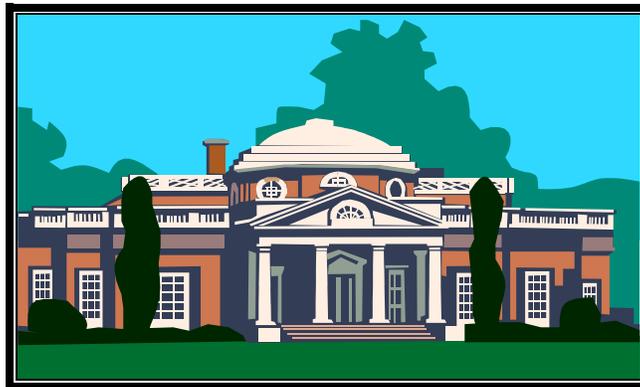


LOCAL GOVERNMENT IN VIRGINIA

MATERIALS & RESOURCES FOR TEACHERS

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Foreword



The Virginia Local Government Management Association (VLGMA) is pleased to present LOCAL GOVERNMENT IN VIRGINIA as the first major part of our Education Project.

We hope that these materials and resources for teachers will help increase students' knowledge about Virginia local government and encourage them to become active, informed citizens as they reach voting age. Today's students will be tomorrow's mayors, elected officials, and community leaders and our local governments will need their enlightened participation to meet the increasingly complex challenges of governing.

These materials have resulted from the collaborative efforts of VLGMA members and educators around the state. In writing these materials, Professor Joseph F. Freeman of Lynchburg College brought to the task not only his academic knowledge but also practical experience gained from serving for many years as mayor and council member for the City of Lynchburg. Professor Freeman received valuable suggestions and assistance from Ms. Lee Chase, curriculum specialist for Chesterfield County Schools; Mr. Michael Wildasin, curriculum specialist for Fairfax County Schools; and Ms. Lydia D. Bjornlund, Citizenship Education Program Manager for the International City/County Management Association. Local Government managers and classroom teachers in Bath, Giles, Spotsylvania, and Roanoke counties also reviewed or field-tested the materials and gave us helpful feedback. Our grateful appreciation goes to all these individuals for their help and support. The VLGMA hopes that this fruitful collaboration will continue as managers work with teachers to make local government more relevant for our students.

The Center for Public Service at the University of Virginia also made numerous contributions to this project. Sandra H. Wiley, director of information resources, gave us editorial guidance and managed the production process throughout. Jennifer Kleine, graphics designer, is responsible for the attractive layout and illustrations. Melanie Gillies, conference coordinator, worked closely with VLGMA's education committee to keep it on track.

Finally, our special thanks goes to the VLGMA's executive board and members of our education committee. Without their enthusiastic support, encouragement, and participation, this project would still just be a good idea. The VLGMA encourages teachers to call on their local government managers to visit the classroom and help identify other resources in the community. Also, we welcome any idea and comments that users of these materials may have.



Introduction



Local governance can be an exciting and rewarding classroom project. After all, our localities are the governments closest to us and the ones where the influence of individual citizens is more likely to be felt. The Virginia Local Government Management Association (VLGMA) invites Virginia teachers of government to use the resources and people made available by the VLGMA Education Project for their classes on local government.

What's in this set of materials?

❖ **An Outline of Virginia Local Government**

A short teacher's guide to the evolution of Virginia local governance, current governmental structure, and the present state of intergovernmental relations, with emphasis on the distinctive features of Virginia's arrangements

❖ **Bibliography & Resources**

Ideas and sources for additional materials on Virginia local government.

❖ **Two Scenarios for student use**

Short fictionalized cases to serve as springboards for questions and discussion. Scenario 1 calls attention to Virginia local governmental structure and function; Scenario 2 calls attention to policy making and public participation in the context established by Scenario 1

❖ **Lesson Suggestions**

Some possible ways to combine these materials with locally available resources for effective, interesting classes!

❖ **Glossary for student use**

Definitions of the vocabulary terms in the lesson suggestions.

❖ **Data Sets for student use**

Selected statistics on Virginia's counties and cities for problem-solving and informed classroom discussion.

❖ An Outline of Virginia Local Government

A. Basic Terminology

Virginia local governance is based primarily on the county and the independent city. Like other states, the organization and powers of Virginia local government are almost entirely determined by the state constitution and by state law. Unlike other states, Virginia's cities are not located in counties. Rather, Virginia's 41 cities and 95 counties are territorially separate. However, there are over 189 towns that are legally part of the counties in which they are located. Most towns have a few hundred inhabitants; about 80 of them have populations of over 1,000 people.

Generally, cities have more powers and are responsible for raising more of their own revenue than counties. In the example of the scenario, the county government can levy a meals tax only if the tax is approved in a referendum. City governments are not so restricted. While the enormous growth of Virginia's 'suburban' counties has outstripped that of Virginia's cities in the past 30 years, there has been no overall revamping of the system put in place almost a century ago.

B. Structure

1. The County

The Virginia county may be said to be the archetypal American local government. The first counties were created by the General Assembly in the 1630s as 'shires.' Present-day counties are their direct descendants. As America expanded westward, the county served as the basic unit of government in the new states. American local government has, more often than not, been territorially extensive rather than restricted in size and has been based on representative democracy rather than participatory democracy.

The county governing body is the board of supervisors. Most counties elect the supervisors from districts, but there are some supervisors who are elected at large. In most counties, other elected officials include the officers specified in the Virginia Constitution. These constitutional officers are the sheriff, the treasurer, the commissioner of revenue, the clerk of the circuit court, and the commonwealth's attorney. They are all elected at large.

In most counties, the board of supervisors appoints the **county administrator**, who is the chief executive of the county government and has the responsibility of overseeing all administrative matters not assigned to one of the constitutional officers. Professional training in public administration is generally required of the person who will be the administrator since he or she must oversee the daily operations of county government, inform the board of supervisors and the public about county government matters, supervise personnel, manage county finances, oversee enforcement of local ordinances, and see that county operations are in compliance with relevant state and federal law. It is generally expected that the board will set county policies and the administrator will see that they are carried out efficiently and effectively.

2. The Independent City

The practice of independent cities in Virginia dates back almost to its beginnings, and cities were made fully independent of counties by the Virginia Constitution of 1902. That arrangement anticipated that as land became converted to urban uses, the cities would **annex** such land to provide the services required when large numbers of people live in close proximity. Annexation as a device to allow city growth began to decline in the 1950s when counties in the Tidewater area successfully sought to be converted to cities themselves to prevent having portions of their territories annexed by neighboring cities. For example, the Town of Virginia Beach and Princess Anne County merged to form the City of Virginia Beach, which would be immune to any annexation by Norfolk.

Annexation is now either impossible or very difficult, depending on the situation of each city. The rapid growth of Virginia's population since the 1950s has taken place mostly in the counties in Northern Virginia, the Richmond metropolitan area, and Tidewater. The distinctions between city and county that were clear a generation ago are now quite blurred. The roster of cities presently includes former counties with extensive non-urbanized areas such as Virginia Beach and Chesapeake, as well as traditional cities of limited size and dense population such as Richmond and Roanoke. The list of counties includes largely urbanized areas with large populations such as Arlington and Fairfax counties as well as 'suburbanizing' counties like Hanover and Loudoun. Of course, many counties still resemble the traditional Virginia rural county.

Most of Virginia cities use the 'council-manager' form of government and have an elected **city council** as the governing body. Council members may be elected by districts (often called 'wards') or at large. The **mayor** may be

elected by the voters or by city council. The mayor's principal responsibility is presiding over council meetings and representing the city in various ways. The mayor does not have any responsibility for administering the affairs of the city. The direction of the city's administration is the responsibility of the **city manager**. The council-manager form of government was invented in Staunton, Virginia, in 1908. Over time, most cities have had larger populations, more physical facilities to take care of, more employees, and larger budgets than most counties, so the tradition of professionalism in public administration is particularly deeply ingrained in the cities. The manager is appointed by the council and is generally a professional with a master's degree in an appropriate specialty.

Most cities also have the same set of constitutional officers as the counties, although a city's charter may eliminate some of these positions. In addition, their duties may be more restricted. For example, cities have their own police forces. Unlike the sheriff in most counties, the city sheriff does not have the responsibility for general law enforcement but serves as keeper of the city jail and bailiff of the courts. As in counties, city constitutional officers are elected at large.

3. Towns

While Virginia's towns vary widely in size and governmental organization, they all have an elected **town council** that acts as the governing body. Large towns like Blacksburg may be larger than many independent cities and have professional managers and an extensive array of services. Small towns, with just a few hundred people, may use a 'mayor-council' form of government, which relies on the mayor and council to take care of a limited set of municipal concerns. (Mayor-council governments, which give the mayor considerable administrative power, are more common in other states than in Virginia.)

The distinctive feature of towns is that, unlike independent cities, they are also a part of a county. Consequently, some services and governmental functions within the town will be performed by the county, and town residents are citizens of both the town and the county-paying taxes and voting in both jurisdictions.

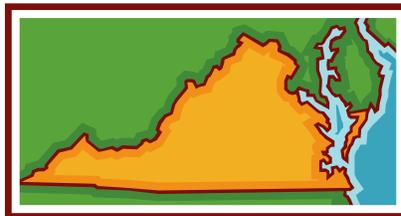
C. Functions

Textbooks of a generation ago and earlier described the relation among federal, state, and local governments in terms of the various functions assigned to each. Typically, the federal government was held to be the exclusive custodian of foreign affairs and national economic policy; the states concerned themselves with roads, higher education, and the organization of local

government; and the localities took care of primary and secondary education and the exercise of 'police powers.' These distinctions are no longer valid, and most citizen encounters with any government action will potentially involve policies set by at least two and possibly all three levels of government.

For example, if a locality wants to embark on an economic development project to attract new industry and draw new job opportunities to the area, the local governing body and local government administration will probably have to provide the initiative in deciding to pursue a specific course of action, say, establish an industrial park. But the sequence of decisions that must be made and actions that must be taken in this apparently local matter frequently involve state advice and assistance in such matters as new road construction and contacts with potential industrial clients. These clients may be from other states in the U.S or from overseas; in recent years Virginia governors have traveled overseas to encourage foreign companies to consider investing in Virginia, thus conducting what some refer to as 'state foreign policy.' The federal government is similarly involved in a wide array of activities that may involve policy areas formerly considered state or local responsibilities. A new industry must conform to both federal and state regulation of such matters as air and water pollution. Federal grants to assist in economic development may be available to the locality. Disputes over particular aspects of a project may involve suits in state or federal courts. And, of course, the sum total of the efforts to attract a new industry will be successful only if they result in private decision-makers voluntarily making substantial investments in the new enterprise. Candidates for office often campaign on platforms that call for the creation of "new jobs." Actually accomplishing that is far more complicated than sometimes simplistic rhetoric suggests.

Most public policy initiatives require coordinating an array of activities among different governmental agencies and different levels of government. What is true for the hypothetical economic development effort described above is equally true for major initiatives in other areas such as education, environmental protection, and law enforcement.



In short, local government powers cannot be defined as having exclusive authority over some set of specific activities. Virginia courts recognize no inherent local government powers; this is the legal doctrine known as **Dillon's Rule**. The only powers counties, cities, or towns can exercise are those specifically granted to them by the General Assembly. Most major undertakings of local government involve coordinating local wants and needs with state and federal programs, funding, and regulations. In terms of specific

functions, the locality also has the responsibility of seeing that the combined effects of the actions taken by the various levels of government pursue goals that benefit the locality. In the economic development example, zoning land for industrial use, determining the timing and locations of road improvements, making provision for sewers and water, and insuring appropriate training of potential employees by the public schools are some of the responsibilities that local government will carry out using its own powers while working in concert with the other two levels of government.



D. Politics

The purpose of politics is to link public preferences and understanding with the requirements of the complex policy environment briefly described above. Elections are the critical institution for doing this. Secure from your courthouse or city hall a list of the **dates of election** and **terms of office** of your local governing body and other elected officials. Also, see if you can determine if elections tend to be **partisan** or **nonpartisan**. If candidates are formally nominated by Democratic or Republican mass meetings, elections are clearly partisan. If candidates circulate petitions to be placed on the ballot, they are at least nominally nonpartisan. There may or may not be **partisan blocs** on the governing body.

Because Virginia localities vary so widely in political history, size and demographics, the major issues they face, and political culture, generalizations about local politics in Virginia are not much help in describing any particular local jurisdiction. The remainder of this section poses some questions that the instructor may want to explore to develop a coherent picture of local politics for students.

If a candidate for a local governing body has a relatively small **number of constituents**, campaigning may be personal and informal. If a candidate has a large number of potential constituents, then more expensive and elaborate campaigns may be the practice, especially if there is strong partisan competition.



How large are the constituencies of the elected officials of your jurisdiction? How does this compare to a member of the House of Delegates (about 60,000 constituents) or the Virginia Senate (about 150,000 constituents), or the U.S. House of Representatives (about 600,000 constituents)? What do different sizes imply for relations between elected officials and voters?



In your locality, are contested elections the rule, or do officials tend to be re-elected without opposition?

The pattern of local media markets for both print and broadcast media will influence what kind of advertising candidates use. For example, if a television market coincides with the jurisdiction boundaries, then a candidate who can afford it may spend heavily on TV time. As a practical matter, in most local elections, even in the largest, this is not often the case. Print advertising decisions are made on the basis of similar considerations. Billboards, signs, mass mailings, and extensive telephoning are more likely vehicles for campaign communications in larger localities with contested elections. In smaller jurisdictions, of course, campaigning may be informal and personal.



How are campaigns conducted in your jurisdiction? Is there much turnover in local offices? How long have the members of your governing body been in office?



Low voter turnout is a perennial problem in local elections.



What percentage of your locality's registered voters actually voted in the last local election? How many eligible citizens are registered to vote?

The past generation has seen more profound changes in Virginia localities than at any other time in Virginia's 400-year history. Within living memory, most Virginians lived in rural counties that shared many similarities. Now, the majority of Virginians live in the urban corridor that extends from Northern Virginia through the Richmond area to Tidewater. More of them live in urbanized or urbanizing counties than any other kind of jurisdiction, but these localities have not been given the powers traditionally associated with urban government. Outside the urban corridor, the changes have not been so dramatic, but it would be a mistake to assume that such areas are in any way 'the same as before.'

Thinking seriously about the future points out the paradox of American governance today. More than ever in American history, public attention is concentrated on daily events at the federal and state levels. The intense scrutiny

of individuals and short-term controversies seem to have made it more difficult for these levels to make important long-range decisions. Even simple house-keeping matters like keeping budgets in balance take up more and more time and energy, leaving fewer opportunities for considering broader questions.

By contrast, local government has more 'room' to consider long-range matters. This level, especially in Virginia with its traditions of professionalism and muted partisanship, may have unappreciated capacity to identify what needs to be done to prepare for the future and to do something about it.

❖ Bibliography and Resources

Resources for the teacher to locate

❖ Local government manager

People with a hands-on familiarity with your local government are an important resource. Call the office of the manager of your city, county, or town and inquire if your locality is participating in the Virginia Local Government Management Association (VLGMA). Key members of the administration may be available to visit your class and help you locate useful materials. You can also access the VLGMA website at www.vlgma.org

❖ Local government documents

Material like the current budget, an organizational chart of the government, 2000 Census data, the current land use plan, and an agenda for an upcoming meeting of the city or town council or the board of supervisors may be available for classroom use or bulletin board display. Most counties also have information located online on their website.

❖ Maps

A map of Virginia, a road map of your locality and surrounding localities, and specialized local governments maps like a map of the land use plan are available through various websites such as:

<http://www.virginia.edu/coopercenter/map.html>

This website offers a link to The U.S. Bureau of the Census and provides a map of Virginia's Cities, Virginia's Counties, and Virginia's Planning Districts. It also provides a link to topographical maps, and online interactive mapping.

http://www.virginia.gov/cmsportal2/tourism_and_travel_4096/virginia_maps.html

This website is the official website of the Commonwealth of Virginia. This website offers many resources for obtaining more information on local government in Virginia, and has several links to Virginia maps. These include:

- Geological and Topographical Maps of Virginia*
- Local Government Maps*
- Map of Virginia*
- VDOT Maps, and a means to order hard copies of VDOT maps.*

❖ **Historical materials**

Historical resources are an important way for students to understand how and why Virginia's government was formed and organized the way it is today. To access more information on Virginia's history visit:

- **The Virginia Department of Historical Resources** at:
<http://www.dhr.virginia.gov/>
- **The Virginia Library** at:
<http://www.lva.lib.va.us/whatwehave/gov/govhist.htm>

A variety of sources may also be available through your local library, museum or historical society.

Printed Materials

The Weldon Cooper Center for Public Service at the University of Virginia has an ongoing program of publishing authoritative information on Virginia state government and politics. You can view and order these publications through their website at: <http://www.coopercenter.org/PUBLICATIONS/>

The International City/County Management Association (ICMA) features various resources for instructors through their website at, http://bookstore.icma.org/Resources_for_Instructors_W9.cfm?hsid=13&ssid1=2856

Scenario 1

❖ Governmental Structure and Functions



The county high school basketball team is starting a trip for an 'away' game. The members get on the school bus at the high school parking lot, excited and a little nervous. They've had a good season, but their opponents tonight, a team from a high school in one of the large cities to the east, have an even better record. Everyone on the team feels the pressure to do well. Counting the stop for dinner, it will take the team over three hours to get there.



As they leave the parking lot, some of the players notice the brown sheriff's car stopped by the road just where the bus turns onto it and see the sheriff in his uniform as they pass. The seniors heard him speak on law enforcement in their government class, and a couple of them had voted for him in the fall. The bus heads down a short, narrow two-lane road marked by a small, rectangular, black and white sign with three numbers on it. Then the bus turns onto the four-lane highway marked with black and white signs in the shape of shields that have the familiar number on it and the letters "U.S." This section of road is still called 'the bypass' since it goes around the town. No one pays any attention to the roads or the signs; they've gone past them hundreds of times. The members of the team talk at first, but they quiet down as the bus heads out the highway, away from the courthouse and the town. As the bus passes the site of the new shopping center, no one pays attention to the earth-moving equipment, the stacks of pipe along the highway, or the sign announcing that the county utility authority is building the water line to the construction site.

Then the bus leaves the built-up area of the town itself and the houses and other buildings that have been put up outside the town limits. They head out into the countryside. The trees are bare. This time of year the farmhouses away from the road are easier to see.

Three of the seniors are sitting together in the back of the bus and talk for awhile about what they will do next year. The starting center has already been

accepted at one of Virginia's state universities, the same one to which the girl who will probably be class valedictorian is going. The second senior wants to get a construction job working on the new shopping center and says that after he buys himself a car, he'll "start saving to go to community college." The third has applied to several colleges, and has had some long talks with his parents about how to pay for college. He just says, "I don't know what I'm going to do."

As they talk, the bus turns onto the interstate that will take them to the city. This highway is marked with red, white, and blue signs. Now the faster traffic whizzes by on the left. Some of the team members are starting to get impatient; they wish the bus could go faster. No one remarks on the green and white sign that says "leave King County/enter Queen County." And the countryside beyond the highway looks about the same.

Traffic gets heavier, and the countryside changes. There are fewer working farms, but more new houses. Queen County has grown a great deal in the past ten years, and several of the players have parents who drive to work there. Most of the members of the team regularly come to the big mall to shop or go to the movies. Several of them are leaning back in their seats with their eyes closed, but they are only half-asleep. Except for the driver, no one on the bus is concerned about the heavier traffic or the large subdivisions that fill the landscape. Just before the mall, the bus takes a ramp off the interstate and onto the four-lane highway that will take them to the gym. Soon after that, it pulls into the parking lot of the restaurant that the coach likes to use for the pre-game dinner. They'll have a regular, home-style meal. On the door of the restaurant, they notice a bright red poster that says ""Vote NO on the Proposed Meals Tax!"



After dinner they get back onto the bus. It's dark, but there are plenty of bright lights around - headlights, streetlights, tall lights over the parking lots, brightly lit commercial buildings, and new glass-walled office buildings with entire floors lit from within. The night before, one of the players had listened to his father at home criticize how the TV news reported a proposal to build a new electric power plant not far away. The reporter had stressed environmental objections to the new plant, and his father had pointed out that if the plant came "it would mean steady work for a lot of people who needed it."



The coach and the assistant coach have been talking quietly, and now the assistant stands up and reminds the team about the need for good behavior. The driver notices the sign that marks the city limits. Next she sees a billboard with an election advertisement on it a candidate's picture and the slogan, "Vote Smith for City Council." For a moment she wonders. The county's elections were last fall. Is this an old billboard, or do they have elections at a different time in the city? But she has to pay attention to the road.

They get off the highway and onto city streets. The streets seem narrower, the houses are right next to each other, and cars are parked on both sides of the streets. Some of the houses have yard signs in front of them advertising various candidates for city council. Finally, the bus gets to the gym where they will play the game. The lights are on, and the spectators are starting to take their seats. A city police car is parked off to the side of the parking lot with an officer standing next to it. Unlike the sheriff's car, this one is white with blue markings. The city police officer's uniform is different as well.



The bus driver had picked up a copy of the city newspaper when they stopped at the restaurant; the front page has an article on the city manager's submission of the city's budget for the coming year. She will read that and several other articles while she waits for the game to start. The coach has gone off to take care of business with people at the host school. The assistant coach goes with the players to the locker room. The players' minds are now wholly on getting their uniform on and warming up for the game. All are nervous and apprehensive; some show it and some don't. It will be a big game for them.

Scenario 2

❖ Policymaking and Public Participation



Sharon had parked her car where the rutted little road stopped. Then she had walked the rest of the way to the end of the dry land at Grassy Point. The young woman stood there, watching night darken the horizon. It had been a clear day, but clouds were coming in, adding their gray to the darkening sky and the dull blue-green of the water. To her left, a heron stalked slowly through the weeds, probing in the mud for an end-of-the-day snack. The gloomy scene matched her mood, and she just stood there, wondering how it would turn out.

A year ago she had finished her freshman year at the state university. It had been a good year, and her grades were actually a little higher than they had been in high school. The course she liked the best was the one in government and public policy. She had done very well her second year, too, and she had been offered a summer internship in the planning department here in Baytown, one of the state's older cities, with a population of about 90,000.

For ten weeks, she would do various jobs within the planning department that would acquaint her with what professional planners do on the job. She had been enthusiastic about the chance to get some first-hand experience, and not just read about government and politics.

Her first major assignment had involved just this place - the dry land and salt marsh around it known as Grassy Point. Rolfe Road dead-ended here, about a half a mile after it passed through a subdivision of small houses. The secluded area had always been regarded by the Baytown police as a minor problem; then last week there had been a fight and a stabbing at the end of the road. Some of the residents of the neighborhood came to the city council meeting the next evening and protested that the city had to "clean up" the area at the end of Rolfe Road.



The young woman had gone to the meeting with the planning director and had watched the neighborhood delegation. She had noticed one older man in particular who had been red-faced and angry. The man's picture had been in the newspaper the next day under the headline "Neighborhood Protests!" A couple of the council

members had appeared quite upset about some criticism by the residents that the city had been "doing nothing" about the problems in that part of town. The council had quickly directed the city manager to present a plan for "making the Grassy Point area safer."

The city manager had appointed a study group the next morning. It included people from the police, planning, public works, and parks departments. Sharon was asked to go with the planner who was assigned to the study group. The entire group seemed excited about their assignment. The public was interested in what they were doing and city council was involved, so they all felt a sense of political importance about their assignment; it wasn't just routine.



At the first meeting, everyone came prepared. The police officer brought computer printouts of the calls for service and arrests that had involved Rolfe Road over the past two years. The public works representative brought the most recent inventory of street repairs, and the woman from parks and environment brought an environmental report on Grassy Point and other wetlands habitats. Crime really had been growing at the end of Rolfe Road; the number of arrests there had grown from 10 to 20 in the past year. The representative from parks and environment pointed out that Grassy Point was a wetlands area that could not be developed, according to recent federal law. The planner reported that some claims made years ago by the original developer of the subdivision about expanding the subdivision to Grassy Point were still remembered by some of the homeowners in the neighborhood, even though the land at Grassy Point could now be developed. The representative from parks and environment nodded and made a comment about there not being much park area in that part of town. It seemed to Sharon as if the two of them already had an idea of what could be done; the meeting adjourned with an agreement to meet again in three days.

The planner gave the young woman an assignment that afternoon. She should conduct an informal door-to-door survey of the neighborhood and keep a written record of the responses to a few questions that the planner helped her write. One asked for an impression of how city government was run in general. The second asked if more needed to be done in the neighborhood. The third asked what the neighbors would think of a small park at Grassy Point. The next days she went to a number of houses on Rolfe Road and the streets on either side of it to conduct the interviews. People were home at less than half the houses. Of those who did respond, she found out that they liked their neighborhood's sense of isolation but felt removed from city hall. The idea of the park drew mostly favorable response. At one house she even had a pleasant conversation with a

young man about her age. He was wearing a company uniform with a logo that matched the one on the truck parked in front. He liked the idea of the park and wanted to talk about it some.

At the next study group meeting, everyone came back with additional information. Sharon handed out a summary of her interviews. The police department supported restricting access to Grassy Point; it was too remote to patrol frequently. The parks and environment representative said that the city could buy the land at Grassy Point and designate it an environmental preserve; some state grant money was available to help localities acquire parkland. The planner had determined that the present owner was quite willing to sell the land for a reasonable price. The public works representative informed the group that the city was already scheduled to resurface Rolfe Road; the contractor could conveniently pave the rest of the road to Grassy Point and put in a small parking lot. The public works department could put in a gate that could be closed at night. Nighttime traffic through the neighborhood would be eliminated.



The group took a lot of pride in the recommendation they had developed. The manager congratulated them on their good work, and one of the city council members who had seen a draft of their proposal had been complimentary, saying it was "really a good idea - practical and forward-looking." The newspaper reporter who covered city hall had talked to the council member and had written a story about the proposed park. The article that appeared in the paper was favorable, but the headline set everything off. On the front page of the second section of the Sunday paper, it trumpeted "Paving and Parking Lots for Grassy Point." Then the storm began.

A steady stream of phone calls came into city hall asking about the project. Many of the callers objected to paving a beautiful natural area, especially at a time when everyone was supposed to be more sensitive to environmental problems. Two council members called for a public hearing at the next possible council meeting, with full legal notice in the newspaper and additional publicity. The idea that the study team thought would be popular was turning into a controversy.

The study team met again with the manager. At this meeting Sharon got another assignment. To make sure there was ample notice for the public hearing, the planning department would prepare some simple handbills to the houses along Rolfe Road with a description of the proposal and the time and place of the hearing. Sharon would hand them out. Maybe if the neighborhood people came to the meeting and supported the proposal, everything would work out.

This time she went after work when more people would be home. Most people just took the handbill and nodded when she urged them to attend the hearing. She was beginning to feel discouraged when she came to the house where she had previously talked with the young man. And there he was, coming out the front door. Sharon rushed over to give him one of the handbills, confident that he at least would come to the hearing. She handed him the sheet of paper, and asked if he would come.

The answer surprised her: "No. They wouldn't listen to anything I have to say." "What do you mean? You liked the idea. We need people to say that at the meeting!"

"C'mon. They do what they want to do anyway. I'm not going to waste my evening downtown."

The young woman just turned and walked away. She handed out the rest of the handbills, but she didn't say much to the rest of the people. Was the proposal not as good as the planning group thought? And why was she getting these reactions from the neighborhood? Would the public hearing turn out to be an attack on the plan, or could things get explained so there would be public support for it?



Data Set 1

VIRGINIA COUNTIES & CITIES COMBINED, LISTED IN ALPHABETICAL ORDER.

<i>Name</i>	<i>2000 Population</i>	<i>Population Density</i>
Accomack	38,305	84.1
Albemarle	79,236	109.7
Alleghany	12,926	29.1
Amelia	11,400	32
Amherst	31,894	67.1
Appomattox	13,705	41.1
Arlington	2,189,453	7232.3
Augusta	65,615	67.6
Bath	5,048	9.5
Bedford	60,371	80
Bland	6,871	19.2
Botetourt	30,496	56.2
Brunswick	18,419	32.5
Buchanan	26,978	53.5
Buckingham	15,623	26.9
Campbell	51,078	101.2
Caroline	22,121	41.5
Carroll	29,245	61.4
Charles City	6,926	37.9
Charlotte	11,688	26.3
Chesterfield	259,903	610.5
Clarke	12,652	71.6
Craig	5,091	15.4
Culpepper	34,262	89.9
Cumberland	9,017	30.2
Dickenson	16,395	49.4

<i>Name</i>	<i>2000 Population</i>	<i>Population Density</i>
Fairfax	969,749	2454.8
Fauquier	55,139	84.9
Floyd	13,874	36.4
Fluvanna	20,047	69.8
Franklin	47,286	68.3
Frederick	59,209	142.8
Giles	16,657	46.6
Gloucester	34,789	160.6
Goochland	16,863	59.3
Grayson	17,917	40.5
Greene	15,244	97.4
Greensville	11,560	39.1
Halifax	37,355	45.6
Hanover	86,320	182.6
Henrico	262,300	1101.8
Henry	57,930	151.5
Highland	2,536	6.1
Isle of Wight	29,728	94.1
James City	48,102	336.6
King and Queen	6,630	21
King George	16,803	93.4
King William	13,146	30.5
Lancaster	11,567	86.9
Lee	23,589	54
Loudon	169,599	326.2
Louisa	25,627	51.5
Lunenburg	13,146	30.5

<i>Name</i>	<i>2000 Population</i>	<i>Population Density</i>
Madison	12,520	39
Mathews	9,207	107.5
Mecklenburg	32,380	51.9
Middlesex	9,932	76.2
Montgomery	83,629	215.4
Nelson	14,445	30.6
New Kent	13,462	64.2
Northampton	13,093	63.1
Northumberland	12,259	63.7
Nottoway	15,725	50
Orange	25,881	75.7
Page	23,177	74.5
Patrick	19,407	40.2
Pittsylvania	61,745	63.6
Powhatan	22,377	85.6
Prince Edward	19,720	55.9
Prince George	27,394	124.4
Prince William	280,813	831.3
Pulaski	35,127	109.6
Rappahannock	6,983	26.2
Richmond	8,809	46
Roanoke	85,778	341.9
Rockbridge	18,350	34.7
Rockingham	20,808	79.6
Russell	30,308	63.9
Scott	23,204	43.6
Shenandoah	35,075	68.5
Smyth	33,081	73.2

<i>Name</i>	<i>2000 Population</i>	<i>Population Density</i>
Southampton	17,482	29.2
Spotsylvania	90,395	225.5
Stafford	92,446	341.9
Surry	6,829	24.5
Sussex	12,504	25.5
Tazewell	44,598	85.5
Warren	31,584	147.8
Washington	51,103	90.8
Westmoreland	16,718	72.9
Wise	40,123	99.3
Wythe	27,599	59.6
York	56,297	532.9
Alexandria	128,283	8452
Bedford	6,299	914
Bristol	17,367	1346.4
Buena Vista	6,349	929.5
Charlottesville	45,049	4389
Chesapeake	199,184	584.6
Clifton Forge	4,289	1387.5
Colonial Heights	16,897	2260.3
Covington	6,303	1111.3
Danville	48,411	1124.2
Emporia	5,665	821.9
Fairfax	21,498	3406.9
Falls Church	10,377	5225.8
Franklin	8,346	999.2
Fredericksburg	19,279	1833
Galax	6,837	830.9

<i>Name</i>	<i>2000 Population</i>	<i>Population Density</i>
Hampton	146,437	2828
Harrisonville	40,468	2304.4
Hopewell	22,354	2182.3
Lexington	6,867	2753
Lynchburg	65,269	1321.5
Manassas	35,135	3537
Manassas Park	10,290	4129
Martinsville	15,416	1407.1
Newport News	180,150	2637.9
Norfolk	234,403	4362.8
Norton	3,904	518.5
Petersburg	33,740	1474.6
Poquoson	11,566	745.4
Portsmouth	100,565	3032.7
Radford	15,859	1615.2
Richmond	197,790	3292.6
Roanoke	94,911	2213.2
Salem	24,747	1696.4
South Boston	8,491	-
Staunton	23,853	1210.3
Suffolk	63,677	159.2
Virginia Beach	425,257	1712.7
Waynesboro	19,520	1270.8
Williamsburg	11,998	1404.1
Winchester	21,947	2526.7

Data Set 2

**VIRGINIA COUNTIES & CITIES COMBINED, LISTED IN
DESCENDING ORDER BY POPULATION SIZE, WITH PEOPLE PER
SQUARE MILE INDICATED**

	<i>Name</i>	<i>2000 Population</i>	<i>Population Density</i>
1	Arlington	2,189,453	7232.3
2	Fairfax	969,749	2454.8
3	Virginia Beach	425,257	1712.7
4	Prince William	280,813	831.3
5	Henrico	262,300	1101.8
6	Chesterfield	259,903	610.5
7	Norfolk	234,403	4362.8
8	Chesapeake	199,184	584.6
9	Richmond	197,790	3292.6
10	Newport News	180,150	2637.9
11	Loudon	169,599	326.2
12	Hampton	146,437	2828
13	Alexandria	128,283	8452
14	Portsmouth	100,565	3032.7
15	Roanoke	85,778	341.9
16	Stafford	92,446	215.4
17	Spotsylvania	90,395	225.5
18	Hanover	86,320	182.6
19	Roanoke	94,911	2213.2
20	Montgomery	83,629	182.6
21	Albemarle	79,236	109.7
22	Augusta	65,615	67.6
23	Lynchburg	65,269	1321.5
24	Suffolk	63,677	159.2
25	Pittsylvania	61,745	63.6
26	Bedford	60,371	80

	<i>Name</i>	<i>2000 Population</i>	<i>Population Density</i>
83	Colonial Heights	16,897	2260.3
84	Goochland	16,863	59.3
85	King George	16,803	93.4
86	Westmoreland	16,718	72.9
87	Giles	16,657	46.6
88	Dickenson	16,395	49.4
89	Radford	15,859	1615.2
90	Nottoway	15,725	50
91	Buckingham	15,623	26.9
92	Martinsville	15,416	1407.1
93	Greene	15,244	97.4
94	Nelson	14,445	30.6
95	Floyd	13,874	36.4
96	Appomattox	13,705	41.1
97	New Kent	13,462	64.2
98	King William	13,146	30.5
99	Lunenburg	13,146	30.5
100	Northampton	13,093	63.1
101	Alleghany	12,926	29.1
102	Clarke	12,652	71.6
103	Madison	12,520	39
104	Sussex	12,504	25.5
105	Northumberland	12,259	63.7
106	Williamsburg	11,998	1404.1
107	Charlotte	11,688	26.3
108	Lancaster	11,567	86.9
109	Poquoson	11,566	745.4
110	Greensville	11,560	39.1
111	Amelia	11,400	32

	<i>Name</i>	<i>2000 Population</i>	<i>Population Density</i>
112	Falls Church	10,377	5225.8
113	Manassas Park	10,290	4129
114	Essex	9,989	38.8
115	Middlesex	9,932	76.2
116	Mathews	9,207	107.5
117	Cumberland	9,017	30.2
118	Richmond	8,809	46
119	South Boston	8,491	
120	Franklin	8,346	999.2
121	Rappahannock	6,983	26.2
122	Charles City	6,926	37.9
123	Bland	6,871	19.2
124	Lexington	6,867	2753
125	Galax	6,837	830.9
126	Surry	6,829	24.5
127	King and Queen	6,630	21
128	Buena Vista	6,349	929.5
129	Covington	6,303	1111.3
130	Bedford	6,299	914
131	Emporia	5,665	821.9
132	Craig	5,091	15.4
133	Bath	5,048	9.5
134	Clifton Forge	4,289	1387.5
135	Norton	3,904	518.5
136	Highland	2,536	6.1

	<i>Name</i>	<i>2000 Population</i>	<i>Population Density</i>
27	Frederick	59,209	142.8
28	Henry	57,930	151.5
29	York	56,297	532.9
30	Fauquier	55,139	84.9
31	Washington	51,103	90.8
32	Campbell	51,078	101.2
33	Danville	48,411	1124.2
34	James City	48,102	336.6
35	Franklin	47,286	68.3
36	Charlottesville	45,049	4389
37	Tazewell	44,598	85.5
38	Harrisonville	40,468	2304.4
39	Wise	40,123	99.3
40	Accomack	38,305	84.1
41	Halifax	37,355	45.6
43	Manassas	35,135	3537
43	Pulaski	35,127	109.6
44	Shenandoah	35,075	68.5
45	Gloucester	34,789	160.6
46	Culpepper	34,262	89.9
47	Petersburg	33,740	1474.6
48	Smyth	33,081	73.2
49	Mecklenburg	32,380	51.9
50	Amherst	31,894	67.1
51	Warren	31,584	147.8
52	Botetourt	30,496	56.2
53	Russell	30,308	63.9
54	Isle of Wright	29,728	94.1

	<i>Name</i>	<i>2000 Population</i>	<i>Population Density</i>
55	Carroll	29,245	61.4
56	Wythe	27,599	59.6
57	Prince George	27,394	124.4
58	Buchanan	26,978	53.5
59	Orange	25,881	75.7
60	Louisa	25,627	51.5
61	Salem	24,747	1696.4
62	Dinwiddie	24,533	48.7
63	Staunton	23,853	1210.3
64	Lee	23,589	54
65	Scott	23,204	43.6
66	Page	23,177	74.5
67	Powhatan	22,377	85.6
68	Hopewell	22,354	2182.3
69	Caroline	22,121	41.5
70	Winchester	21,947	2526.7
71	Fairfax	21,498	3406.9
72	Rockingham	20,808	79.6
73	Fluvanna	20,047	69.8
74	Prince Edward	19,720	55.9
75	Waynesboro	19,520	1270.8
76	Patrick	19,407	40.2
77	Fredericksburg	19,279	1833
78	Brunswick	18,419	32.5
79	Rockbridge	18,350	34.7
80	Grayson	17,917	40.5
81	Southampton	17,482	29.2
82	Bristol	17,367	1346.4

Data Set 3

**VIRGINIA COUNTIES AND CITIES COMBINED, LISTED
ALPHABETICALLY, WITH MEDIAN FAMILY INCOME AND LOCAL
REVENUE PER CAPITA INDICATED**

<i>Row</i>	<i>Name</i>	<i>Median Household Income</i>	<i>Local Revenue Per Capita</i>
1	Accomack	\$27,913	\$927.87
2	Albemarle	\$50,362	\$1,898.66
3	Alleghany	\$38,276	\$1,280.34
4	Amelia	\$36,014	\$987.44
5	Amherst	\$34,936	\$924.12
6	Appomattox	\$34,936	\$815.94
7	Arlington	\$61,940	\$3,649.95
8	Augusta	\$41,445	\$1,019.38
9	Bath	\$34,597	\$2,714.42
10	Bedford	\$43,920	\$1,060.43
11	Bland	\$31,129	\$960.78
12	Botetourt	\$47.96	\$1,147.46
13	Brunswick	\$29,050	\$784.97
14	Buchanan	\$23,052	\$1,611.20
15	Buckingham	\$28,893	\$730.66
16	Campbell	\$36,457	\$924.13
17	Caroline	\$38,098	\$1,263.16
18	Carroll	\$30,098	\$946.51
19	Charles City	\$39,476	\$1,627.33
20	Charlotte	\$28,173	\$904.09
21	Chesterfield	\$58,500	\$1,631.01
22	Clarke	\$49,289	\$1,319.81
23	Craig	\$37,384	\$836.66
24	Culpepper	\$43,960	\$1,417.17
25	Cumberland	\$30,920	\$1,137.23
26	Dickenson	\$23,968	\$1,233.84
27	Dinwiddie	\$23,968	\$1,101.39

<i>Row</i>	<i>Name</i>	<i>Median Household Income</i>	<i>Local Revenue Per Capita</i>
28	Essex	\$34,359	\$1,218.74
29	Fairfax	\$77,707	\$2,997.05
30	Fauquier	\$60,520	\$2,011/25
31	Floyd	\$32,192	\$842.44
32	Fluvanna	\$44,227	\$917.88
33	Franklin	\$36,759	\$1,014.78
34	Frederick	\$46,866	\$1,627.71
35	Giles	\$34,309	\$954.51
36	Gloucester	\$43,523	\$1,233.20
37	Goochland	\$54,709	\$1,770.57
38	Grayson	\$28,427	\$809.49
39	Greene	\$44,033	\$1,264.55
40	Greensville	\$29,683	\$917.18
41	Halifax	\$29,589	\$878.56
42	Hanover	\$58,082	\$1,626.01
43	Henrico	\$47,903	\$1,782.96
44	Henry	\$31,247	\$799.76
45	Highland	\$33,042	\$1,523.34
46	Isle of Wight	\$43,806	\$1,462.59
47	James City	\$56,302	\$2,229.13
48	King and Queen	\$34,341	\$1,494.29
49	King George	\$49,275	\$1,507.07
50	King William	\$47,274	\$1,131.49
51	Lancaster	\$33,042	\$1,191.52
52	Lee	\$23,041	\$494.39
53	Loudoun	\$80,530	\$3,056.68
54	Louisa	\$38,177	\$1,640.43
55	Lunenburg	\$27,177	\$711.34

<i>Row</i>	<i>Name</i>	<i>Median Household Income</i>	<i>Local Revenue Per Capita</i>
56	Madison	\$38,440	\$1,199.38
57	Mathews	\$41,008	\$1,270.47
58	Mecklenburg	\$29,705	\$863.30
59	Middlesex	\$35,468	\$1,325.90
60	Montgomery	\$33,727	\$769.58
61	Nelson	\$35,492	\$1,324.80
62	New Kent	\$52,872	\$1,350.76
63	Northampton	\$26,389	\$1,327.27
64	Northumberland	\$35,684	\$1,272.22
65	Nottoway	\$29,512	\$722.22
66	Orange	\$41,285	\$1,256.68
67	Page	\$32,541	\$782.25
68	Patrick	\$29,133	\$688.89
69	Pittsylvania	\$34,171	\$637.75
70	Powhatan	\$53,126	\$1,250.48
71	Prince Edward	\$29,364	\$817.95
72	Prince George	\$47,404	\$949.92
73	Prince William	\$63,106	\$2,067.53
74	Pulaski	\$33,965	\$1,043.95
75	Rappahannock	\$44,669	\$1,727.95
76	Richmond	\$31,630	\$966.54
77	Roanoke	\$48,943	\$1,493.67
78	Rockbridge	\$35,204	\$1,499.14
79	Rockingham	\$40,405	\$1,039.63
80	Russell	\$26,879	\$928.81
81	Scott	\$27,689	\$635.89
82	Shenandoah	\$37,976	\$1,049.79

<i>Row</i>	<i>Name</i>	<i>Median Household Income</i>	<i>Local Revenue Per Capita</i>
83	Smyth	\$29,905	-
84	Southampton	\$33,317	\$1,009.80
85	Spotsylvania	\$55,534	\$1,506.09
86	Stafford	\$65,306	\$1,612.06
87	Surry	\$34,587	\$2,677.38
88	Sussex	\$29,457	\$1,592.56
89	Tazewell	\$27,734	\$796.79
90	Warren	\$41,780	\$1,157.64
91	Washington	\$33,017	\$943.57
92	Westmoreland	\$33,608	\$1,050.92
93	Wise	\$26,656	\$959.46
94	Wythe	\$31,804	\$1,086.32
95	York	\$57,013	\$1,701.72
Cities			
96	Alexandria	\$54,495	\$3,403.59
97	Bedford	\$29,201	\$1,514.54
98	Bristol	\$28,841	\$1,894.37
99	Buena Vista	\$31,938	\$1,513.25
100	Charlottesville	\$31,768	\$2,921.50
101	Chesapeake	\$48,391	\$1,967.82
102	Colonial Heights	\$42,870	\$2,262.11
103	Covington	\$29,973	\$2,192.09
104	Danville	\$27,137	\$1,269.08
105	Emporia	\$28,466	\$2,547.18
106	Fairfax	\$65,144	\$3,816.07
107	Falls Church	\$72,985	\$4,635.22
108	Franklin	\$30,900	\$2,031.74
109	Fredericksburg	\$35,502	\$3,046.34

<i>Row</i>	<i>Name</i>	<i>Median Household Income</i>	<i>Local Revenue Per Capita</i>
110	Galax	\$27,534	\$1,829.27
111	Hampton	\$37,094	\$1,821.02
112	Harrisonburg	\$30,598	\$1,432.03
113	Hopewell	\$32,816	\$1,618.95
114	Lexington	\$30,598	\$1,478.74
115	Lynchburg	\$31,550	\$2,122.59
116	Manassas	\$57,851	\$2,433.84
117	Manassas Park	\$55,106	\$2,168.93
118	Martinsville	\$27,450	\$1,575.56
119	Newport News	\$35,014	\$1,930.62
120	Norfolk	\$29,159	\$1,918.34
121	Norton	\$24,761	\$1,900.25
122	Petersburg	\$28,202	\$1,479.47
123	Poquoson	\$60,568	\$1,627.40
124	Portsmouth	\$31,459	\$1,699.99
125	Radford	\$27,265	\$1,053.26
126	Richmond	\$30,169	\$2,480.49
127	Roanoke	\$29,801	\$1,968.22
128	Salem	\$39,057	\$2,127.64
129	Staunton	\$32,583	\$1,655.00
130	Suffolk	\$39,144	\$1,856.68
131	Virginia Beach	\$46,576	\$1,856.68
132	Waynesboro	\$32,996	\$1,684.34
133	Williamsburg	\$35,255	\$2,433.17
134	Winchester	\$34,661	\$2,336.12

Data Set 4

VIRGINIA COUNTIES & CITIES COMBINED, LISTED
ALPHABETICALLY, WITH THE FISCAL STRESS INDEX AND STATE
AID LISTED

<i>Row</i>	<i>Name</i>	<i>Fiscal Stress 2004/2005</i>	<i>Federal & State Aid</i>
1	Accomack	165.18	\$36,382,371.00
2	Albemarle	152.94	\$55,216,287.00
3	Alleghany	173.54	\$20,673,786.00
4	Amelia	161.48	\$10,912,159.00
5	Amherst	167.84	\$27,686,500.00
6	Appomattox	166.36	\$14,407,375.00
7	Arlington	140.83	\$83,269,964.00
8	Augusta	160.48	\$59,794,410.00
9	Bath	138.86	\$3,366,763.00
10	Bedford	158.72	\$52,324,881.00
11	Bland	171.39	\$6,660,380.00
12	Botetourt	156.42	\$25,508,053.00
13	Brunswick	172.18	\$17,072,006.00
14	Buchanan	178.13	\$25,184,280.00
15	Buckingham	168.86	\$15,078,207.00
16	Campbell	166.69	\$51,041,012.00
17	Caroline	160.09	\$21,644,400.00
18	Carroll	171.08	\$25,790,947.00
19	Charles City	164.995	\$5,911,161.00
20	Charlotte	172.07	\$18,607,904.00
21	Chesterfield	156.63	\$251,628,702.00
22	Clarke	144.62	\$9,180,415.00
23	Craig	165.04	\$4,801,247.00
24	Culpepper	156.42	\$33,329,633.00
25	Cumberland	170.61	\$9,989,329.00
26	Dickenson	177.77	\$18,482,363.00

<i>Row</i>	<i>Name</i>	<i>Fiscal Stress 2004/2005</i>	<i>Federal & State Aid</i>
27	Dinwiddie	164.56	\$28,207,261.00
28	Essex	164.08	\$9,591,936.00
29	Fairfax	140.56	\$437,920,188.00
30	Fauquier	140.97	\$41,274,533.00
31	Floyd	164.46	\$13,335,850.00
32	Fluvanna	156.2	\$19,050,834.00
33	Franklin	161.34	\$40,411,296.00
34	Frederick	155.79	\$57,413,944.00
35	Giles	167.93	\$15,958,011.00
36	Gloucester	162.47	\$33,741,362.00
37	Goochland	136.73	\$7,708,309.00
38	Grayson	170.34	\$15,880,089.00
39	Greene	162.38	\$16,872,405.00
40	Greensville	176.11	\$12,931,517.00
41	Halifax	166.33	\$48,929,025.00
42	Hanover	150.14	\$78,453,163.00
43	Henrico	158.51	\$234,418,746.00
44	Henry	171.75	\$52,409,449.00
45	Highland	157.59	\$2,740,961.00
46	Isle of Wight	159.3	\$28,058,778.00
47	James City	154.67	\$35,995,489.00
48	King and Queen	167.87	\$6,983,920.00
49	King George	151.8	\$17,740,812.00
50	King William	158.22	\$11,854,113.00
51	Lancaster	154.25	\$6,773,132.00
52	Lee	173.1	\$30,407,356.00
53	Loudon	134.01	\$118,387,475.00
54	Louisa	153.83	\$18,205,564.00

<i>Row</i>	<i>Name</i>	<i>Fiscal Stress 2004/2005</i>	<i>Federal & State Aid</i>
55	Lunenburg	170.68	\$12,624,308.00
56	Madison	158.44	\$10,528,635.00
57	Mathews	158.17	\$7,429,583.00
58	Mecklenburg	169.38	\$31,603,912.00
59	Middlesex	156.84	\$7,227,968.00
60	Montgomery	166.13	\$53,280,332.00
61	Nelson	160.27	\$12,061,084.00
62	New Kent	150.89	\$12,776,638.00
63	Northampton	163.93	\$14,138,862.00
64	Northumberland	156.41	\$7,335,933.00
65	Nottoway	170.39	\$16,090,434.00
66	Orange	157.43	\$22,821,867.00
67	Page	165.42	\$22,219,291.00
68	Patrick	170.01	\$17,503,845.00
69	Pittsylvania	166.18	\$61,814,102.00
70	Powhatan	151.13	\$20,696,439.00
71	Prince Edward	170.45	\$19,606,429.00
72	Prince George	163.79	\$35,425,436.00
73	Prince William	153.04	\$312,910,000.00
74	Pulaski	169.38	\$33,532,070.00
75	Rappahannock	140.8	\$4,794,878.00
76	Richmond	166.93	\$8,352,627.00
77	Roanoke	162.31	\$73,114,916.00
78	Rockbridge	164	\$16,521,854.00
79	Rockingham	163.87	\$61,220,596.00
80	Russell	173.63	\$32,384,963.00
81	Scott	171.73	\$26,035,941.00

<i>Row</i>	<i>Name</i>	<i>Fiscal Stress 2004/2005</i>	<i>Federal & State Aid</i>
82	Shenandoah	158.74	\$32,143,733.00
83	Smyth	172.23	\$39,396,057.00
84	Southampton	165.79	\$19,418,991.00
85	Spotsylvania	152.9	\$108,297,321.00
86	Stafford	150.68	\$121,690,388.00
87	Surry	154.98	\$4,492,794.00
88	Sussex	184.55	\$11,070,902.00
89	Tazewell	170.44	\$45,261,046.00
90	Warren	157.12	\$28,908,647.00
91	Washington	165.15	\$40,376,557.00
92	Westmoreland	162.09	\$13,276,301.00
93	Wise	176.24	\$44,322,429.00
94	Wyth	176.24	\$27,113,887.00
95	York	156.47	\$58,292,819.00
<i>Cities</i>			
96	Alexandria	145.15	\$52,650,151.00
97	Bedford	175.34	\$5,932,268.00
98	Bristol	178.51	\$21,175,205.00
99	Buena Vista	178.04	\$9,109,720.00
100	Charlottesville	173.8	\$41,236,997.00
101	Chesapeake	169.11	\$234,307,497.00
102	Colonial Heights	169.65	\$16,757,994.00
103	Covington	185.35	\$7,657,854.00
104	Danville	179.43	\$56,861,850.00
105	Emporia	189.33	\$7,250,437.00
106	Fairfax	145.5	\$8,054,065.00
107	Falls Church	134.58	\$5,948,971.00
108	Franklin	185	\$11,675,922.00

<i>Row</i>	<i>Name</i>	<i>Fiscal Stress 2004/2005</i>	<i>Federal & State Aid</i>
109	Fredericksburg	163.98	\$15,661,998.00
110	Galax	180.49	\$8,989,506.00
111	Hampton	180.97	\$157,280,002.00
112	Harrisonburg	175.14	\$24,889,245.00
113	Hopewell	179.99	\$29,758,997.00
114	Lexington	174.12	\$5,083,592.00
115	Lynchburg	181.8	\$65,685,647.00
116	Manassas	160.94	\$34,396,415.00
117	Manassas Park	163.41	\$13,219,240.00
118	Martinsville	183.86	\$20,855,849.00
119	Newport News	180.63	\$209,655,085.00
120	Norfolk	185.13	\$254,318,695.00
121	Norton	179.24	\$4,971,691.00
122	Petersburg	184.78	\$49,390,214.00
123	Poquoson	155.65	\$12,641,091.00
124	Portsmouth	183.37	\$116,391,323.00
125	Radford	177.56	\$11,108,018.00
126	Richmond	179.57	\$208,916,912.00
127	Roanoke	179	\$108,106,243.00
128	Salem	173.41	\$21,426,905.00
129	Staunton	174.69	\$22,531,225.00
130	Suffolk	166.65	\$84,313,086.00
131	Virginia Beach	166.74	\$401,536,454.00
132	Waynesboro	174.58	\$19,365,689.00
133	Williamsburg	168.05	\$4,457,171.00
134	Winchester	164.47	\$21,466,997.00

Lesson 1

❖ Knowing Your Locality

❖ Objective

Students will know when the locality was founded, what type of government it is, and how it compares to other Virginia localities in terms of size, density, and recent growth.

❖ Materials

Scenario 1, Data Sets 1 and 2, relevant maps, and locally obtained historical information.

❖ Vocabulary

County

Independent city

Town

Population density

❖ Exercises

1.1 *After reading the scenario, have students identify their home locality in terms of the sort of localities the bus passes through. How many of the different kinds of localities have students visited? How do these differ? In what ways are they alike?*

1.2 *List the surrounding localities and some of the localities the students mentioned on the blackboard. Using the maps, have students work individually or in teams to identify the names and types of jurisdictions within a short drive such as 30 miles. Using the data sets, how quickly can the students find their size and population density? How do the home locality and one other locality in your area rank statewide?*

1.3 *Assign individual students or teams to find out some additional information about your locality. When was it established? What happened in the locality during specific 20-year*

periods in its history? How much growth has occurred since the Census of 1980 (or any other Census for which the information is available)? Has there been a change of local government boundaries or a change in type of jurisdiction in the past 10 or 20 years?

Lesson 2

❖ **Governmental Structure**

❖ Objective

Students will know the form of government of their locality, the principal elected officials, and the principal appointed officials. They will also develop an appreciation for how the form of government structures relationships among officials and with citizens.

❖ Materials

Scenario 1, an organization chart of the local government, and a classroom visit by an elected official and/or by the local government manager (or a professional from the manager's office).

❖ Vocabulary

City (or town) manager

County administrator

Board of supervisors (for counties) City (or town) council

Constitutional officers

Election

Referendum

❖ Exercises

2.1 *Using Scenario 1, have students, working individually or in teams, list items mentioned that are functions of local government and people who are officials.*

2.2 *Using the lists generated in 2.1, have the students identify on the organization chart what offices in your local government are responsible for the functions listed. To whom are the people who carry out these functions responsible? Record questions about authority and responsibility for use when the official visits the class.*

2.3 *All Virginia cities and counties have professional managers who serve at the pleasure of the elected council or board of supervisors. Discuss the advantages and disadvantages of professional leadership in administration. Divide the class into two groups and have them debate whether it would be advisable to try a different form of government.*

Lesson 3

❖ **Governmental Functions**

❖ Objective

Students will understand the governmental functions that are primarily the responsibility of the locality and be able to relate the performance of functions with budget priorities and the economic situation of the community.

❖ Materials

Scenario 1, Data Sets 2 and 3, a map of the locality, and copy of the budget of the locality (or a summary of revenue sources and expenditure objects). This lesson is also suitable background to prepare students for a visit from the manager or a professional from the manager's office. The office of your local government manager will also be able to help you identify other useful documents on government activities and how they are paid for.

❖ Vocabulary

Public utilities

Revenue

Expenditure

Budget

❖ Exercises

3.1 Referring to Scenario 1, have individual students or teams make an inventory of local government functions that they encounter on a daily basis. Are the items in the inventory paid for through taxes (streets, traffic control) or through user fees (water, sewerage)? Keep a list of questions to ask your visiting speaker.

3.2 Discuss the budget summary. Rank the budget expenditure items in descending order. Do these priorities reflect what the

class considers the most important services for their community?

3.3 *Using Data Sets 2 and 3, assign teams of students to find their own locality and note size, population density, median family income, and local revenue per capita. The teams should then compare their locality with at least four other localities that are significantly different-in governmental type, region, size, density, etc. How do incomes differ? How does local revenue differ? What characteristics seem to promote greater local revenue production?*

3.4 *Do the same as 3.3, but have students find similar localities and compare them with their locality.*

3.5 *As a class project, keep a scrapbook for a period of time, such as 2 weeks or a month, of news stories that emphasize local government functions or finance.*

Lesson 4

❖ Policymaking

❖ Objective

Students will develop an awareness of policymaking as the interaction among elected officials, professional officials, and the public in the context of a particular community and a complex web of intergovernmental relations.

❖ Materials

Scenario 2, Data Set 4, a visit by an official (for this scenario it could be a state legislator, a member of the local governing body, or a professional from the manager's office), a map of Virginia, and a summary of the local budget.

❖ Vocabulary

Professionalism in government

Applied research

State aid

Dillon's Rule

❖ Exercises

4.1 *Divide the class into two groups to debate whether the public should support the study group's proposal in the scenario. Discuss what the role of professionals should be in developing policy proposals. How does the visitor to the class define the respective roles of elected officials, appointed officials, and the public?*

4.2 *Assign individual students or teams homework requiring them to clip newspaper articles or keep diaries of broadcast accounts of studies or reports requested by the local governing body or the local government administration and the public reactions to the study or report. Discuss what kind of training or education an official should have to prepare a good report. Ask*

a local government visitor what the qualifications are for someone to become a manager.

4.3 *State financial aid, in the form of a grant, was important to the scenario study group's proposal. Referring to the local budget, have individual students or teams identify local revenue items that come from the state. Then have them find their locality's fiscal stress index and amount of state revenue per capita. Have each individual or team compare their home locality with others, assigning a different characteristic for each group to explore - region of the state, size, type of government, for example. Which types of jurisdiction have greater stress? Which get more aid? Discuss how limited revenue affects what government can do.*

4.4 *Localities receive their powers from state government. Ask the classroom visitor whether localities should have more powers. Later, have the class discuss their reactions to the idea that local government should have more power.*

Lesson 5

❖ Public Participation

❖ Objective

Students will learn how the public can formally participate in policymaking in today's complex government.

❖ Materials

Scenario 2, a map of the locality, an agenda of an upcoming meeting of the local governing body, and a planned visit by the class (or class representatives) to that meeting.

❖ Vocabulary

Public hearing

News media

Public opinion

Neighborhood organization

❖ Exercises

***5.1** In class review the agenda. Can the students identify any items that involve prior public controversy or discussion? As in the issue in the scenario, are there any items that involve a broader issue such as environmental preservation? Do any involve a particular neighborhood or section of the locality? Have each student who will attend the meeting make a list of questions about agenda items that they themselves will answer after witnessing the meeting*

***5.2** Have students who attend the meeting keep notes on who speaks to particular agenda items. They should try to determine whether participants speak as individuals or as representatives of a group. Invite them to discuss what kind of presentation is the most effective. If relevant, refer back to the scenario and ask the class to discuss whether that neighborhood would benefit from having a formal neighborhood organization.*

5.3 *Have at least one student who attends the meeting assigned to determine what members of the news media are there and how they carry out their reporting responsibilities. Make sure that some members of the class monitor news reports of the meeting and bring clippings or broadcast diaries to class how do the news accounts compare to the students' accounts? Lead a discussion exploring any differences. Have the class vote on whether citizens have a responsibility to inform themselves directly about local government.*

5.4 *If possible, have students whose families are members of a neighborhood organization attend a meeting of the organization. They should take notes and be prepared to make a report that identifies who attended, how the meeting was conducted, and whether anyone from local government was at the meeting or will be contacted about the business of the meeting. Have the class discuss the difference between the neighborhood organization meeting and the meeting of the governing body.*

❖ Glossary for Students

Applied research- Gathering and interpreting reliable information about particular matters of the concern to local government. This is often done by professionals trained for the task.

Board of supervisors (for counties)-Local governing body of counties; the elected local representatives of the public

Budget-Annual statement of a local government's revenues and expenditures prepared by the manager and enacted by the local governing body. The budget must provide for balanced expenditures and revenues.

City (independent)-Distinctive feature of Virginia local government. Virginia cities are not located in counties. There is no overlap of city and county government, unlike most other states. Historically organized to serve densely settled, nonagricultural areas.

City (or town) manager-Person appointed by council to serve as chief executive officer of the local government; directs daily activities of local government.

City (or town) council-Local governing body of cities (or towns); the elected local representatives of the public.

Constitutional officers-The Virginia Constitution directs that each county and city will elect a sheriff, a clerk of the circuit court, a commonwealth's attorney, a commissioner of the revenue, and a treasurer. Each office operates separately from the local government.

County-Original unit of Virginia local government. Historically organized for a large area with a scattered population.

County Administrator-Person appointed by the board of supervisors to serve as chief executive officer of the local government; directs daily activity of local government.

Dillon's Rule-A rule of judicial interpretation of the legal powers of local government in Virginia. Local government has only those powers that have been explicitly granted by state government.

Election-The central event in democratic government where the voters choose who will exercise governing authority.

Expenditure-Term used to designate spending by government. Further distinguished as current expenditures-operating costs like payroll and supplies-and capital expenditures-permanent improvements like roads, bridges, and public buildings.

Neighborhood organization- A nongovernmental organization of citizens in a given area that may cooperate with local government to improve the area.

News media-Public sources of information like newspapers, radio, internet, and television that the public may consult to find out about government and political activity.

Population density-How closely people live together; usually expressed in terms of residents per square mile.

Professionalism in government-In Virginia local government, the widespread practice of having governmental activities carried out by men and women trained to provide efficient, effective, and ethical public service.

Public hearing-An open meeting of a governmental organization specifically for the purpose of inviting the public to speak on a specific issue.

Public opinion- How people feel about a particular matter. It is shaped by a complex interaction of existing sentiments, news media reporting, and other forms of communication.

Public utilities- Basic physical improvements in a community that allow people to live closely together-public water, public sewers, streets, and lighting, for example. Some public utilities like electricity and telephone service are provided by regulated private companies.

State aid-Money provided by the state to a locality for a certain purposes.

Town-Like cities, historically organized to serve densely settled, nonagricultural areas. Unlike cities, Virginia towns remain part of the county in which they are located and share governmental functions with county government

Referendum - Direct public vote at an election on a specific issue.

Revenue-Money taken in by local government through taxes, fees, payments for service, aid from other levels of government, and other sources.