

- 13 Member Governments:

- Counties of Charles City, Chesterfield, Goochland, Hanover, Henrico, New Kent, Powhatan, Prince George, Cities of Colonial Heights, Hopewell, Richmond, Petersburg, Town of Ashland

- With recent expansion in Henrico County, more than 160,000 homes now have curbside recycling; 10,000 more homes will be added in Chesterfield later this month

Capital Region Airport Commission

- ♦Established by General Assembly action in 1976
- ♦Member Governments:
 - ❖Counties of Chesterfield, Hanover and Henrico; City of Richmond
- ♦Passenger activity of 1.5 million in 1985 projected to reach 3.5 million by end of the decade
- ♦Total cargo activity of 28.9 million pounds in 1985 projected to reach almost 200 million pounds by 2000
- ♦Enplaned passengers topped 1,000,000 in 1993
- ♦Recently developed a multi-phased infrastructure improvement plan for Richmond International Airport (RIC) for:
 - ❖Domestic Air Service
 - ❖Air Cargo Development
 - ❖East Coast Intermodal Cargo Consolidation Center

Richmond Metropolitan Authority

- Established by General Assembly action in 1966 pursuant to a two-year study by the Trafficways Committee appointed by the City of Richmond's Planning Commission

- Member Governments:
 - ❖ Counties of Chesterfield and Henrico; City of Richmond

- Initial project - construction of the Downtown Expressway

- Other activities
 - ❖ Purchase and maintenance of Boulevard Bridge
 - ❖ Construction of the Powhite Parkway
 - ❖ Parham Express Bus Service - later passed on to GRTC
 - ❖ Provision of parking facilities
 - ❖ Construction of The Diamond

Metropolitan Richmond Air Quality Committee

- ◆ Established in 1994 to develop air quality management programs related to the Clean Air Act

- ◆ Functions:
 - ❖ Review proposed air quality regulations
 - ❖ Make recommendations to Governor

- ◆ Organization:
 - ❖ Joint effort of state and local governments
 - ❖ Staffed by Virginia Department of Environmental Quality and RRPDC and Crater PDC

Greater Richmond Transit Company

- Established in 1973 as instrumentality of City of Richmond
 - ❖ Had origins with Virginia Railway and Power Company
 - ❖ Divested railway in 1944; remaining company today called Virginia Power
- Chesterfield County joined GRTC in 1989
- Henrico County participates by contributing \$1.5 million annually
- Responsible for providing:
 - ❖ Mobility to transit dependent persons, elderly and handicapped persons
 - ❖ Transportation for choice riders
 - ❖ Mass transportation services in support of local, state and national goals
 - ❖ Incidental charter service
- Currently have in operation 181 buses

Greater Richmond Partnership

- ◆ Established in 1994, pursuant to a Regional Summit proposal, by the Counties of Chesterfield, Hanover, Henrico, the City of Richmond and the Greater Richmond Chamber of Commerce to promote economic development in the region
 - ❖ Preceded by MEDC - Metropolitan Economic Development Council funded solely by the four local governments
 - ❖ \$12 million, 5-year program funding places it among the top 10 economic development initiatives nationally

*Worked on
Motorola deal*

Engineering School @ VCU

Regional Activities

A Sampler

♦Regional Summits

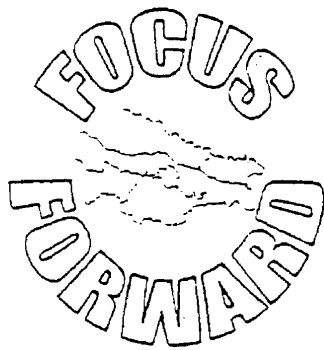
- ❖Continuing, cooperative effort of local elected officials and administrators in Chesterfield, Hanover, Henrico Counties and City of Richmond
- ❖Address regional issues including economic development, transportation, water resources, demographics, crime, emergency services, race relations, tourism, legislative initiatives and education

♦Central Virginia Crime Analysis Network

- ❖Initiated by Henrico County and established 4 years ago with Criminal Justice Services grant
- ❖Centralized, computer-based reporting of burglary, robbery, homicide and rape for crime analysis
- ❖Participants include most jurisdictions in the Richmond-Petersburg MSA
- ❖Other regional initiatives on crime
Regional Crime Commission, Regional Jails, Full Alert Task Force

♦ Water Resource Agreements

- ❖ RRPDC *Regional Water Resources Plan for Planning District 15* adopted in 1991
- ❖ Served as basis for local agreements between Richmond and Henrico and Richmond and Hanover in 1994
- ❖ Agreements address water supplies from Richmond to Henrico and Hanover and to other jurisdictions as needed, Henrico's proposed water treatment plant, Richmond's canal and downtown riverfront development, and a water storage facility for Hanover
- ❖ Recently announced prospective agreement among jurisdictions to sell Goochland water and sewer resources in support of the proposed \$3 billion Motorola plant project in West Creek



- ❖ Established by RRPDC resolution in 1994
- ❖ Result of retreat of nine PDC jurisdictions in March 1994 and intercity visit to Cincinnati sponsored by private and public sectors
- ❖ Cosponsored by RRPDC, Leadership Metro Richmond and Greater Richmond Chamber of Commerce
- ❖ Includes local administrative officers and elected officials, planning officers, business leaders, community and civic organizations and citizens of the region

❖ Purpose and Progress:

- to produce a consensus strategic plan for the Richmond region to carry us into the 21st Century
- to involve all organizations, agencies and organized groups which are interested in regional progress
- to develop a clear statement of vision, goals, implementation strategies, organizational responsibilities and timetables
- to build on recent progress and to move forward based on the strengths and common interests of diverse organizations from throughout the region
- Began with public participation at Regional Vision Conference at University of Richmond in March
- More than 6,000 hours of volunteers' time has been contributed to the plan process thus far

APPENDIX F

CURRENT REGIONAL INITIATIVES

TYPE OF SERVICE	BASIS
Economic Development and Tourism	
Appomattox Basin Industrial Development Corporation A public economic development initiative for member jurisdictions. Participants: Chesterfield, Colonial Heights, Dinwiddie, Petersburg, and Prince George	Formal agreement (corporation)
Greater Richmond Partnership, Inc. A public/private economic development initiative committed to developing 42,000 new jobs in the next five years. Participants: Chesterfield, Hanover, Henrico, Richmond, and Greater Richmond Chamber of Commerce	Formal agreement (corporation)
Greater Richmond Tourism Task Force A tourism promotion initiative. Participants: Chesterfield, Hanover, Henrico, and Richmond	Informal agreement
James River Certified Development Corporation Administers the 504 Loan Program to small businesses. Participants: Charles City, Goochland, Hanover, Henrico, New Kent, Powhatan, and Richmond	Formal agreement (corporation)
Metropolitan Richmond Convention and Visitors Bureau A public/private travel and tourism promotion initiative. Participants: Chesterfield, Hanover, Henrico, Richmond, Greater Richmond Chamber of Commerce, and Retail Merchants Association of Greater Richmond	Formal agreement
Virginia Biotechnology Research Park Funding and legislative support for the establishment and operation of this economic development effort. Participants: Chesterfield, Hanover, Henrico, Richmond, and Virginia Commonwealth University	Formal agreement
Education	
Capital Area Training Consortium Creates link between business community, education, and government to provide jobs and training for unskilled or laid-off workers. Participants: Charles City, Chesterfield, Goochland, Hanover, Henrico, New Kent, and Powhatan	Formal agreement (federal)

<p>Electronic Classroom/Distance Learning Henrico provides interactive electronic classroom teaching in Latin, Japanese, calculus, statistics, and discrete mathematics to students in seven other states and over 50 Virginia localities, including Hanover and Richmond. Participants: Henrico and others</p>	<p>Formal agreement</p>
<p>Governor's School Richmond operates a regionally supported school for talented and gifted high school students. Participants: Charles City, Colonial Heights, Chesterfield, Dinwiddie, Goochland, Hanover, Henrico, King and Queen, King William, Petersburg, Powhatan, Richmond, and West Point</p>	<p>Formal agreement</p>
<p>John Tyler Community College Programs at this college are supported in part by local jurisdictions. Participants: Chesterfield and Richmond</p>	<p>Formal agreement</p>
<p>J. Sargeant Reynolds Community College Programs at this college are supported in part by local jurisdictions. Participants: Hanover, Henrico, Goochland, Louisa, Powhatan, and Richmond</p>	<p>Formal agreement</p>
<p>Mathematics and Science Center/Challenger Space Center Serves more than 220,000 students, 1,000 parents, and 1,500 educators with math and science programs. Participants: Chesterfield, Goochland, Hanover, Henrico, Powhatan, and Richmond</p>	<p>Formal agreement</p>
<p>Metropolitan Educational Research Consortium Provides timely information to help resolve educational problems identified by practicing professional educators. Participants: Chesterfield, Colonial Heights, Hanover, Henrico, Hopewell, Powhatan, Richmond, and Virginia Commonwealth University</p>	<p>Formal agreement</p>
<p>Virginia Commonwealth University School of Engineering Three Metro Richmond localities agreed to contribute \$500,000 each over the next five years while the fourth locality agreed to contribute \$250,000 over the next five years to assist in the establishment of a School of Engineering at VCU. Participants: Chesterfield, Hanover, Henrico, Richmond, and Virginia Commonwealth University</p>	<p>Formal agreement (resolution)</p>

Extension Services

Regional Commodity Agriculture Training and Research Agents provide professional seminars and conduct field research for commodity agriculture and green industry. Participants: Charles City, Chesterfield, Goochland, Hanover, Henrico, New Kent, Powhatan, and Richmond	Informal agreement
Regional Behavioral Skills Training Home economists provide training for professional and support staffs of governments and non-profit agencies in management, nutrition and wellness, consumerism, etc. Participants: Charles City, Chesterfield, Goochland, Hanover, Henrico, New Kent, Powhatan, and Richmond	Informal agreement
Regional Pesticide Application Training Agents cooperatively conduct required annual training for all pesticide applicators. Participants: Charles City, Chesterfield, Goochland, Hanover, Henrico, New Kent, Powhatan, and Richmond	Informal agreement
Regional Sick Plant Clinic Agents cooperatively maintain a "Sick Plant Clinic" to identify insects, plant diseases, and weeds to reduce use of pesticides. Participants: Charles City, Chesterfield, Goochland, Hanover, Henrico, New Kent, Powhatan, and Richmond	Informal agreement
Regional Volunteer Training Agents cooperatively provide training for volunteers who assist citizens with fertilizer and pesticide recommendations in order to reduce pollution in Chesapeake Bay as well as volunteers who provide financial management information. Participants: Charles City, Chesterfield, Goochland, Hanover, Henrico, New Kent, Powhatan, and Richmond	Informal agreement
Fire and Emergency Services	
Arson Association Assists in arson investigations, sharing of equipment and personnel. Participants: Goochland, Hanover, Henrico, New Kent, and Richmond	Formal agreement
Fire Training Provides joint training of new firefighters. Participants: Henrico, Richmond, and Virginia Air National Guard	Informal agreement

Fire Training Facilities	<p>Training facilities are shared among members. Participants: Chesterfield, Hanover, Henrico, Richmond, Richmond International Airport, and Virginia Air National Guard</p>	Informal agreement
Hazardous Materials Incident Team	<p>Responds to severe emergency incidents involving chemical spills in 11,000-square-mile area. Participants: Henrico serves all localities east of Charlottesville, west of James City, south of Caroline, and north of North Carolina line.</p>	Formal contract (state)
Med-Flight	<p>Local jurisdictions provide personnel and funding for air ambulance service owned by Virginia State Police and serving the Central Virginia area. Participants: Chesterfield and Henrico</p>	Informal agreement
Mutual Aid Agreements	<p>On call backup service and assistance when needed in fire, hazardous materials incidents, and ground search and rescue. Participants: Chesterfield, Charles City, Goochland, Hanover, Henrico, New Kent, Richmond, Richmond International Airport, Virginia Air National Guard, and Virginia Emergency Services Hazardous Incident Team</p>	Formal written agreements
Search-Rescue-Dive Team	<p>Joint venture to share services for high-rise building rescue, ground search and rescue, water rescue, etc. Participants: Chesterfield and Henrico</p>	Informal agreement
Health/Mental Health		
Capital Area Agency on Aging	<p>Develops and administers area plan to coordinate and implement community-based systems of services for elderly. Participants: Charles City, Chesterfield, Goochland, Hanover, Henrico, New Kent, Powhatan, and Richmond</p>	Formal agreement
Child and Adolescent Treatment and Prevention Programs	<p>Sponsors relevant training to Community Service Board coordinators. Participants: Charles City, Chesterfield, Henrico, New Kent, and Richmond</p>	Informal agreement
Community Services Board	<p>Provides mental health/mental retardation/substance abuse services to citizens. Participants: Charles City, Henrico, and New Kent</p>	Formal agreement (contract)

<p>EPA Cleanup Sites Cooperative cleanup projects from EPA (such as the Hyman Viener site lead contamination). Participants: Henrico and Richmond</p>	<p>Informal agreement</p>
<p>Infant Early Intervention Program Community Services Boards coordinators meet to discuss implementation measures. Participants: Charles City, Chesterfield, Henrico, New Kent, and Richmond</p>	<p>Informal agreement</p>
<p>Kids Count - Robert Wood Johnson Foundation Grant Creates a comprehensive automated immunization tracking system to monitor infants through childhood. Participants: Chesterfield, Hanover, Henrico, and Richmond</p>	<p>Formal letter of support</p>
<p>Local Disabilities Services Board (Chesterfield) Provides input on service needs and priorities for persons with physical handicaps. Participants: Chesterfield and Colonial Heights</p>	<p>Formal agreement</p>
<p>Local Disabilities Services Board (Henrico) Provides input on service needs and priorities for persons with physical handicaps. Participants: Charles City, Henrico, and New Kent</p>	<p>Formal agreement</p>
<p>Mental Health/Substance Abuse Emergency Service Program Resolves interjurisdictional matters relating to crisis issues. Participants: Amelia, Buckingham, Charles City, Charlotte, Chesterfield, Colonial Heights, Cumberland, Dinwiddie, Emporia, Goochland, Greenville, Hanover, Henrico, Hopewell, Lunenburg, Nottoway, New Kent, Petersburg, Powhatan, Prince Edward, Prince George, Surry, Sussex</p>	<p>Informal agreement</p>
<p>Reciprocal Personnel/Mutual Assistance Richmond provides lead screening services to Henrico and Henrico provides septic and well inspections to Richmond. Participants: Henrico and Richmond</p>	<p>Formal written agreement</p>
<p>Regional Community Services Boards Cooperative effort to work with State facilities serving seriously disabled citizens. Participants: Amelia, Buckingham, Charles City, Charlotte, Chesterfield, Colonial Heights, Cumberland, Dinwiddie, Emporia, Goochland, Greenville, Hanover, Henrico, Hopewell, Lunenburg, Nottoway, New Kent, Petersburg, Powhatan, Prince Edward, Prince George, Surry, Sussex</p>	<p>Informal agreement</p>

<p>Regional Mental Retardation Case Managers Coalition Provides quarterly information update and in-service training. Participants: Charles City, Chesterfield, Hanover, Henrico, New Kent, Powhatan, and Richmond</p>	<p>Informal agreement</p>
<p>Regional Mental Retardation Directors Develops regional cooperative training offerings and updates regional agreements. Participants: Charles City, Chesterfield, Hanover, Henrico, New Kent, Powhatan, and Richmond</p>	<p>Informal agreement</p>
<p>Sheltered Workshops Coordinates marketing efforts to attract larger jobs. Participants: Chesterfield, Henrico, and Richmond</p>	<p>Informal agreement</p>
<p>St. Mary's Hospital/CIGNA Care-A-Van Public/private partnership which provides a mobile clinic for childhood immunizations and checkups. Participants: Henrico, Richmond, and St. Mary's Hospital</p>	<p>Informal agreement</p>
<p>State Fair of Virginia Food Inspections Provides food services inspections at State Fair. Participants: Chesterfield, Hanover, Henrico, and Richmond</p>	<p>Informal agreement</p>
<p>Transitional Advisory Committee Assists Southside Virginia Training Center in preparing residents for transition to the community. Participants: Chesterfield, Hanover, Henrico, and Richmond</p>	<p>Informal agreement</p>
<p>Jails and Detention Services</p>	
<p>A. P. Hill Regional Jail Provides bed space for offenders from six jurisdictions. Participants: Alexandria, Arlington, Caroline, Loudoun, Prince William, and Richmond</p>	<p>Formal agreement</p>
<p>Cooperative Housing of Inmates/Juvenile Offenders Local jails and detention homes provide bed space when necessary to other jurisdictions. Participants: Chesterfield, Henrico, and Richmond</p>	<p>Informal agreement</p>
<p>Greater Richmond Community Corps Public/private partnership which seeks to reduce crime and violence and improve the quality of life in region. Participants: Chesterfield, Hanover, Henrico, and Richmond</p>	<p>Formal agreement</p>

<p>Group Home Services Chesterfield provides available bed space for Henrico youth in the Chesterfield Youth Group Home. Participants: Chesterfield and Henrico</p>	<p>Formal agreement</p>
<p>Henrico-New Kent-Goochland Regional Jail Provides secure facilities for offenders from three jurisdictions. Participants: Goochland, Henrico, and New Kent</p>	<p>Formal agreement</p>
<p>Juvenile Justice Prevention Grants All localities in region supported Richmond's application for federal regional juvenile justice planning grants. Participants: Chesterfield, Hanover, Henrico, and Richmond</p>	<p>Formal letter of support</p>
<p>Regional Crime Commission Public/private partnership which develops recommendations for new programs to reduce crime and promote the metro area as a healthy and safe place to live and work. Participants: Chesterfield, Hanover, Henrico, and Richmond</p>	<p>Informal agreement</p>
<p>Regional Purchasing Community Diversion Incentive programs cooperatively purchase/share residential space and programs for CDI clients. Participants: Chesterfield, Henrico, and Richmond</p>	<p>Formal agreement (contract)</p>
<p>Riverside Regional Jail Provides secure facilities for offenders from seven jurisdictions. Participants: Charles City, Chesterfield, Colonial Heights, Hopewell, Petersburg, Prince George, and Surry.</p>	<p>Formal agreement</p>
<p>Law Enforcement</p>	
<p>Animal Protection Services Animal protection officers regularly share information and assistance when need arises. Participants: Hanover, Henrico, and Richmond</p>	<p>Informal agreement</p>
<p>Community Support Services Law enforcement agencies participate in many community relations and crime prevention programs, such as National Night Out Against Crime. Participants: Chesterfield, Henrico, and Richmond</p>	<p>Informal agreement</p>

<p>Drug Enforcement Administration Task Force Pools resources to thwart drug trafficking in the metro area. Participants: Chesterfield, Hanover, Henrico, Petersburg, Virginia State Police, and DEA</p>	<p>Formal agreement</p>
<p>Enhanced 911 Emergency Phone System All jurisdictions upgraded 911 system to allow immediate transfer of information to affected jurisdiction. Participants: Chesterfield, Henrico, and Richmond</p>	<p>Informal agreement</p>
<p>Fugitive Task Force Cooperatively works to apprehend felons with charges pending in respective jurisdictions. Participants: Chesterfield, Henrico, Richmond, and FBI</p>	<p>Formal agreement</p>
<p>Interdiction Task Force Pools multi-agency resources to interdict drugs at the airport, bus and train stations, and hotels and motels. Participants: Henrico, Richmond, and Virginia State Police</p>	<p>Informal agreement</p>
<p>Marine Patrol Cooperative effort to promote water safety and rescue. Participants: Chesterfield, Henrico, and Richmond</p>	<p>Informal agreement</p>
<p>Metro Aerial Surveillance Unit Provides aerial surveillance for regional law enforcement. Participants: Chesterfield, Henrico, and Richmond</p>	<p>Formal agreement</p>
<p>Metro Street Crimes Unit Conducts monthly meetings to share information on robberies and other street crimes in the area. Participants: Chesterfield, Hanover, Henrico, and Richmond</p>	<p>Informal agreement</p>
<p>Metro Richmond Regional Crime Analysis Committee Works together to identify crime patterns, trends, and suspects. Participants: Ashland, Charles City, Chesterfield, Goochland, Hanover, Henrico, New Kent, Powhatan, and Richmond</p>	<p>Informal agreement</p>
<p>Mutual Aid Agreements Provides backup police personnel and resources on call as needed. Participants: Charles City, Chesterfield, Colonial Heights, Goochland, Hanover, Henrico, New Kent, Petersburg, Prince George, and Richmond</p>	<p>Formal written agreement</p>

<p>Mutual Computer Agreement Police and sheriff's departments share computerized warrant files, jail information, and pawn shop information. Participants: Henrico and Richmond</p>	<p>Formal agreement</p>
<p>Operation Full Alert Henrico and Chesterfield sent officers to assist Richmond in its major crime-fighting initiative. These officers also worked in neighborhoods bordering the city. Participants: Chesterfield, Henrico, and Richmond</p>	<p>Formal agreement</p>
<p>Operation Pipe Line Cooperative effort to reduce illegal activities such as drug trafficking and prostitution. Participants: Chesterfield, Hanover, Henrico, and Richmond</p>	<p>Informal agreement</p>
<p>Operation Sunblock Local and State Police patrol key highways to promote safety the week following high school graduations. Participants: Charles City, Hanover, Henrico, and New Kent</p>	<p>Informal agreement</p>
<p>Precious Metals, Thefts, and Control Localities adopted parallel ordinances and conduct joint investigations in cooperation with Commonwealth's attorneys from each locality. Participants: Chesterfield, Hanover, Henrico, and Richmond</p>	<p>Informal agreement</p>
<p>Richmond Metro Burglary Investigators Criminal investigators meet to discuss cases and suspects. Participants: Chesterfield, Hanover, Henrico, and Richmond</p>	<p>Informal agreement</p>
<p>Richmond Metro Hostage Negotiation Conference Conducts cooperative training programs dealing with hostage situations. Participants: Chesterfield, Hanover, Henrico, Richmond, State Police, and federal law enforcement agencies.</p>	<p>Formal agreement</p>
<p>Sobriety Checkpoints Jointly conducted sobriety checkpoints to promote seat belt safety and curtail accidents caused by drunk driving. Participants: Hanover, Henrico, and Virginia State Police</p>	<p>Informal agreement</p>
<p>TROIKA Provides a multijurisdictional grand jury and investigational body to conduct investigations of major drug traffickers in the area. Participants: Chesterfield, Hanover, Henrico, and Richmond</p>	<p>Formal agreement</p>

<p>Violent Crime Task Force Works together to apprehend violent career criminals. Participants: Chesterfield, Hanover, Henrico, Richmond, Virginia State Police, FBI, DEA, and ATF.</p>	<p>Informal agreement</p>
<p>Leadership, Administration and Management</p>	
<p>Budget Officers Regional Group Budget officers of jurisdictions meet regularly to discuss productivity improvements and innovations in government Participants: Chesterfield, Hanover, Henrico, and Richmond</p>	<p>Informal agreement</p>
<p>Central Virginia Coalition Legislative Efforts Area jurisdictions participate in a regional legislative program to communicate with the Virginia General Assembly on issues important to the region. Participants: Ashland, Charles City, Chesterfield, Colonial Heights, Dinwiddie, Goochland, Hanover, Henrico, Hopewell, New Kent, Petersburg, Powhatan, Prince George, and Richmond</p>	<p>Informal agreement</p>
<p>Joint Purchasing Agreements Annual requirements for petroleum products, electricity, and educational computers are competitively bid for entire region. Participants: Ashland, Chesterfield, Hanover, Henrico, and Richmond</p>	<p>Formal agreement</p>
<p>Leadership Metro Richmond Provides a public/private community leadership development program to encourage individual involvement in shaping policy and vision for the region. Participants: Chesterfield, Hanover, Henrico, and Richmond</p>	<p>Informal agreement</p>
<p>Metropolitan Richmond Legislative Program Area jurisdictions participate in an urban/suburban legislative program to communicate with the Virginia General Assembly on issues important to the metropolitan area. Participants: Chesterfield, Hanover, Henrico, and Richmond</p>	<p>Informal agreement</p>
<p>Personal Property Information Jurisdictions share personal property information such as location of personal property, business license information, and payment of taxes. Participants: Chesterfield, Goochland, Hanover, Henrico, and Richmond</p>	<p>Informal agreement</p>

<p>Real Estate Assessment Information Shares real property records with other governments. Participants: Chesterfield, Hanover, Henrico, Goochland, and Richmond</p>	<p>Formal agreement</p>
<p>Regional CEO/CAO Group The chief elected officials and the chief administrative officials of each jurisdiction meet monthly to share ideas on topics of mutual interest and to plan regional meetings. Participants: Chesterfield, Hanover, Henrico, and Richmond</p>	<p>Informal agreement</p>
<p>Regional Summit Elected officials from four jurisdictions meet regularly to discuss regional issues and develop programs and partnerships. Participants: Chesterfield, Hanover, Henrico, and Richmond</p>	<p>Informal agreement</p>
<p>Support for Local Community Facilities and Programs Area jurisdictions contribute financially to a number of organizations serving residents of the entire region, such as Maymont Park, The Diamond, Richmond Symphony, Richmond Forum, Lewis Ginter Botanical Garden, Literacy Council, Virginia Center for the Performing Arts, Camp Baker, and Children's Hospital. Participants: Chesterfield, Hanover, Henrico, and Richmond</p>	<p>Formal agreement</p>
<p>The Urban Partnership A public/private partnership created to search for solutions to the problems of urban areas. Participants; Arlington, Charlottesville, Chesterfield, Danville, Fairfax, Hampton, Hopewell, Lynchburg, Martinsville, Newport News, Norfolk, Petersburg, Portsmouth, Richmond, Roanoke, Virginia Beach, Winchester, and the Virginia Chamber of Commerce.</p>	<p>Formal agreement</p>
<p>Vehicle License Coordination Localities will issue license decals with the same color background to aid in enforcement. Participants: Chesterfield and Henrico</p>	<p>Informal agreement</p>
<p>Libraries</p>	
<p>Bon Air Public Library Chesterfield and Richmond jointly built the Bon Air Library in Chesterfield County. Participants: Chesterfield and Richmond</p>	<p>Formal agreement</p>

<p>Reciprocal Borrowing Agreement Residents may borrow books from other localities at no cost. Participants: Chesterfield, Henrico, and Richmond</p>	<p>Formal written agreement</p>
<p>Interlibrary Loan Program Libraries loan materials to other libraries in the state. Participants: All libraries in Commonwealth</p>	<p>Informal agreement</p>
<p>Cooperative Library Purchasing A cooperative formed to purchase books and other materials. Participants: Chesterfield, Hanover, Henrico, and Richmond</p>	<p>Formal written agreement</p>
<p>Planning and Land Use</p>	
<p>Crater Planning District Commission Promotes orderly and efficient development of the physical, <u>social</u>, and economic aspects of region. Participants: Chesterfield, Colonial Heights, Dinwiddie, Emporia, Greenville, Hopewell, Petersburg, Prince George, Surry, Sussex, and towns therein.</p>	<p>Formal agreement (statutory)</p>
<p>Richmond Regional Planning District Commission Promotes orderly and efficient development of the physical, social, and economic aspects of region. Participants: Ashland, Charles City, Chesterfield, Goochland, Hanover, Henrico, New Kent, Powhatan, and Richmond</p>	<p>Formal agreement (statutory)</p>
<p>Recreation</p>	
<p>American Softball Association Tournament Provides playing fields for the largest softball tournament in the world. Participants: Chesterfield, Hanover, Henrico, and Richmond</p>	<p>Informal agreement</p>
<p>Colonial Cup Soccer Tournament Provides playing fields for tournament games. Participants: Chesterfield, Hanover, Henrico, and Richmond</p>	<p>Informal agreement</p>
<p>Earth Day Celebration Organizes and implements annual Earth Day observance in cooperation with private sector. Participants: Chesterfield, Hanover, Henrico, and Richmond</p>	<p>Informal agreement</p>

Golden Olympics Organizes and implements annual sports/games for senior citizens. Participants: Chesterfield, Hanover, Henrico, and Richmond	Informal agreement
Henricus Park Cooperative effort with private sector to develop and operate this historic park. Participants: Chesterfield, Henrico, and Richmond	Formal agreement
James River Task Force Commission Plans ways to promote and protect the James River. Participants: Chesterfield, Hanover, Henrico, and Richmond	Informal agreement
Metropolitan Richmond Sports Backers Promotes sporting events and related activities. Participants: Chesterfield, Henrico, and Richmond	Informal agreement
Rainbow Games and Special Olympics Organizes and implements annual sports/games for physically disabled and mentally retarded. Participants: Chesterfield, Hanover, Henrico, and Richmond	Informal agreement
Theater Equipment Provides for exchange of supplies, costuming, and equipment. Participants: Henrico and Richmond	Informal agreement
Social Services	
Capital Area Coalition of Local Social Services Boards Meets quarterly to address issues of joint concern at the local and state level. Participants: Charles City, Chesterfield, Goochland, Hanover, Henrico, New Kent, Powhatan, and Richmond	Informal agreement
Central Virginia Coalition of Comprehensive Services Act Coordinators Meets monthly to coordinate implementation of the Comprehensive Services Act for At-Risk Youth. Participants: Charles City, Chesterfield, Goochland, Hanover, Henrico, New Kent, Powhatan, and Richmond	Informal agreement
Domestic Violence Task Force Local Domestic Violence Task Forces work cooperatively to develop public awareness and prevention programs. Participants: Chesterfield, Henrico, and Richmond	Informal agreement

Long Term Care	Staffs of three nursing staffs meet to review and plan for impact of Medicaid and Medicare changes on their facilities. Participants: Chesterfield, Henrico, and Richmond	Informal agreement
Solid Waste Management		
Central Virginia Waste Management Authority	Provides solid waste management services, including recycling. Participants: Ashland, Charles City, Chesterfield, Colonial Heights, Goochland, Hanover, Henrico, Hopewell, New Kent, Petersburg, Powhatan, Prince George, and Richmond	Authority (statutory)
Transportation		
Capitol Region Airport Commission	Establishes policy for planning and operation of Richmond International Airport. Participants: Chesterfield, Hanover, Henrico, and Richmond	Authority (statutory)
Capital Region Taxicab Advisory Board	Provides full reciprocity in taxicab regulation for all participating jurisdictions. Jurisdictions have uniform ordinances and rate schedules. Participants: Chesterfield, Hanover, Henrico, and Richmond	Formal agreement
Greater Richmond Transportation Company	Provides public transportation in Richmond and Henrico. Participants: Chesterfield, Henrico (contract), and Richmond	Formal agreement
Metropolitan Richmond Air Quality Committee	Establishes methods for reaching attainment for levels. Participants: Chesterfield, Hanover, Henrico, and Richmond	Formal agreement
Richmond Area Metropolitan Planning Organization	Provides for long range planning for transportation related facilities in the region. Participants: Ashland, Chesterfield, Goochland, Hanover, Henrico, Powhatan, and Richmond	Formal agreement
Richmond Metropolitan Authority	Operates the Downtown Expressway, The Diamond, Powhite Parkway, Boulevard Bridge, and Downtown Parking Deck. Participants: Chesterfield, Hanover, Henrico, and Richmond	Authority (statutory)

Ridefinders	Provides carpool/vanpool information services. Participants: Chesterfield, Henrico, Richmond, and Commonwealth of Virginia	Formal agreement
STAR	Provides para-transit for the disabled in Richmond and Henrico. Participants: Henrico and Richmond	Formal agreement (contract)
Utilities		
Appomattox River Water Authority	Provides water to member jurisdictions. Participants: Chesterfield, Colonial Heights, Dinwiddie, Petersburg, and Prince George	Authority (statutory)
Natural Gas	Richmond provides natural gas service to region. Participants: Chesterfield, Henrico, and Richmond	Formal contract
Regional Water Planning Committee	Coordinates local water supply and distribution plans to assure adequate and safe water supplies and mutual support during emergencies. Participants: Chesterfield, Hanover, Henrico, and Richmond	Formal agreement
RRPDC Water Resources Task Force	Reviews and updates the Richmond Regional Water Resources Plan. Participants: Ashland, Charles City, Chesterfield, Goochland, Hanover, Henrico, New Kent, Powhatan, and Richmond	Informal agreement
Water Supplies	Long-term water agreements between neighboring jurisdictions are designed to meet existing and future water supply demands. Participants: Chesterfield, Goochland, Hanover, Henrico, and Richmond	Formal contract
Wastewater Treatment Services	Provides wastewater services for present and future needs. Participants: Chesterfield, Goochland, Hanover, Henrico, and Richmond	Formal contract

REGIONAL SERVICES FINANCIAL DATA - FY 1994

Type of Service	Chesterfield	Henrico	Richmond	Total
Greater Richmond Partnership, Inc.	\$291,377	\$291,377	\$291,000	\$873,754
Metropolitan Richmond Convention & Visitors Bureau	\$242,800	\$600,000	\$623,000	\$1,465,800
Virginia Biotech Research Park ¹	\$66,677	\$66,667	\$1,800,000 ²	\$2,000,031
Capital Area Training Consortium	\$63,800	66,800	\$0 ³	\$130,600
Mathematics and Science Center/Challenger Space Center	\$448,547	\$360,000	\$269,738	\$1,078,285
Metro Aerial Surveillance Unit ⁴	\$37,655	\$70,294	\$37,655	\$145,604
TROIKA ⁵ (Multijurisdictional grand jury)	\$110,000	\$204,267	\$73,188	\$387,455
Med-Flight	\$146,046	\$27,500	\$27,500 ⁶	\$201,046
Central Virginia Waste Management Authority	\$568,000	\$380,796	\$1,235,107	\$2,183,903
Greater Richmond Transit Company	\$0 ⁷	\$1,150,500	\$3,835,403	\$4,985,903

Type of Service	Chesterfield	Henrico	Richmond	Total
Richmond Metropolitan Authority ⁸	\$146,436	\$146,436	\$429,042	\$721,914
Water Supplies				
Cost of water purchased from other localities ⁹	\$4,915,232	\$8,514,950	\$0	\$13,430,182
Revenue received from sale of water to other localities ¹⁰	\$0	\$1,250,879	\$10,193,268	\$11,444,147
Wastewater Treatment Services				
Cost of wastewater treatment purchased from other localities ¹¹	\$478,676	\$436,267	\$726,745	\$1,641,688
Revenue received from treatment of wastewater from other localities ¹²	\$82,804	\$1,856,051	\$578,308	\$2,517,163

¹ Counties of Chesterfield and Henrico have a three-year commitment of \$200,000 each to fund development of the Virginia Biotech Research Park.

² City of Richmond donated land valued at \$1.8 million for the Virginia Biotech Research Park.

³ City of Richmond is not a member of the Capital Area Training Consortium.

⁴ Estimated amounts.

⁵ Estimated amounts.

⁶ City of Richmond discontinued its contribution to Med-Flight in 1995.

⁷ County of Chesterfield owns 50% of the Greater Richmond Transit Company.

⁸ Counties of Chesterfield and Henrico subsidize only The Diamond; City of Richmond subsidizes The Diamond and parking facilities.

⁹ County of Henrico purchases water from the City of Richmond; County of Chesterfield purchases water from the City of Richmond and the Appomattox River Water Authority.

¹⁰ County of Henrico sells water to the Counties of Goochland and Hanover; the City of Richmond sells water to the Counties of Chesterfield and Henrico.

¹¹ County of Chesterfield purchases the treatment of some wastewater from the Cities of Richmond, Petersburg, and Colonial Heights; County of Henrico purchases the treatment of some wastewater from the City of Richmond; City of Richmond purchases the treatment of some wastewater from the Counties of Chesterfield and Henrico.

¹² County of Henrico treats some wastewater from the City of Richmond and the Counties of Goochland and Hanover; the City of Richmond treats wastewater from the Counties of Henrico and Chesterfield; the County of Chesterfield treats some wastewater from the City of Richmond.

APPENDIX G
1996 SESSION

966579699

SENATE JOINT RESOLUTION NO. 61

Offered January 22, 1996

Continuing the Greater Richmond Area Regionalism Study.

Patrons—Benedetti, Lambert and Marsh; Delegates: Hall, Jones, D.C. and Watkins

Referred to the Committee on Rules

WHEREAS, Senate Joint Resolution 383 (1995) established a joint subcommittee to examine the delivery of certain government services in the Greater Richmond area; and

WHEREAS, the joint subcommittee met five times during 1995 to determine which, if any, government services should be considered for regionalization; and

WHEREAS, the joint subcommittee decided that a cost/benefit analysis performed by an outside consultant would be helpful to the study; and

WHEREAS, the joint subcommittee decided to participate in the "request for proposals" (RFP) process in order to contract with a consultant to perform such an analysis; and

WHEREAS, the RFP process was extremely time-consuming; and

WHEREAS, the joint subcommittee was allotted \$10,000 for consulting services; and

WHEREAS, the complete cost/benefit analysis will require more funding as well as time to complete; and

WHEREAS, the goals of the joint subcommittee cannot be achieved without such an analysis; now, therefore, be it

RESOLVED by the Senate, the House of Delegates concurring, That the Greater Richmond Area Regionalism Study Joint Subcommittee be continued in order to decide on and contract with a consultant to perform the cost/benefit analysis so that the joint subcommittee can complete its goal of determining which, if any, government services should be offered on a regional basis in the Greater Richmond Area.

The direct costs of this study shall not exceed \$160,000, of which \$140,000 may be used to obtain consulting services.

The Division of Legislative Services shall provide staff support for the study. Technical assistance shall be provided by the Commission on Local Government. All agencies of the Commonwealth shall provide assistance to the Commission, upon request.

The joint subcommittee shall be continued for one year only and shall complete its work in time to submit its findings and recommendations to the Governor and the 1997 Session of the General Assembly as provided in the procedures of the Division of Legislative Automated Systems for processing legislative documents.

Implementation of this resolution is subject to subsequent approval and certification by the Joint Rules Committee. The Committee may withhold expenditures or delay the period for the conduct of the study.

Official Use By Clerks

Passed By The Senate

- without amendment
- with amendment
- substitute
- substitute w/amdt

Date: _____

Clerk of the Senate

Passed By

The House of Delegates

- without amendment
- with amendment
- substitute
- substitute w/amdt

Date: _____

Clerk of the House of Delegates

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