

REPORT
ON THE
CITY OF EMPORIA—COUNTY OF GREENSVILLE
CONSOLIDATION ACTION



COMMISSION ON LOCAL GOVERNMENT
COMMONWEALTH OF VIRGINIA

CITY OF EMPORIA - GREENSVILLE COUNTY
CONSOLIDATION ACTION

Commission on Local Government

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CITY OF EMPORIA - COUNTY OF GREENSVILLE
CONSOLIDATION ACTION

DEVELOPMENT OF CONSOLIDATION AGREEMENT

On July 31, 1978 petitions signed by the requisite number of residents of the City of Emporia and Greensville County were filed with the Emporia City Council and the Greensville County Board of Supervisors, respectively, pursuant to Section 15.1-1132 of the Code of Virginia, requesting the governing bodies to effect an agreement consolidating the two jurisdictions and to submit subsequently the plan of consolidation to referendum.¹ Further, in accordance with statutory direction, copies of the petitions were also presented to the Circuit Court of Greensville County. On April 1, 1981, after determining that the governing bodies of the City and the County had failed to effect the consolidation agreement requested by the citizens' petitions, and in accordance with Section 15.1-1132 of the Code of Virginia, the Circuit Court of Greensville County appointed two committees of five citizens each to serve in lieu of the Emporia City Council and the Greensville County Board of Supervisors, respectively, for the purpose of developing a consolidation agreement.²

Due to actions by the City before the Circuit Court of Greensville County and subsequently before the Supreme Court of Virginia challenging the constitutionality of certain provisions of Section 15.1-1132 of the Code of Virginia, efforts by the Citizen Committees to develop a consolidation plan were delayed for approximately three

¹Sec. 15.1-1132 of the Code of Virginia permits the qualified voters of a locality to initiate the development of a consolidation agreement by petition signed by not less than 5% of the residents of that locality registered to vote as of the 1st day of January of the year in which the petition is filed.

²The provision of the Code of Virginia authorizing citizen petitions for the initiation of consolidation proceedings allows the governing body of locality receiving the petition one year within which to develop the requested consolidation agreement. If the governing body of the locality fails for any reason to develop a consolidation agreement pursuant to the citizen petition within the one-year period, the judge of the circuit court serving the locality "shall appoint" a committee of five citizens "to act for and in lieu of" the governing body. As a result of petitions filed separately by

years.³ On April 26, 1984, following the issuance of an opinion by the Virginia Supreme Court affirming the constitutionality of Section 15.1-1132 of the Code of Virginia, the Circuit Court of Greensville County reappointed the two committees and entered an order directing the revived committees to perfect a consolidation agreement.⁴ Following several months of meetings between the two committees, a consolidation agreement proposing the establishment of the consolidated City of Emporia was approved by the collective membership and subsequently submitted to the Circuit Court of Greensville County

residents of the City of Emporia and Greensville County, Citizen Committees were appointed for both localities.

³In March 1981 the City Council of Emporia filed a motion to dismiss the petition proceedings initiated by the voters of the City of Emporia, arguing that Sec. 15.1-1132 of the Code of Virginia was an unconstitutional delegation of legislative authority by the General Assembly and an impermissible substitution of an appointed committee for the elected City Council of Emporia. Following a hearing held on April 1, 1981 the Circuit Court denied the City's motion to dismiss, whereupon the City appealed the ruling to the Virginia Supreme Court and prompted a suspension in action by Citizens Committees until the resolution of the constitutional question. Activities by the Citizens Committees were also delayed by an annexation action filed by the City with the Commission on Local Government on December 11, 1981 whereby Emporia sought to annex 6.7 square miles of County territory. Following several months of negotiation between the City and County the parties signed an intergovernmental agreement on September 9, 1982 which included provisions granting Emporia an annexation of 4.3 square miles of territory in Greensville County. The effective date of the annexation was to be delayed, however, until the citizen-initiated consolidation issue was terminated by action of the Virginia Supreme Court affirming the City's constitutional challenge to Sec. 15.1-1132 of the Code of Virginia or resolved by vote of the electorate. In an opinion rendered on January 20, 1984 the Supreme Court of Virginia held that Sec. 15.1-1132 of the Code of Virginia was "not facially unconstitutional" and thereby permitted a continuance of the consolidation effort. (City Council v. Newsome, 226 Va. 518, 524.) If the consolidation action is approved by the voters of the two jurisdictions, the annexation issue is moot. (See Commission on Local Government, Report on The City of Emporia - County of Greensville Annexation Agreement, May 1983.)

⁴Appointed by the Circuit Court of Greensville County to serve as members of the reconstituted Citizens Committee representing the City of Emporia were J. Reid Wrenn, C. B. Harding, Jr., William

on February 26, 1985.⁵ At the request of that Court, a special three-judge court was appointed on September 6, 1985 pursuant to Section 15.1-1170 of the Code of Virginia to determine if the proposed consolidated jurisdiction met the statutory criteria for consolidation as a city and, if so, to order a referendum on the question.

By order entered on January 14, 1986 the Special Court designated to review the consolidation agreement directed this Commission to file a report relative to the proposed consolidation. Pursuant to the Court's order, the Commission met with representatives of the two Citizens Committees, Greensville County, and the City of Emporia on February 12, 1986 for purposes of establishing a schedule for its review of the proposed consolidation.⁶ Consistent with the schedule adopted at that meeting, the Commission held a public hearing, advertised in accordance with Section 15.1-945.7(B) of the Code of Virginia, on the evening of April 28, 1986 at the Emporia Elementary School. That hearing was attended by approximately 60 persons and produced testimony from 21 individuals. In order to receive additional public comment, the Commission kept open its record for the receipt of written submissions from the public through May 28, 1986.

In addition, as part of its overall review, the Commission toured relevant areas and facilities in the City and County on April 27, 1986, and the following day received oral presentations on the proposed consolidation from representatives of Emporia and Greensville

Howell, Roosevelt Skeeter, and Irma Slate. The reappointed Citizens Committee representing Greensville County included as its members C. Gilbert Hudson, Jr., Stephen W. Ferguson, J. L. Grant, Jr., Eudora P. Mullens, and W. C. Slate, Jr. The Citizens Committees selected Mr. J. Reid Wrenn and C. Gilbert Hudson, Jr. as Co-Chairmen of the Joint Citizens Committees on Consolidation.

⁵Between May 1984 and February 1985 the two Citizens Committees held approximately 20 meetings in their effort to develop a plan of consolidation. See Appendix A for the complete text of the Consolidation Agreement.

⁶On April 1, 1986, representatives of Citizens Committees filed with the Commission documents and exhibits in support of the proposed consolidation. (See County of Greensville, Greensville

County. Further, comment was solicited by the Commission from five other local governments in the region which were potentially affected by the proposed consolidation.

SCOPE OF REVIEW

The statute establishing the Commission on Local Government states that the fundamental purpose of the General Assembly in creating such a body was to provide a means to "help ensure that all of [the Commonwealth's] counties, cities and towns are maintained as viable communities in which their citizens can live."⁷ With this expression of legislative intent as a guide, the Commission is charged with the responsibility of reviewing certain proposed consolidations, as well as other local boundary change and governmental transition issues, before such proposed actions are presented to the courts for disposition. In undertaking such reviews, the Commission is required to "investigate, analyze, and make findings of fact, as directed by law, as to the probable effect on the people" residing in areas affected by the proposed action.⁸ While the Code of Virginia directs that the Commission's findings and recommendations in each instance be based upon the standards and criteria prescribed by law for the disposition of the issue in question, the Commission is also cognizant of the fact that its analyses also must be guided generally by the General Assembly's concern for the preservation of the viability of all Virginia localities.⁹

In this report the Commission will review a consolidation action proposing the governmental integration of the City of Emporia and

County Consolidation Exhibits, 2 vols.)

⁷Sec. 15.1-945.1, Code of Va.

⁸Sec. 15.1-945.3, Code of Va.

⁹Sec. 15.1-945.7(B), Code of Va.

Greensville County. To our knowledge, this is only the second instance in which any state judicial or administrative body in the nation has been confronted with the task of critically reviewing a proposed governmental consolidation.¹⁰ We trust that this report will be of assistance to the court, the citizens and elected leadership of the affected jurisdictions, and the Commonwealth generally with respect to the protection and preservation of the viability of local governments in Virginia.

GENERAL CHARACTERISTICS OF THE CITY OF EMPORIA, GREENSVILLE COUNTY
AND THE PROPOSED CONSOLIDATED CITY

CITY OF EMPORIA

The City of Emporia, whose legal origins can be traced to 1796, was incorporated as a town in 1887 and was granted city status in 1967.¹¹ The City, whose last major annexation occurred in 1947, experienced a population loss during the decade of the 1970s, with its populace decreasing between 1970 and 1980 from 5,300 to 4,840 persons, or by 8.7%.¹² Official population estimates for 1984 indicate that the City's population had declined to 4,800 persons, a decrease of 0.8% since the preceding decennial census.¹³ Based on

¹⁰Previous consolidation issues in Virginia have been effected by referendum or accomplished by other statutory arrangements which did not require prior critical analysis by the courts or by an administrative body. The Commission on Local Government is not required to review consolidations which propose the creation of consolidated counties.

¹¹See City of Emporia, Annexation Exhibits (hereinafter cited as Emporia Exhibits), Dec. 1981, Exh. 5. These cited exhibits were submitted to the Commission by the City of Emporia in support of its annexation action initiated in December 1981. See Appendix B for a statistical profile of the City of Emporia, and Greensville County.

¹²U. S. Department of Commerce, Bureau of the Census, 1980 Census of Population, Number of Inhabitants, Virginia, Table 2.

¹³Julia H. Martin and David W. Sheatsley, Estimates of the Population of Virginia Counties and Cities: 1983 (Final) and 1984 (Provisional) (Charlottesville: Tayloe Murphy Institute, University of

its population estimate for 1984 and its present land area of 2.4 square miles, Emporia has a population density of 2,000 persons per square mile.

In terms of the nature of its population, the evidence indicates that the City's populace is considerably older and has a lower average income than the State as a whole. Data reveal that, as of 1980, the median age of Emporia residents was 36.8 years, a statistic significantly higher than that for the State overall (29.8 years).¹⁴ In addition, the percentage of the City's 1980 population age 65 and over was 18.6%, or nearly double the comparable figure for the State generally (9.5%).¹⁵ With regard to income, State data indicate that the per capita adjusted gross income (AGI) of Emporia residents as reported for State tax purposes in 1984 was \$7,780, or only 81.8% of the comparable figure for Virginia overall (\$9,514).¹⁶ Further, statistics reveal that, as of 1986, the estimated median family income in Emporia was \$21,476, or only 69.0% of the same measure for the Commonwealth as a whole (\$31,148).¹⁷

With respect to the general fiscal health of the City of Emporia, a 1985 study by the State's Joint Legislative Audit and Review Commission (JLARC) suggested that Emporia is one of the Commonwealth's

Virginia, 1985).

¹⁴U. S. Department of Commerce, Bureau of the Census, 1980 Census of Population, General Social and Economic Characteristics, Virginia, Tables 62, 171.

¹⁵Ibid.

¹⁶John L. Knapp and Robert W. Cox, Distribution of Virginia Adjusted Gross Income By Income Class and Locality, 1984 (Charlottesville: Tayloe Murphy Institute, University of Virginia, 1985). It should be noted that the "adjusted gross income" (AGI) statistic is derived from State income tax returns and does not include certain forms of nontaxable personal income. See the definition of AGI given in Appendix J, n. 2.

¹⁷John L. Knapp and Robert W. Cox, Projected 1986 Median Family and Median Household Income in Virginia's Counties, Cities, MSAs, and Planning Districts (Charlottesville: Tayloe Murphy

more fiscally stressed localities. Based on consideration of five factors (revenue capacity, change in revenue capacity, tax effort, change in tax effort, and indicators of poverty), the JLARC study found that, as of 1983, only 10 of Virginia's 136 counties and cities had a degree of fiscal stress greater than that calculated for the City of Emporia.¹⁸

In terms of the City's physical development, 1982 land use data (the latest available) reveal that 29.4% of Emporia's total area was then devoted to residential usage, 7.8% to commercial enterprise, and 6.9% to industrial activity. Further, the 1982 statistics indicate that the City retained 545 acres (35.6% of its total area) of vacant land. Exclusive of the vacant land located within the 100-year floodplain (155 acres), Emporia retained approximately 390 acres, or 25.5% of its total area, vacant and free from environmental

Institute, University of Virginia, June 1986). According to this report, only 14 of the Commonwealth's counties and cities had a lower median family income than Emporia. The income concept used in this report encompasses all forms of money income except capital gains, but it excludes nonmonetary incomes such as net imputed rent from owner-occupied houses and the value of food stamps.

¹⁸Joint Legislative Audit and Review Committee, Local Fiscal Stress and State Aid, House Document No. 4, 1986, Appendix A. For this study JLARC developed four different methods for measuring local fiscal stress, but the statistics cited here are based on Method 1. While, in general, there is a high degree of convergence in the results generated by the four distinct methods, Method 1 is preferred by JLARC due to the added weight given "change in revenue capacity" and "tax effort" in that calculation. In support of Method 1 JLARC stated:

"The 'change in revenue capacity' and 'level of tax effort' indicators were given added weight on the composite index because of their importance in assessing fiscal position. A local government with a low growth in its tax base faces the immediate stress of having to increase revenue through taxation or having to cut operations or service expenditures. The level of tax effort was weighted more heavily because a local government with high tax effort has little flexibility to increase revenues by raising taxes." (Ibid., p. 23.)

constraints affecting its development potential.¹⁹ The City has asserted, however, that many of the vacant parcels within its current corporate boundaries are restricted in their development potential by size, location, and appropriate land use considerations.

Although the previously cited evidence suggests that the City of Emporia confronts major demographic and fiscal difficulties, it remains a focal point of the economic and corporate life of its general area. Between 1975 and 1985 the number of nonagricultural wage and salary employment positions in the City increased from 2,820 to 3,173 positions, or by 12.5%.²⁰ Further, a 1980 study disclosed that 2,932 persons commuted to Emporia from outlying jurisdictions for their employment, with 2,230 of the total coming from Greensville County.²¹ Finally, the significant concentration of governmental offices, medical and professional facilities, and retail outlets in the City emphasizes the importance of Emporia to the surrounding area.

GREENSVILLE COUNTY

Greensville County was formed in 1781 from territory previously a part of Brunswick County.²² In contrast to the City of Emporia, between 1970 and 1980 the County's population increased from 9,604 to 10,903 persons, or by 13.5%.²³ Official State population estimates

¹⁹Emporia Exhibits, Exh. 12.

²⁰Virginia Employment Commission, Population and Labor Force Data, 1975; and Covered Employment and Wages in Virginia for Quarter Ending June 30, 1985.

²¹Michael A. Spar, Transportation and Commuting in Virginia, 1980 (Charlottesville: Tayloe Murphy Institute, University of Virginia, 1984), Appendix 1.

²²J. Devereux Weeks, Dates of Originia, Virginia Counties and Municipalities (Charlottesville: Institute of Government, University of Virginia, 1967.)

²³1980 Census of Population, Number of Inhabitants, Virginia, Table 2. Also located in Greensville County is a portion of the Town of Jarratt. In 1980 the portion of that municipality in Greensville

for 1984, however, place the County's population at 10,200, a decrease of 6.5% since the 1980 census.²⁴ The County's 1984 estimated population and its land area of 299.6 square miles give it a population density of 34.9 persons per square mile.²⁵

With respect to the characteristics of its population, the evidence discloses that in terms of age Greenville County's populace is similar to that of the State as a whole. Data reveal that, as of 1980, the median age of County residents was 28.9 years, only marginally less than that for the State overall (29.8 years).²⁶ Moreover, the percentage of the County's 1980 population age 65 and over was 10.8%, a statistic slightly higher than that for the State generally (9.5%).²⁷

In terms of income, however, statistics indicate that residents of Greenville County are considerably poorer than those of the State collectively. Virginia Department of Taxation data for 1984 disclosed that Greenville County residents recorded a per capita AGI of \$6,140, or only 64.5% of the comparable figure for the State generally (\$9,514).²⁸ Further, a recent study reported that the median family income in Greenville County at \$22,257, or only 71.5% of the comparable figure for the State as a whole (\$31,148).²⁹

County contained 449 persons. (Ibid.)

²⁴Estimates of the Population of Virginia Counties and Cities: 1983 (Final) and 1984 (Provisional).

²⁵The County's land area is given in Virginia Department of Highways and Transportation, "Area in Square Miles of Virginia's Counties," Dec. 1981.

²⁶1980 Census of Population, General Social and Economic Characteristics, Virginia, Tables 62, 171.

²⁷Ibid.

²⁸Distribution of Virginia Adjusted Gross Income By Income Class and Locality.

²⁹Projected 1986 Median Family and Median Household Income in Virginia's Counties, Cities, MSAs, Planning Districts.

Finally, with regard to the County's general fiscal condition, the previously cited study completed by JLARC in 1985 revealed that while the County had a high degree of fiscal stress, its fiscal condition was slightly better than that of the City of Emporia. Nevertheless, based on consideration of the same five factors (revenue capacity, change in revenue capacity, tax effort, change in tax effort, and poverty indicators), the JLARC study found that, as of 1983, only 15 of the Commonwealth's 136 counties and cities had a degree of fiscal distress which equaled or exceeded that of Greenville County.³⁰

Despite a decrease in population since the preceding decennial census, employment statistics for recent years reveal a growth in the economy of Greenville County. Data indicate that between 1975 and 1985 the number of nonagricultural wage and salary employment positions in the County increased from 1,879 to 3,041, or by 61.8%.³¹ Although the increase in such employment denotes a diversification in the economy of Greenville County, agricultural and forestal operations remain important components of the County's economic base. As of 1982 there were 256 active farms in Greenville County cultivating collectively 83,619 acres of farmland, or approximately 43% of the County's total land area.³² In addition, data reveal that, as of 1977, there were more than 138,000 acres of land in the County which were then producing or capable of producing wood for industrial usage.³³ The rural nature of Greenville County and the prominence of farming and forestal activities are also evidenced by a 1979 land

³⁰Local Fiscal Stress and State Aid, Appendix A. See n. 18, *supra*.

³¹Population and Labor Force Data, 1975; and Covered Employment and Wages in Virginia For Quarter Ending June 30, 1985.

³²U. S. Department of Commerce, Bureau of the Census, 1982 Census of Agriculture, Virginia, Table 1. The County's major agricultural products were peanuts, flue-cured tobacco, soy beans, and cotton.

³³Virginia Division of Forestry, Forestry Resource Data, Crater Planning District, 1977, Table 2. This forest property repre-

use survey which disclosed that less than 2.0% of the County's land area was then utilized for residential, commercial, or industrial purposes and that approximately 98.0% of the land in Greensville County remained vacant, wooded, or devoted to agricultural production.³⁴

PROPOSED CONSOLIDATED CITY

The two jurisdictions which would constitute the consolidated City of Emporia had a 1984 estimated population of 15,000 persons, a land area of approximately 302 square miles, and a population density of 49.7 persons per square mile. In terms of fiscal resources, as of 1983, the true value of real estate and public service property in the proposed City was \$345 million, or \$22,102 per capita, with the latter statistic being only 76.2% of that for the Commonwealth generally (\$29,018).³⁵ Further, in 1985 the two jurisdictions which would comprise the proposed consolidated entity collectively had more than \$77 million in taxable retail sales. In 1985 the per capita measure of taxable retail sales in the proposed consolidated City (\$5,113) was 93.8% of the comparable statistic for the State overall (\$5,470).³⁶ However, data with respect to income levels reveal that in 1984 the residents of the proposed consolidated City of Emporia had a per capita AGI of \$6,665, or only 70.1% of the comparable figure for the State overall (\$9,514).³⁷

With respect to its economy, the data disclose that, while agri-

sents approximately 71.7% of the County's total land area. Land devoted to forestry is also included in the Bureau of the Census' definition of farm land.

³⁴County of Greensville, Comprehensive Plan, 1979, Exh. A-28.

³⁵Virginia Department of Taxation, Virginia Assessment/Sales Ratio Study, Mar., 1985.

³⁶Virginia Department of Taxation, Taxable Sales, Annual Report, 1985.

³⁷Distribution of Virginia Adjusted Gross Income By Income Class and Locality, 1984. In the comparative analysis of local government fiscal resources, per capita AGI is sometimes used as a

cultural and forestal activities remain prominent, the proposed consolidated City has a growing commercial and industrial base. In this regard it should be noted that between 1975 and 1985 the number of nonagricultural wage and salary employment positions in the two jurisdictions increased from 4,699 to 6,214, or by 32.2%.³⁸ By 1985 almost 37% of the employment positions in the two jurisdictions which would constitute the proposed consolidated entity were in the manufacturing sector. Further, statistics for 1980 (the latest year for which such data are available) indicate that of the 5,876 workers age 16 years and over residing in Greensville County and the City of Emporia, less than one-third (29.3%) commuted to jobs outside of the two jurisdictions.³⁹

In sum, the merger of the City of Emporia and Greensville County would create a consolidated entity with a 1984 estimated population larger than 14 of the Commonwealth's 41 cities but with a density of population significantly less than that of any of Virginia's independent municipalities.⁴⁰ Further, although the consolidation of the City and County would combine the local fiscal bases of the two jurisdictions, the data indicate that the collective fiscal resources of the consolidated entity, when standardized by population, would be generally less than that available to other localities in the State generally.

measure of a locality's revenue potential from various miscellaneous revenue sources (e. g., personal property, business and professional licenses, etc.).

³⁸Population and Labor Force Data, 1975; and Covered Employment and Wages in Virginia For Quarter Ending June 30, 1985.

³⁹Transportation and Commuting in Virginia, 1980.

⁴⁰Currently the city with the lowest population density in Virginia is the City of Suffolk (113 persons per square mile).

STANDARDS AND FACTORS FOR CONSOLIDATED CITIES

In 1979 the Code of Virginia was amended to require, for the first time, judicial review and approval of all consolidations which propose the establishment of a new consolidated city.⁴¹ In 1985 State statutes were further amended to require this Commission to evaluate such proposed consolidations prior to their being presented to the court for disposition.⁴² As noted previously, the Commission is required in its review to base its findings and recommendations upon the standards and factors prescribed for consideration in the disposition of consolidation actions as set forth in Section 15.1-1130.8 of the Code of Virginia.⁴³ The following sections of this report constitute this Commission's efforts to review the proposed establishment of the consolidated City of Emporia in relation to those prescribed standards and factors. The analysis which follows is based upon this Commission's collective involvement and experience in local government affairs. We have endeavored to leave questions of law for appropriate resolution in other forums.

POPULATION STANDARD

A proposed consolidated city is required by the Code of Virginia to meet certain overall population and population density standards. These standards are waived, however, where the proposed consolidated entity includes an existing city.⁴⁴ In this instance, the consolidating units of government include the current City of Emporia, and, thus, the overall population and population density statistics for the proposed consolidated City are not at issue in terms of the

⁴¹Ch. 85, Acts of the Assembly, 1979.

⁴²Ch. 478, Acts of the Assembly, 1985.

⁴³Sec. 15.1-945.7(B), Code of Va.

⁴⁴Sec. 15.1-1130.8(B)(1), Code of Va.

statutory conditions for consolidation.

There are, however, statistics regarding the population and population density of the consolidated City of Emporia which should be noted. As observed previously, based on the total land area (302 square miles) and the 1984 estimated total population (15,000 persons) of the two jurisdictions, the proposed consolidated City would have an overall population density of only 49.7 persons per square mile. With respect to the distribution of its population, statistics indicate that, as of 1980 (the latest year for which such detailed information is available), approximately 60% of the residents of the proposed City lived in the current City of Emporia or in areas within two miles of that municipality.⁴⁵ Thus, while the proposed consolidated City embraces a considerable amount of territory, a significant percentage of its population is concentrated in the urban and suburban development in the Emporia area. Moreover, the presence of public services in the existing City of Emporia and, to a lesser extent, in areas adjacent to its current boundaries, is likely to focus future development within that geographic area. Such a concentration of development can lessen the fiscal burden on the consolidated City for the provision of services.

FISCAL CAPACITY

State statutes governing the establishment of consolidated cities require this Commission and ultimately the court to determine if the proposed consolidated entity ". . . has the fiscal capacity to function as an independent city and . . . to provide appropriate services; . . ." With respect to this criterion, the Commission has analyzed various measures of the fiscal resources available to the City of Emporia and Greensville County for the period between 1974 and

⁴⁵U. S. Department of Commerce, Bureau of the Census, 1980 Census of Population and Housing, Block Statistics for Selected Areas in Virginia.

1983.⁴⁶ In its analysis the Commission considered for each locality per capita measures of (1) true value of real estate and public service corporation property, (2) adjusted gross income, (3) taxable retail sales, and (4) a composite measure of local fiscal resources based upon an integrated and weighted consideration of the three previous indices.⁴⁷ Our calculations disclosed that, although some variation was exhibited in the various measures of local fiscal resources throughout the ten-year period, both jurisdictions reflected growth in each dimension during the period in question.⁴⁸

The Commission also aggregated the indices for the two jurisdictions which would constitute the proposed consolidated entity and compared the aggregated data to comparable statistics for the State collectively (i. e., all counties and cities) during the period in question.⁴⁹ These data indicate that, measured on a per capita basis, the growth in fiscal resources in the proposed consolidated City of Emporia has been less than that in the State as a whole during the period from 1974 to 1983. In terms of the true value of real estate and public service corporation properties, for example, the per capita value of such property in the two jurisdictions which would

⁴⁶See Appendix C.

⁴⁷This integrated measure of local wealth assigns a weight of 0.5 to the true value of real estate and public service corporation properties, 0.4 to adjusted gross income, and 0.1 to taxable retail sales. This assignment of weights parallels the weight given similar measures in the State's formula for the distribution of basic educational aid. In our calculations, however, we have substituted the measure of "adjusted gross income" for "personal income" because of errors which occurred in the attribution of personal income data to Virginia's counties and cities in recent years.

⁴⁸For example, it should be noted that while both the City of Emporia and Greensville County experienced a growth in adjusted gross income per capita during the ten-year period, both jurisdictions experienced a decline in such values between 1974 and 1975.

⁴⁹See Appendix D.

constitute the proposed consolidated City in 1974 (\$10,694) was 78.0% of the comparable figure for the State collectively (\$13,711), while in 1983 the per capita value of such property in the proposed consolidated City of Emporia (\$22,102) had decreased slightly to 76.2% of that for the State as a whole (\$29,018). With respect to taxable retail sales, the consolidated City of Emporia experienced a per capita growth between 1974 and 1983 of 85.4%, significantly less than the growth in per capita retail sales occurring in the State generally during the same period (106.0%).⁵⁰ A similar disparity in growth also occurred in AGI. Thus, while in absolute terms the proposed consolidated City experienced fiscal growth between 1974 and 1983, such growth did not equal that which occurred in the Commonwealth's counties and cities generally.

In regard to the issue of fiscal resources available to the proposed consolidated entity, the recently completed JLARC study should be noted. That study found that of the 136 counties and cities in the Commonwealth, Emporia and Greensville County had, as of 1983, theoretical level of revenue capacities which ranked 65 and 126, respectively.⁵¹ Thus, according to the JLARC analysis, while Emporia had, for the year cited, a theoretical local revenue base comparable to the average for all the Commonwealth's counties and cities, that for Greensville County was among the weakest in the State. The JLARC study also concluded that the growth in the theoretical revenue bases of Emporia and Greensville County between 1977 and 1983 ranked 64 and 130, respectively, in relation to that for all the

⁵⁰Ibid.

⁵¹Local Fiscal Stress and State Aid, Appendix A. In developing a measure of theoretical revenue capacity for each locality, JLARC applied a Statewide average tax rate for each revenue source to the specified revenue base of each locality. For example, in order to determine the theoretical revenue capacity of each locality's real property tax base, JLARC applied the average effective true tax rate for all Virginia cities and counties to the true value of such property in each locality. It should be noted that a higher numerical ranking represents weaker revenue bases. Since Greensville County was ranked 126th, only 10 of the State's cities and counties had weaker

Commonwealth's counties and cities.⁵² Again, these statistics place Emporia near the average for the State and Greensville County in the lowest segment of Virginia's counties and cities.

The Commission also compared the local fiscal resources of the proposed consolidated City with those of four other Virginia cities of comparable size (Cities of Colonial Heights, Manassas, Radford and Waynesboro).⁵³ This analysis disclosed that, as of 1983, the proposed consolidated City of Emporia possessed a local revenue base generally weaker than that available to the four cities of similar size.⁵⁴ This generally weaker fiscal condition is reflected by the composite measure of local resources for the five jurisdictions, with the per capita statistic for the proposed consolidated entity (\$13,729) being lower than that for all but one of the cities surveyed.⁵⁵

Analysis by the Commission indicated, however, that while the jurisdictions which would constitute the consolidated City of Emporia have available a relatively weak local revenue base, the local tax

local revenue bases according to the JLARC study.

⁵²Ibid. These data indicate that only six of the Commonwealth's cities and counties experienced less growth in their theoretical local revenue capacity during the period between 1977 and 1983 than Greensville County.

⁵³See Appendix E. The jurisdictions selected for comparison had estimated 1984 populations ranging from 13,400 (City of Radford) to 17,400 (Cities of Colonial Heights and Manassas).

⁵⁴It should be noted, however, that on two dimensions the proposed City of Emporia reflected a revenue base stronger than that in other similar localities. In terms of the per capita true value of real estate and public service corporation properties, for example, the proposed City of Emporia recorded a figure (\$22,102) in excess of that of the City of Colonial Heights (\$21,147) and the City of Radford (\$17,396). In the case of taxable retail sales per capita, the figure for the proposed consolidated City (\$3,809) was in excess of that for the City of Radford (\$2,824).

⁵⁵In this composite measure, the statistic for the proposed City of Emporia was greater than that for the City of Radford (\$11,279), but only 58.0% of that for the City of Manassas

burden borne by the residents of those two jurisdictions during the FY1980-81--FY1983-84 period was less than that of residents of each of the other four Virginia cities of comparable size, and significantly less than that in the State generally.⁵⁶ The data reveal, for instance, that during FY1983-84 the proposed consolidated City raised \$320.48 per capita in local source revenues, a fiscal effort only 57.3% of that for all the State's counties and cities collectively (\$559.57).⁵⁷ Further, statistics indicate that the disparity in fiscal effort between the two jurisdictions which would constitute the proposed consolidated entity and the State collectively has increased since FY1980-81.⁵⁸ Furthermore, in terms of the four Virginia cities of comparable size, the municipality with the next lowest fiscal burden (City of Radford) raised \$369.23 per capita in local source revenues during FY1983-84, a fiscal effort 15.2% greater than that borne by residents of the proposed consolidated City of Emporia.⁵⁹ Thus, while the data suggest a local source revenue base generally weaker than that available to cities of comparable size, the two jurisdictions which would constitute the consolidated City of Emporia have in recent years required less fiscal resources to support local government services.⁶⁰

(\$23,656), which recorded the highest scores of all the municipalities included in the comparison.

⁵⁶See Appendices F, G, and H.

⁵⁷See Appendix G.

⁵⁸Ibid. Between FY1980-81 and FY1983-84 local source revenues per capita in the proposed consolidated City of Emporia increased by 26.1%, while during that same period such per capita revenues for Virginia counties and cities considered collectively increased by 30.8%.

⁵⁹See Appendix H. The City of Manassas recorded the highest per capita fiscal effort (\$969.94) in FY1983-84 of the cities surveyed in our analysis. Thus, the per capita local fiscal effort in the proposed consolidated City of Emporia in FY1983-84 was only 33.0% of that in the City of Manassas.

⁶⁰Data indicate that one of the reasons for the disparity be-

One of the consequences of local governmental consolidation often cited by analysts of such activities is an increase in service expectation in the area consolidated, with the result that expenditure levels often rise to accommodate the request for expanded services. With respect to this issue, the Commission reviewed expenditure levels in the Nansemond - Suffolk area (the last jurisdictions to effect city - county consolidation in Virginia) in relation to that for all other cities and counties in the State during the period from FY1968-69 through FY1978-79.⁶¹ This period reviewed encompasses an interval of five years prior to the consolidation of the City of Nansemond and the City of Suffolk, which occurred on July 1, 1974, and an interval of five years thereafter.⁶²

In terms of operating expenditures per capita, the data clearly do not reveal any burgeoning of expenditures in the consolidated City of Suffolk when compared to that in all other Virginia cities and counties during the five-year period following consolidation. Indeed, when measured on a per capita basis, operating expenditures in the consolidated City of Suffolk in the first year following consolidation

tween the local fiscal effort in the proposed consolidated City of Emporia and that of the other counties and cities in Virginia is the significant amount of intergovernmental revenues received by the jurisdictions which would comprise that proposed consolidated entity. During FY1983-84, 61.0% of the total revenues received by the current City of Emporia and Greensville County collectively was derived from State or federal sources. During that same period, however, Virginia counties and cities as a whole received only 39.7% of their total revenues through intergovernmental transfers from the State or federal governments. (Auditor of Public Accounts, Comparative Report of Local Government Revenues and Expenditures Year Ended June 30, 1984, 1985.) With respect to receipts from the federal government, which during FY1983-84 comprised 15.1% of the total revenues of the proposed consolidated City, federal deficits may reasonably be expected to increase political pressures to reduce federal assistance programs.

⁶¹See Appendix J.

⁶²In 1972 the County of Nansemond consolidated with its Towns of Holland and Whaleyville to form the City of Nansemond. In 1974 the City of Nansemond consolidated with the City of Suffolk to form the enlarged City of Suffolk.

(FY1974-75) were 90.4% of the comparable statistic for all other Virginia cities and counties, while in FY1978-79 such expenditures in the City of Suffolk had decreased to only 83.2% of the same statistic for other localities.⁶³ While our analysis did reveal a significant increase in capital outlays in the City of Suffolk following consolidation (and in debt service in FY1977-78), it is significant to note that per capita capital expenditures in Nansemond County and the City of Suffolk, considered collectively, during the period between FY1968-69 and FY1972-73 averaged less than one-fourth of those for all other Virginia cities and counties. It might be asserted, therefore, that the increase in capital outlays in the City of Suffolk following consolidation was more the result of deferred expenditures from previous years than the product of rising service expectations resulting from changes in the structure of local government.

With respect to the issue of an increased demand for public services in the proposed consolidated City of Emporia, the Commission notes that Greensville County has, in recent years, responded to the need for public water and sewer service in areas adjacent to the current City.⁶⁴ Further, the two jurisdictions which would comprise the proposed consolidated City currently collaborate on both formal and informal bases in the provision of numerous public services, with the result that the distinctions in service levels between the City and County are diminished in several functional areas.⁶⁵ There

⁶³See Appendix J.

⁶⁴Testimony of K. David Whittington, County Administrator, County of Greensville, Transcripts of Proceedings, City of Emporia - Greensville County Consolidation Agreement (hereinafter cited as Transcript), Apr. 28, 1986, pp. 87-88. The Greensville County Water and Sewer Authority, which was formed by the County Board of Supervisors, currently provides water to an area immediately west of the present City of Emporia. Further, the Authority expects to begin the installation of water lines serving areas to the north, south, and west of the current City in the Fall of 1986 and is currently in the process of completing engineering drawings for the installation of sewer lines in other areas surrounding the present City of Emporia.

⁶⁵Contractual agreements between the City of Emporia and

remain, however, both qualitative and quantitative differences in certain services offered by the two jurisdictions. Indeed, there are some public services available to current Emporia residents, such as residential solid waste collection, streetlighting, and the installation of curbs, gutters and sidewalks, which are not provided by Greensville County.

Despite the joint participation in the provision of certain services by the two jurisdictions which would comprise the consolidated City of Emporia and recent efforts by Greensville County to address the public utility needs of its residents adjacent to Emporia, the consolidated City could confront an increase in service demands, especially in those urbanizing areas adjacent to the current City of Emporia. Such a rise in service expectation could be accompanied by an increase in local governmental expenditures to accommodate the request for expanded services. Such additional services can be provided by the consolidated City, however, in a manner which would avoid tax increases affecting the resident population generally.⁶⁶

In the analysis of local government operations one of the more frequently raised issues is the question of the optimum size jurisdiction for the provision of public services. As noted in a previous Commission report, this question cannot be answered with any degree of certainty for the entire range of local government services. The analysis of optimum governmental size requires a detailed understanding of the expenditures associated with various service provisions in each

Greensville County provide for collaboration in the areas of schools, libraries, solid waste disposal, and animal control. Informal cooperative agreements also exist for the provision of recreational services, industrial development, and health and social services. Further, pursuant to Sec. 15.1-944.1 of the Code of Virginia, the Courts of Greensville County as well as the constitutional offices of Clerk of the Circuit Court, Commonwealth Attorney and Sheriff (for prisoner incarceration and courtroom security) are shared on a contractual basis by the City and County.

⁶⁶Provisions in the Consolidation Agreement, and in one of the draft charters of the proposed consolidated City of Emporia allow the governing body of that jurisdiction to establish urban service

jurisdiction being studied, the differential factors affecting costs in each locality, and the qualitative aspects of the services rendered in each. Further, the analysis of these factors is likely to reveal that different sized communities are optimal for the provision of various public services. With respect to this point, an observer of this issue has asserted:

The optimum size of cities is quite different from the standpoint of certain criteria from what it is on the basis of others. It is found that even an apparently uniform criteria - e. g., health - may give conflicting indications of the optimum. There is no immediate way in which these various optima may be objectively equilibrated, compromised, weighted, or balanced to yield an unequivocal figure for the optimum population of a city. Any numerical choice of a figure for the optimum population is involved in subjective value preferences and impressionistic weighting systems.⁶⁷

Despite the methodological problems encountered in research of this nature, this Commission has reviewed in a previous setting several studies which suggest that certain public services can be performed more effectively and efficiently in larger sized communities. For example, researchers have discovered that, in terms of costs, the optimal size of high schools might be found in the range between 1,400

districts in certain areas of the City and to levy additional taxes in order to provide expanded public services to the residents of those areas. Such expanded urban services may include additional police protection, maintenance of streets, sidewalks, streetlighting, and storm drains, garbage removal and disposal, public parking, public transportation, and cable television. Sec. 15.1-1135(9), of the Code of Virginia, however, provides that a higher tax rate may not be levied within the urban service districts for schools, police, or general governmental services. (See also Sec. 15.1-18.2, Code of Virginia.)

⁶⁷Otis D. Duncan, "Optimum Size of Cities," in Paul K. Hott and Albert J. Reiss, Jr., eds., Cities and Society: The Revised Reader in Urban Sociology (New York: The Free Press, McMillian Company, 1957), pp. 759-72. Duncan's extensive research suggested that the optimum size of cities for various health services ranges between 10,000 - 100,000 persons; for public recreation, between 25,000 - 50,000 persons; and for electric utility service, between 500,000 - 100,000,000 persons.

and 1,975 students.⁶⁸ Similarly, law enforcement professionals have expressed concern that small law enforcement agencies frequently provide an extremely low quality of service and contribute to jurisdictional complexities in American police protection.⁶⁹ Further, a study of refuse collection in 340 cities concluded that municipalities between 20,000 and 50,000 persons can be expected to realize economies of scale in solid waste collection services.⁷⁰ Finally, a number of studies suggest that public services which involve major capital facilities, such as road construction and maintenance, the treatment and distribution of water, and sewage collection and disposal, have a greater potential for economies resulting from governmental consolidation than do those services which are labor intensive.⁷¹

The various studies reviewed by this Commission are not cited as conclusive evidence of cost savings to be effected through governmental consolidation, but they do suggest that expenditure savings may be realized through governmental reorganization. Further, while the optimum population range mentioned in most of the studies exceeds the combined population of the City of Emporia and Greensville County, the merger of the two jurisdictions would have the effect of moving the proposed consolidated City toward a population threshold where cost savings might be realized. This Commission is cognizant, however, of the fact that the City of Emporia and Greensville County currently cooperate in several of the service areas cited above and already

⁶⁸William F. Fox, Size Economies In Local Government Services: A Review (Washington: Economic Development Division; Economics, Statistics, and Cooperatives Service; U. S. Department of Agriculture), pp. 8-15.

⁶⁹John J. Callahan, "Viability Of The Small Police Force," in The Police Chief, Mar. 1973, p. 56.

⁷⁰Size Economies In Local Government Services: A Review, pp. 21-24.

⁷¹Ibid., p. 24.

benefit from the economies which can be realized by the joint provision of services.⁷²

Based on consideration of the fiscal resources available to the two jurisdictions which would constitute the consolidated City of Emporia, the current level of public expenditure in those localities, the existing array of public services being provided in the environs of the current City, and the prospect of fiscal economies which may ensue, this Commission finds that the proposed consolidated City of Emporia has the fiscal capacity to function as an independent city and to provide appropriate services.⁷³ We are obliged to note, however, that due to its geographic size and the general absence of urban services in outlying areas, the proposed consolidated City could face considerable fiscal pressures in the future as it confronts, like other localities, a possible constriction of intergovernmental aid. With proper fiscal management, development controls, and use of the urban service district provision in the consolidation agreement, the proposed consolidated City can, in our judgment, function as a viable political subdivision of the Commonwealth.

INTERESTS OF THE PARTIES

Any consideration of the impact of the proposed consolidation on the City of Emporia and Greensville County and their respective residents should include acknowledgment of the potential benefits which can accrue from the political integration of the two jurisdictions. These benefits include the more efficient use of public resources, economies of scale in the provision of services, elimination of undesirable competition among separate units of government, and greater

⁷²The City has noted that the two jurisdictions already "cooperate in the provision of services involving fire protection, landfill operations, library services, animal shelter, recreation, social services, health services, all constitutional offices except two, industrial development efforts, and other areas." (City of Emporia, "Proposed Findings and Conclusions," May 28, 1986, p. 8.)

⁷³In consideration of this issue the Commission has also examined the prospective impact of the proposed consolidation on State

ability to engage in long-range, coordinated planning efforts for the future development of the proposed consolidated City. Such benefits are promotive of the interests of the parties and the residents of the two localities.

Further, consideration should also be given to the interdependence and complementary nature of the localities involved in the proposed consolidation. Where these characteristics exist, the appropriateness of local governmental consolidation is, in our judgment, increased. In this case, there is evidence to suggest that such characteristics are present with respect to Greensville County and the City of Emporia. As mentioned previously, the two jurisdictions currently cooperate on both a formal and an informal basis in the provision of numerous public services. Further, there are similarities in the socio-economic profile of the residents of the current City and County with respect to age and income levels, and such similarities impact public policies and programs. Furthermore, a study of commuting patterns and employment in the two jurisdictions has revealed that 70.7% of the workers in the area are employed within the borders of the proposed consolidated City of Emporia, a figure reflecting significant economic interdependence between the existing jurisdictions.⁷⁴ Finally, the Commission notes that until 1967 when Emporia attained city status, there was a level of political integration in the area which provides a historical foundation for the currently proposed consolidation.⁷⁵

aid for education, road construction and maintenance, and law enforcement in the consolidated City of Emporia. A precise determination of the impact of consolidation on these three State aid programs cannot be made due to a variety of factors and the options available to the proposed consolidated City. Our analysis does indicate, however, that the proposed consolidated City of Emporia has the prospect of receiving some additional State aid as a result of the merger of the two jurisdictions.

⁷⁴Transportation and Commuting in Virginia, 1980.

⁷⁵While Emporia existed as a town, residents of the municipality voted in elections for members of the Greensville County Board of

This Commission also observes that the limited fiscal resources available to support local public services in the City of Emporia and Greensville County, as well as current projections for limited population growth, should encourage careful consideration of the merits of the proposed consolidation. As noted previously, the growth in fiscal resources of the two jurisdictions which would comprise the proposed consolidated City between 1974 and 1983 has been significantly less than that in the State as a whole (i. e., all counties and cities).⁷⁶ In terms of demographic considerations, the 1984 estimated population of the proposed consolidated entity (15,000) reflected a decrease of 7.2% in the area's populace since 1960 (16,555).⁷⁷ Moreover, official State population projections indicate that, as of the year 2000, the population of the two jurisdictions constituting the proposed consolidated City will total 17,300, an increase of only 2,300 persons during the remaining years of this century.⁷⁸ These various measures and projections indicate that local governmental consolidation may represent an effective means by which the residents of the two existing localities might benefit equitably from the limited public resources of the area.

With respect to prospects for future development, it is the Commission's judgment that local governmental consolidation can have beneficial consequences for the proposed consolidated City of Emporia. Addressing this point, the Director of the Virginia Department of Economic Development recently stated:

A unified approach to economic development is very important for any area which covers several political jurisdictions.

Supervisors and all constitutional officers and paid taxes to the County to support services that were offered throughout the jurisdiction.

⁷⁶See Appendix D.

⁷⁷Greensville County Consolidation Exhibits, Vol. I, Tab 4.

⁷⁸Virginia Department of Planning and Budget, Virginia Population Projections 2000, 1983, Table 1. Between 1984 and the year 2000 the population of the proposed consolidated City is projected to

This can mean anything from true and meaningful cooperation up through merger or consolidation. Only with a unified approach can areawide planning, zoning, and infrastructure development be achieved and costly duplication of services be avoided.⁷⁹

Finally, this Commission, in an earlier report dealing with the City of Emporia and Greensville County, encouraged both jurisdictions to reexamine their interlocal relationships and structural arrangements in an endeavor to promote a more effective provision of public services and optimal utilization of fiscal resources. After a review of the intergovernmental agreement negotiated by the City and County and examination of data relative to the social, economic, fiscal and service needs of both jurisdictions, our previous report stated:

While the Commission acknowledges that each local jurisdiction must seek to fashion governmental arrangements consistent with its peculiar needs and political values, we would encourage the City [of Emporia] and the County [of Greensville] to explore fully all opportunities for increased cooperation and collaborative action. This recommendation is founded upon our recognition of the interdependence of the two jurisdictions and the public service needs of the general area.⁸⁰

In sum, the evidence indicates, in our judgment, that the proposed consolidation of the existing City of Emporia and Greensville County is consistent with the interests of the residents of the jurisdictions which would constitute the consolidated entity.

increase by 15.3%, while during the same period the State's population is expected to increase by 18.0%.

⁷⁹Scott Eubanks, Director, Virginia Department of Economic Development, letter to staff of Commission on Local Government, Apr. 4, 1986.

⁸⁰Report on The City of Emporia - County of Greensville Annexation Agreement, p. 61. In this earlier report, the Commission did not address the issue of consolidation as a city, but it encouraged the localities, in general terms, to explore alternatives for increased collaboration.

INTERESTS OF THE COMMONWEALTH

Compliance With State Policies

Another of the factors prescribed for consideration in consolidation issues is the impact of the proposed consolidated city on "the promotion of applicable State policies" with respect to education, public planning, and other services.⁸¹ In the issue currently before the Commission, this body fails to find any basis for concluding that the proposed consolidation of the City of Emporia and Greensville County would have an adverse effect on the implementation of State policies. Several State service policies which will be affected by the proposed consolidated City and merit comment in this report.

Education. The General Assembly has declared by both constitutional provision and legislative enactment that public education is a fundamental concern of the Commonwealth.⁸² Since students from the City of Emporia are educated in the Greensville County school division by contractual agreement, the proposed consolidation would not result in the shifting of students from one educational environment to another.⁸³ The proposed consolidation would, however, officially merge the two existing school divisions and institute changes in the structure of the school board which would eliminate duplicate administrative structures and perhaps facilitate a more effective management of educational resources.⁸⁴

⁸¹Sec. 15.1-1130.8(B)(2), Code of Va.

⁸²Art. VII, Sec. 1, Constitution of Virginia; and Ch. 157, Acts of the Assembly, 1984.

⁸³Following transition to city status in 1967, Emporia continued to educate its students in the County school system. The City considered the establishment of a separate school division in the early 1970s but was prevented from doing so by federal court order. The current school contract between the City and the County provides for joint funding of the Greensville County school division and for the City's representation on the school board.

⁸⁴Under the current contract between the City and County governing the operation of the Greensville County School Board, two

Public Planning. The two jurisdictions which constitute the proposed consolidated City have established planning commissions and have adopted comprehensive plans and subdivision regulations.⁸⁵ Moreover, both jurisdictions have established zoning ordinances to assist in the regulation of their development. This evidence reflects a strong commitment to planning by each of the jurisdictions and indicates that the proposed consolidated City would be similarly committed to public planning over the enlarged jurisdiction. Further, the proposed consolidated City would be enhanced in its ability to coordinate the management and control of future development, the expenditure of public resources, and the protection of the environment. In sum, this Commission concludes that the State's concern for effective public planning would be beneficially served by the proposed consolidation.

Housing. The General Assembly has also declared that it is a policy of the Commonwealth to promote the provision of appropriate housing for all residents of the State.⁸⁶ The City of Emporia's establishment of a redevelopment and housing authority in 1976 was consistent with this State policy.⁸⁷ While Greensville County has not established a public housing authority for purposes of addressing the housing needs of its residents, it has, in recent years, administra-

members of that body are appointed by the City Council of Emporia. Under the proposed consolidation plan a seven-member school board will oversee the operation of the consolidated system system. Three members of the school board of the proposed consolidated City will be appointed from the urban district which would contain the former City of Emporia and areas adjacent to that municipality. Of the four remaining members of the school board, three would be appointed from the remaining portion of the proposed consolidated City and one member would be an at-large representative. (Testimony of Whittington, Transcript, pp. 80-81.)

⁸⁵Emporia Exhibits, Exh. 16. The County also annually adopts a capital improvements plan which complements its planning process.

⁸⁶Secs. 36.2 and 36.120, Code of Va.

⁸⁷Emporia Exhibits, Exh. 16.

tively assisted and facilitated the construction of a number of publicly assisted dwelling units for low and moderate income residents. The proposed consolidated City should be equally responsive to the State's concern for the provision of proper housing for its residents.⁸⁸

Viability Of Local Governments

Because consolidation of two or more jurisdictions which propose the establishment of new cities can affect the growth opportunities of adjoining or adjacent jurisdictions, the General Assembly has directed that such actions be subject to critical review by this Commission and by the court. While, in certain instances, such restriction in growth opportunity may be found appropriate, in some circumstances the establishment of a consolidated city might be found inconsistent with the Commonwealth's concern for the protection and preservation of the viability of its local governments. The Commission on City-County Relationships, in support of its recommendation for judicial review of consolidations which would establish new cities, stated in its 1975 report:

If, in the court's opinion, a proposed new consolidated city would distort the area's political development by prematurely terminating the political growth of adjacent units of government, thereby rendering those governments inefficient and unduly dependent upon external resources, the court would be authorized to deny eligibility for city status.⁸⁹

Thus, we infer from the report of the Commission on City-County Relationships that the requirement for judicial review of con-

⁸⁸The proposed consolidation would not affect the existence of the housing authority formerly established. However, it appears that without modification of the consolidation agreement or the charter incorporated by reference therein, the Authority's operations may be restricted to the area of the former City of Emporia. (See Opinions of The Attorney General and Report to The Governor of Virginia, 1972-73, pp. 222-23.)

⁸⁹Report of the Commission on City-County Relationships, House Document No. 27, 1975, p. 39.

solidations which propose the establishment of new cities emanated largely from a concern regarding the effect of such consolidations on adjacent localities.

Other than the existing City of Emporia, which, along with Greensville County, would become part of the proposed consolidated City, the only locality which would be immediately affected by the proposed consolidation is the Town of Jarrett. With respect to that municipality, State statutes authorize towns which would be encompassed by consolidated cities to continue their existence as townships or to relinquish their charters and become part of the consolidated city.⁹⁰ The Commission notes that the Council of the Town of Jarrett has adopted a resolution expressing its support for the proposed consolidation.⁹¹ In the judgment of this Commission, the proposed consolidation of Emporia and Greensville County would not restrict the growth of adjoining localities in a manner which is inconsistent with State law or local governmental policy as established by the General Assembly.

With respect to the State's concern for the viability of its local governments, this Commission notes that numerous State study commissions have repeatedly proposed higher population minima for city status. The Commission on State and Local Revenues and Expenditures (1949), the Commission to Study Urban Growth (1951), the Virginia Advisory Legislative Council (1955), the Commission on Constitutional Revision (1969), and the Commission on City-County Relationships

⁹⁰Sec. 15.1-1146.1(B), Code of Va. Where a town becomes a township under this provision of law, it continues to operate under the charter of the town. Further, this statute permits a township, if it so chooses, to transfer its revenues, services, facilities, assets, and debts to the consolidated City by mutual agreement of the governing bodies. Townships operating in a consolidated city cannot annex territory, make the transition to city status, or exercise any extra territorial authority.

⁹¹Testimony of Alton F. Owen, Mayor, Town of Jarrett, Transcript, pp. 58-59.

(1975), each recommended that the population minimum for city status be substantially increased.⁹² While in this instance, the minimum population level (20,000 or more) suggested by the various State studies cited above exceeds the 1984 estimated population of the proposed consolidated city (15,000), the political integration of Greensville County and the existing City of Emporia would result in a level of population considerably closer to the recommended standard.

Finally, support for the proposed consolidation can be found in a recent report prepared by the Governor's Commission on Virginia's Future. That Commission, which sought to identify issues confronting the Commonwealth in the next 20 years and to propose ways to deal with future opportunities and problems, found that many local governments in Virginia faced difficulty in maintaining themselves as effective governmental units. The Governor's Commission on Virginia's Future concluded that most localities were experiencing fiscal stress and that "[s]ignificant improvement [in alleviating fiscal stress] will not be possible without new structures of local governments and new models of intergovernmental cooperation."⁹³ That same body recommended that the State encourage consolidation of inefficient units of local government and promote interjurisdictional solutions to problems.⁹⁴ Again, the recommendations of the Governor's Commission on Virginia's Future support the proposed consolidation of the City of

⁹²See Report of The Commission on State and Local Revenues and Expenditures, Senate Document No. 5, 1949, p. 110; Report of The Commission to Study Urban Growth, House Document No. 13, 1952, p. 20; Report of the Virginia Advisory Legislative Counsel, House Document No. 11, 1955, p. 9; Report of The Commission on Constitutional Revision, Jan. 1969, pp. 220-21; and Report of The Commission on City-County Relationships, p. 50. Each of these studies proposed a minimum population of 20,000 persons or more for first-class city status.

⁹³Governor's Commission on Virginia's Future, Toward A New Dominion: Choices For Virginians, Dec. 4, 1984, p. 37.

⁹⁴Ibid.

Emporia and Greensville County.

Based on the considerations mentioned above, we find the proposed establishment of the consolidated City of Emporia consistent with the interests of the State in the protection and preservation of the viability of its local governments.

SUMMARY OF FINDINGS AND RECOMMENDATION

In the preceding sections of this report the Commission has endeavored to consider relevant attributes of the two jurisdictions which would constitute the proposed consolidated City of Emporia, the prospective fiscal and demographic characteristics of the area, the impact of the proposed consolidation on adjacent localities, and various State and national studies which are pertinent to the consolidation issue. Based on our analysis and the prescribed statutory considerations, we find the proposed consolidation to meet the requirements for city status. Accordingly, we recommend the court's endorsement of the proposed consolidation.

While this Commission finds the proposed consolidated City to possess the fiscal capacity to function as an independent municipality, we are obliged to observe that numerous small cities in Virginia do confront significant fiscal pressures. The recently completed JLARC study found that, as of 1983, 10 of the State's 15 cities with populations of 15,000 persons or less, manifested "high" fiscal stress.⁹⁵ While the evidence certainly does not indicate that there exists an absolute correlation between the size of a municipality and its fiscal health, the JLARC study prompts a note of caution.

In terms of prospective fiscal resources and pressures, it is significant to observe that the proposed consolidated City of Emporia would possess physical attributes absent in other Virginia cities with populations of 15,000 persons or less. Specifically, the proposed consolidated City would have a land area (302 square miles), far sur-

⁹⁵Local Fiscal Stress and State Aid, Appendix A. Of the remaining five cities, three recorded "above average stress." It is

passing that available to other Virginia cities of comparable population size. The expansive territory of the proposed consolidated City presents that municipality with a significant opportunity for demographic and economic development and, at the same time, confronts it with prospects for the dispersed provision of public services. The proposed municipality is capable of restraining the growth of public expenditures within its jurisdiction, however, through focused development, the use of the special service district as contemplated in the consolidation agreement, the development and enforcement of subdivision regulations which can minimize the need for future public outlays, and long-range planning in anticipation of the possible constriction of intergovernmental aid.⁹⁶ In sum, the proposed consolidation offers an opportunity to the residents of the City of Emporia and Greensville County to address their future public concerns through a new and strengthened local governmental arrangement which, with careful management and foresight, can make a positive contribution to the corporate life of the area.

COMMENTS ON PROPOSED CITY CHARTER

During the course of the Commission's review of the proposed consolidation, this body was presented with two versions of a charter for the consolidated City which were drafted separately by the Citizens Committees and by the County.⁹⁷ Our analysis of those instruments

relevant to note that both the City of Emporia and Greensville County were found to experience "high stress." All the fiscal stress rankings cited here are based on JLARC's Method 1 calculation.

⁹⁶Under existing State law the consolidated City may confront the need to assume responsibility for the construction and maintenance of its public thoroughfares ten years after the effective date of the consolidation. (See Sec. 15.1-1131.1, Code of Va.) The incremental acquisition of equipment and personnel for such assumption could lessen the impact of the added responsibility.

⁹⁷The two versions of the proposed charter are set forth in Greensville County Consolidation Exhibits, Vol. I, Tab 1; and *ibid.*, Vol. II, Tab 10. The charter contained in Vol. I, Tab 1 is an appen-

reveals significant variations and discrepancies between the two documents. Several of the differences in the instruments are of considerable significance and merit comment in this report.

POWERS OF CITY COUNCIL

The version of the proposed City charter developed by the County contains a provision which expressly authorizes the City Council to establish special districts for the provision of additional or more complete services and empowers the City Council to levy a special tax on property in such districts for the provision of such services. As noted earlier in this report, this Commission considers this provision a vital instrument for use by the proposed consolidated City. We recommend that the charter submitted to the General Assembly for approval include such a provision.

DISTRICTS, COUNCIL, MAYOR, AND ELECTIONS

The charter for the proposed consolidated City drafted by the County contains a detailed and clear set of provisions dealing with the election, composition, and responsibilities of the City Council and Mayor. The alternative charter contains ambiguities and omissions which require rectification. We recommend that the charter submitted to the General Assembly for approval be based upon the provisions of the instrument in Tab 10.

dix to the proposed consolidation agreement which was approved by the Citizen Committees on February 26, 1985. The version of the charter in Vol. II, Tab 10 was drafted by special counsel for Greenville County at the request of the County and had not been reviewed by the Citizen Committees at the time of the Commission's oral presentations. (Testimony of C. Gilbert Hudson, Jr., Co-Chairman, Citizen Committees on Consolidation, Transcript, pp. 160-61.) The County, through its special counsel, proposed the alternative charter in order to clarify ambiguities in the charter adopted by the Citizen Committees. (Statement of Robert C. Fitzgerald, Special Counsel, County of Greenville, Transcript, pp. 217-18.)

TOWN OF JARRETT

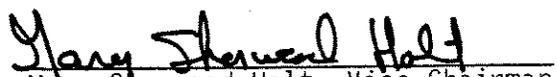
The version of the charter for the proposed consolidated City of Emporia developed by the County contains provisions which address the status, the assets and liabilities, and officials and employees of the Town of Jarrett pursuant to the consolidation. The alternative charter for the proposed consolidated City of Emporia omits such provisions. We recommend that the charter submitted to the General Assembly for approval for use by the proposed consolidated City of Emporia contain detailed provisions regarding the status of the Town of Jarrett within the consolidated entity.

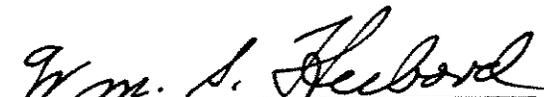
GENERAL OBSERVATIONS

While the alternative charters proposed for the consolidated City of Emporia address an array of local issues beyond the ambit of our concern, we do wish to encourage the local officials of the two jurisdictions affected by the proposed consolidation to give careful attention to the refinement of the document ultimately submitted to the General Assembly for approval. In this regard, we believe that the version of the charter proffered by the County provides an excellent foundation for that endeavor.

Respectfully submitted,


Harold S. Atkinson, Chairman


Mary Sherwood Holt, Vice Chairman


William S. Hubard


Donald N. Johnston


Benjamin L. Susman, III

APPENDIX A
CONSOLIDATION AGREEMENT

**CONSOLIDATION AGREEMENT
FOR THE COUNTY OF GREENSVILLE, VIRGINIA
AND THE CITY OF EMPORIA, VIRGINIA**

This CONSOLIDATION AGREEMENT is made and entered into, by and between the members of the Emporia-Greenville Citizens Committee on Consolidation, acting for and in lieu of the governing bodies of the County of Greenville, Virginia, a County of the Commonwealth of Virginia, and the City of Emporia, Virginia, a Municipal Corporation of the Commonwealth of Virginia.

It is understood by the parties hereto that this CONSOLIDATION AGREEMENT is predicated upon certain fundamental principles which are independent of change. These principles are:

1. Government and governmental services should be provided to citizens in manners consistent with generally accepted business practices.
2. Citizens should pay no more than their fair share and equitable share of the costs of providing government and governmental services.
3. Local government should be conducted in such a manner as to promote economic growth and prosperity.
4. Local government should treat its employees and citizens which it serves with fairness and justice.

Based upon these principles and pursuant to Section 15.1-1132 of the Code of Virginia (1950), as amended, the requisite number of qualified voters of the County of Greenville, Virginia and the City of Emporia, Virginia have petitioned the Circuit Court of Greenville County for a referendum on the question of consolidation and to require the governing bodies of the County of Greenville, Virginia and the City of Emporia, Virginia to proceed to consolidate. The requisite number of qualified voters declare it to be in the best interests of the County of Greenville, Virginia, the City of Emporia, Virginia, and their citizens

to consolidate into a City, pursuant to Article 4, Chapter 26, Title 15.1 of the Code of Virginia (1950), as amended. In order to effect such consolidation and pursuant to Section 15.1-1132 of The Code of Virginia (1950), as amended, the members of the Emporia-Greensville Citizens Committee on Consolidation, acting for and in lieu of the governing bodies of the County of Greensville, Virginia, and the City of Emporia, Virginia, agree as follows:

I. NAMES OF COUNTY AND CITY PROPOSING TO CONSOLIDATE.

The name of the County and City proposing to unite in consolidation and to create a consolidated City, pursuant to Article 4, Chapter 26, of Title 15.1 of the Code of Virginia (1950), as amended, are the County of Greensville, Virginia and the City of Emporia.

II. NAME OF THE CONSOLIDATED GOVERNMENT.

The name of the consolidated government shall be "The City of Emporia, Virginia."

III. INITIAL CORPORATE BOUNDARIES OF THE CONSOLIDATED GOVERNMENT.

The initial corporate boundaries of the consolidated government to be known as The City of Emporia, Virginia shall encompass the entire area, at the time of this CONSOLIDATION AGREEMENT shall become effective, of both the County of Greensville, Virginia and the present City of Emporia, Virginia. That area of the Town of Jarratt lying within the County of Greensville shall become and continue as the Township of Jarratt within the consolidated City. The initial corporate boundaries of The City of Emporia, Virginia, are more particularly described in "Exhibit A" attached hereto and incorporated herein by reference.

IV. VALUE OF PROPERTY, REAL OR PERSONAL OF CONSOLIDATING JURISDICTIONS.

The fair value in current money of the United States of the real and personal property belonging to Greensville County, Virginia and the City of Emporia, Virginia and the debts due each as of _____, is as follows:

<u>Property</u>	<u>Greensville</u>	<u>Emporia</u>
Real Estate	\$ _____	\$ _____
Personal Property	\$ _____	\$ _____
Debts Due to Each	\$ _____	\$ _____
TOTAL	\$ _____	\$ _____

NOT AVAILABLE

The above property values are exclusive of real and personal property holdings of the consolidated school division which as of _____, is valued as follows:

<u>Property</u>	<u>Consolidated School Division</u>
Combined Real and Personal Property	\$ _____
Debts Due on Combined Real and Personal Property	\$ _____
TOTAL	\$ _____

NOT AVAILABLE

The source of property evaluation and indebtedness data contained in this CONSOLIDATION AGREEMENT can be found in the audited statements of the consolidating governments as of _____. Such evaluations are agreed upon to be correct by the signatories to this CONSOLIDATION AGREEMENT solely for the purposes of this CONSOLIDATION AGREEMENT.

V. INDEBTEDNESS, BONDED AND OTHERWISE OF THE CONSOLIDATING JURISDICTIONS.

The indebtedness, bonded and otherwise, belonging to the consolidating governments, as of the respective dates shown, is as follows:

<u>Indebtedness</u>	<u>Greensville</u>	<u>Emporia</u>
Indebtedness Due Payable as of _____	\$ _____	\$ _____

NOT AVAILABLE

The source of indebtedness data contained in this CONSOLIDATION AGREEMENT can be found in the audited statements of the consolidating governments as of _____. Such indebtedness data are agreed upon to be correct by the signatories to this CONSOLIDATION AGREEMENT solely for the purposes of this CONSOLIDATION AGREEMENT.

VI. EFFECTIVE DATE OF CONSOLIDATION

Subject to (i) the adoption and enactment of any required legislation, (ii) approval of this CONSOLIDATION AGREEMENT by the Emporia-Greensville Citizens Committee on Consolidation, appointed pursuant to Section 15.1-1132 of the Code of Virginia (1950), as amended, (iii) the filing of appropriate notice and petition to consolidate pursuant to Article 4, Chapter 26, of Title 15.1 of the Code of Virginia (1950), as amended, (iv) an order for a referendum to determine the desires and wishes of the qualified voters of Greensville County, Virginia and the City of Emporia, Virginia relative to consolidation and (v) approval by referendum of a majority of the qualified voters in each consolidating government, and (vi) without objection by the Attorney General of the United States of America as to voting procedures, the consolidation shall become effective at 12:01 a.m. on July 1, 1987.

VII. REFERENDUM; EFFECT ON APPROVAL.

The Emporia-Greenville Citizens Committee on Consolidation appointed pursuant to Section 15.1-1132 of The Code of Virginia (1950), as amended, acting for and in lieu of the governing bodies of Greenville County, Virginia, and The City of Emporia, Virginia, shall file with the Circuit Court of Greenville County, Virginia, on behalf of each governing body, the original of this CONSOLIDATION AGREEMENT, together with a petition on behalf of such governing bodies signed by The Emporia-Greenville Citizens Committee on Consolidation, asking that a referendum on the question of consolidation be ordered to be held within Greenville County, Virginia and the City of Emporia, Virginia pursuant to Article 4, Chapter 26, of Title 15.1 (Section 15.1-1130.1 et. seq.) of the Code of Virginia (1950), as amended, on a date fixed by the Court.

Prior to such filing, The Emporia-Greenville Citizens Committee on Consolidation shall cause a copy of this CONSOLIDATION AGREEMENT to be printed at least once a week for four successive weeks in the _____, a newspaper published in and/or having general circulation in Greenville County, Virginia and the City of Emporia, Virginia.

Upon approval by referendum in Greenville County, Virginia and the City of Emporia, Virginia as set forth above, and upon certification by the Court of the results of the referendum to the Secretary of the Commonwealth, the consolidation of Greenville County, Virginia and the City of Emporia, Virginia shall become effective at 12:01 a.m. on July 1, 1987 unless objection to such changes affecting electoral procedures be expressed by the Attorney General of the United States of America.

Current terms of office of members of the Greensville Board of County Supervisors and members of the City Council of the City of Emporia and their appointees shall terminate upon effective date and time of consolidation unless and except those that may be reelected in a special election, held prior to the effective date of consolidation, permitted under general law or called for under Order of the consolidation court designated pursuant to Section 15.1-1130.3 of the Code of Virginia (1950).

VIII. DESIGNATION OF SEAT OF GOVERNMENT.

For the convenience of the citizens, the offices of The City of Emporia, Virginia shall be maintained in the former Municipal Building, the former County Office Building and the Courthouse and other governmental office buildings located on South Main Street within the present City of Emporia, Virginia and at such other places as as The City Council of The City of Emporia, Virginia might designate.

IX. GOVERNMENT ORGANIZATION OF CONSOLIDATED CITY.

The consolidated City of Emporia, Virginia shall take the City Manager form of organization as provided for in general law and Section 15.1-926 of the Code of Virginia (1950), as amended.

X. DISPOSITION OF PROPERTY, REAL OR PERSONAL OF CONSOLIDATING GOVERNMENTS.

The total assets and total liabilities of Greensville County, Virginia and the present City of Emporia, Virginia shall be consolidated and merged into and become consolidated assets and liabilities of the consolidated government, The City of Emporia, Virginia and thereby become assets and liabilities of The City of Emporia, Virginia upon the effective date of consolidation.

All property, real or personal, belonging to Greensville County, Virginia and the present City of Emporia, Virginia, together with the fair value thereof in current money of the United States, has been identified in Paragraph IV and with a full disclosure of all indebtedness, whether bonded or otherwise, in Paragraph V of this CONSOLIDATION AGREEMENT. The assumed bonded obligations of the consolidated government, The City of Emporia, Virginia shall be retired as scheduled, and to the extent possible, with funds generated by charges for services provided for the facilities purchased with proceeds of such bonded obligations.

XI. DESIGNATION OF SAVINGS ARISING FROM GENERAL OPERATIONS AS A RESULT OF CONSOLIDATION.

Based upon the fiscal year 1984-85 Operating Budgets of Greensville County, Virginia and the City of Emporia, Virginia, consolidation would result in an estimated savings to the taxpayers of the consolidating governments of approximately \$174,000.00. These savings shown in "Exhibit B" ESTIMATED EXPENDITURES AND REVENUE CHANGES, are derived from the consolidation of the general operations of the consolidated City as compared to the separate general operations of the two consolidating governments prior to the effective date of this CONSOLIDATION AGREEMENT.

It should be noted that the County of Greensville appropriated \$402,425 from the 1983 General Fund Balance and approximately \$538,000 from Accumulated Federal Revenue Sharing Funds to balance the County's 1984-85 Operating Budget. The City of Emporia did not utilize any General Fund Balance, however, the City did transfer \$90,000 from its Utility Fund as a loan repayment to its General Fund to balance the City's 1984-85 Operating Budget.

XII. ALLOCATION OF SAVINGS TO TAXPAYERS RESULTING FROM CONSOLIDATION OF GENERAL OPERATIONS.

Upon the effective date of this CONSOLIDATION AGREEMENT in spite of any savings shown in the Pro-Forma Consolidated Budget for fiscal year 1984-85, the Citizens Committee on Consolidation has concluded that the base or general rate of taxation on all real property in the consolidated City of Emporia, Virginia, shall initially be forty cents (\$.40) per one hundred dollars of evaluation.

Upon the effective date of this CONSOLIDATION AGREEMENT the general rate of taxation on all personal property of the consolidated City of Emporia, Virginia, shall initially be four dollars and fifty cents (\$4.50) per one hundred dollars of evaluation and the general rate of taxation on all machinery and tools of the consolidated City shall initially be two dollars and fifty cents (\$2.50) per one hundred of evaluation.

XIII. CREATION AND DESIGNATION OF SPECIAL SERVICE AND TAX DISTRICT.

Prior to the effective date of consolidation there existed within the City of Emporia, Virginia a higher level of governmental services than the level of services provided in certain areas of Greensville County, Virginia. Furthermore, there is a certain urban area of Greensville County, Virginia which immediately surrounds the present City of Emporia, Virginia, which is highly urbanized and may desire a higher level of governmental services than are presently being provided by Greensville County, Virginia. Therefore, in order to maintain and provide this higher level of governmental services to those areas of the consolidated government which (i) require a higher level of service or services and (ii) which have been designated by Council of The City of Emporia, Virginia, to be within an "Urban Service District," and (iii) to insure that the costs of providing such

higher level of services is borne directly by the recipients of such services, there is hereby created a special tax district. The special tax district shall initially include that area comprised of former City of Emporia, Virginia, and shall be known as an "Urban Service District."

The Council of The City of Emporia, Virginia is authorized and shall levy a tax on real and/or personal property within the "Urban Service District" and the proceeds from such taxes shall be segregated into separate funds and expended by The City of Emporia, solely in the "Urban Service District" or special service tax district. The rate of the special services tax to be imposed upon the "Urban Service District", as defined by Council, shall be added to the base real estate or personal property tax and levied on residents in the district.

Upon the effective date of this CONSOLIDATION AGREEMENT in spite of any savings shown in the Pro-Forma Consolidated Budget for fiscal year 1984-85 a special service rate of taxation of thirty-two cents (\$.32) per one hundred dollars of valuation shall be added to the base or general rate of taxation on all real property in the "Urban Service District" or special service and tax district; a special service rate of taxation of fifty cents (\$.50) per one hundred dollars of evaluation shall be added to the base personal property rate of four dollars and fifty cents (\$4.50) per one hundred dollars of evaluation; and a special services rate of taxation of two dollars and fifty cents (\$2.50) per one hundred dollars of evaluation shall be added to the base machinery and tools rate of two dollars and fifty cents (\$2.50) per one hundred dollars of evaluation, in the designated special service and tax district.

The special tax contemplated by this paragraph shall be in addition to any other lawfully imposed taxation. The special tax shall not be levied for

school, police or general governmental services but only for those services which prior to consolidation were not offered in the whole of all of the consolidated political subdivisions.

The creation of this special tax district and the designation of same further provides and permits the repaying of certain indebtedness chargeable to such area or areas prior to consolidation to be repaid from the special tax assessed on real or personal property of the area or areas for a period not to exceed twenty years from the effective date of consolidation.

The boundaries of the "Urban Service District," or special service tax district, created by this CONSOLIDATION AGREEMENT may be altered in accordance with the provisions of Section 15.1-18.2 of the Code of Virginia (1950), as amended.

XIV. DESIGNATION OF ADDITIONAL OR MORE COMPLETE GOVERNMENTAL SERVICES TO BE PROVIDED WITHIN THE "URBAN SERVICE DISTRICT."

There may be provided within the "Urban Service District," as established by the Council of the consolidated City of Emporia, Virginia the following governmental services which may be additional or more complete than the level of governmental services provided in the rural areas of the consolidated City of Emporia, Virginia outside of and not designated a part of the "Urban Service District." These increased urban services may include, but not be limited to, increased public services in the areas of:

1. Additional Police service;
2. Maintenance of existing Streets, Highways, Roads, Sidewalks, Street Lighting and Storm Drains;
3. Garbage Removal and Disposal;
4. Public Parking;
5. Public Transportation;

6. Community Antenna Television Systems (Cable TV).

Revenues sufficient to support these additional and/or more complete governmental services to be provided in the "Urban Service District" may be raised, directly from the recipients of such services, by general levy, special levy or from other permitted fees, charges, taxes set by the Council of the consolidated City of Emporia from revenue resources authorized by charter or general law and paragraph XIII of this CONSOLIDATION AGREEMENT.

XV. TOWNSHIP OF JARRATT FORMERLY TOWN OF JARRATT.

That portion of the area of the Town of Jarratt lying within the area formerly known as Greensville County, Virginia shall become and continue as the Township of Jarratt, pursuant to 15.1-1133 (4) the Code of Virginia (1950), as amended, since it is not a party to this CONSOLIDATION AGREEMENT. The consolidated City of Emporia agrees to provide the basic and customary services formerly provided to the residents of the Town of Jarratt by the County of Greensville, Virginia. All utilities and urban services shall remain the responsibility of the Township of Jaratt and its Council.

The consolidated City of Emporia shall not levy a special service district tax within the borders of the Township of Jarratt, thereby allowing the Township to assess, levy and collect Township taxes as enacted by its Council.

The Charter of the Town of Jarratt shall become the Charter of the Township of Jarratt pursuant to and subject to the limitations of Section 15.1-1146.1 of the Code of Virginia (1950).

The consolidated City of Emporia, Virginia shall exercise such powers in the Township of Jarratt as were exercised by Greensville County, Virginia

in the Town of Jarratt prior to consolidation. The residents of the Township of Jarratt which shall result which shall reside within that area of the newly consolidated City of Emporia shall be entitled to all voting rights as if they were citizens and resided within the consolidated City of Emporia, including the right to vote in the elections for Council, Mayor, and Constitutional Officers.

XVI. ESTABLISHMENT OF COST ACCOUNTING PROCEDURES.

The consolidated City of Emporia, Virginia shall establish upon consolidation and maintain a cost accounting system which will identify, segregate, and record all costs incurred in providing additional or more complete governmental services or in repaying existing indebtedness of the "Urban Service District."

A pro-forma budget for the consolidated City of Emporia, Virginia, which reflects these additional services and costs thereof is shown in "Exhibit C" which is attached hereto and incorporated in this CONSOLIDATION AGREEMENT by reference.

XVII. CITY CHARTER AND ORDINANCES.

A proposed City Charter for the consolidated City of Emporia, Virginia, as required by Article 4, Chapter 26, of Title 15.1 of the Code of Virginia (1950) is attached hereto and marked "Exhibit D" and incorporated into this CONSOLIDATION AGREEMENT by reference.

All ordinances, not in conflict, in force and effect in Greensville County, Virginia and the City of Emporia, Virginia on June 30, 1987, shall remain in force and effect on the effective date of consolidation and thereafter until amended, repealed, or recodified by the Council of the consolidated City of Emporia, except as provided herein. All ordinances in force and effect in Greensville County, Virginia on June 30, 1987, that are

in conflict with a similar ordinance in effect in the City of Emporia, Virginia on June 30, 1987 shall fail and be of no effect.

XVIII. CONSTITUTIONAL OFFICERS.

The implementation of this CONSOLIDATION AGREEMENT shall require the election of a Commonwealth's Attorney, Clerk of the Circuit Court of the City of Emporia, Commissioner of the Revenue, City Treasurer, and a Sheriff to serve the consolidated City of Emporia, Virginia, which election shall be permitted by general law or be ordered prior to the effective date of consolidation, by the Court pursuant to Section 15.1-1141 of the Code of Virginia (1950), as amended and each shall take office upon the effective date and time of consolidation on July 1, 1987.

XIX. COMPOSITION OF GOVERNING BODY AND DESIGNATION OF ELECTION DISTRICTS.

The governing body of the consolidated City of Emporia shall be composed of a Mayor and eight (8) members who shall all be qualified voters and bona fide residents of the consolidated City and all elected at large by the qualified voters within the consolidated City of Emporia for terms of four (4) years each in accordance with general law and Section 8 of the proposed Charter for the consolidated City of Emporia. Provided, however, that after the initial elections, elections will be held every two (2) years for terms of four (4) years each in accordance with Section 24.1-90 of the Code of Virginia (1950), as amended.

The consolidated City of Emporia, Virginia shall contain two equally populated election districts. One election district shall be primarily urban, and may or may not, have the geographical boundary of the special "Urban Service District" created by Council. The urban election district shall comprise the former City of Emporia, together with the necessary population to create two equally populated election districts. The other

equally populated election district shall be rural and consist of the rural areas of the consolidated City of Emporia, Virginia outside of the urban election district and shall include the Township of Jarratt. The equally populated election districts shall be known and named as (i) urban election district and (ii) the rural election district.

Each of the two election districts shall be divided into four wards each that are equal in population, each containing not less than 12 percentum nor more than 13 percentum of total population of the consolidated City. Each ward shall be represented by one member of Council who shall reside within that ward and meet the qualifications required in the proposed City Charter. The Mayor and members of Council shall be elected by the qualified voters at large with each voter having the right to vote for (i) the Mayor and (ii) a Council member in each ward irrespective of whether or not the voter resides within the ward electing a Council member.

XX. CONTINUATION OF SERVICES OF THE DEPARTMENT OF HIGHWAYS AFTER MERGER.

The consolidated City of Emporia, Virginia shall assume responsibility for state roads and highways located within the newly consolidated City and formerly within Greensville County, Virginia and the former City of Emporia, Virginia, over a ten year period and shall continue to receive funding from the Department of Highways during such a period pursuant to and under the terms and conditions of Section 15.1-1131.1 of the Code of Virginia (1950), as amended.

XXI. EDUCATION.

In recognition of the present joint, merged consolidated or single school division operations and minimum funding by the City of Emporia of a city school board and subject to the approval of the appropriate authorities and Court, the School Board of Greensville County, Virginia and the School

Board of the City of Emporia shall cease their existence upon the effective date of consolidation. Pursuant to the provisions of the proposed Charter for the consolidated City of Emporia, Virginia, the School Board for the consolidated City of Emporia, Virginia shall be established. The School Board for the consolidated City of Emporia shall assume full responsibilities and liabilities for the property and assets of the School Board of Greensville and for the education of the students formerly educated by the Greensville County School Division prior to consolidation.

XXII. PERSONNEL CLASSIFICATION AND PAY PLAN.

The personnel classification and pay plan in effect for the City of Emporia, Virginia as of June 30, 1987, shall be the personnel classification and pay plan for the consolidated City of Emporia, Virginia until such time as changed or altered by the City Council of the consolidated City of Emporia, Virginia.

XXIII. CREATION OF TRANSITION TEAM

Upon ratification of this CONSOLIDATION AGREEMENT by the voters of the consolidating governments, there shall be immediately created a team which shall be called "The Consolidation Transition Team". The said team shall consist of a Greensville County Administrator, City Manager of the City of Emporia, the County Attorney for Greensville County, Virginia, the City Attorney for the City of Emporia, Virginia, and four additional members, two each appointed by each of the consolidating governments hereto. It shall be the general responsibility of "The Consolidation Transition Team" to prepare a plan which will permit the orderly transition of the two consolidating governments into a consolidated city government. Said plan shall contain, but not be limited to, the following:

- (i) Job descriptions and pay ranges and general qualifications for each position in the consolidated city government;
- (ii) The names of individuals designated to hold each position in the consolidated city government, except those appointments to be made directly by the governing body of the consolidated government or those Constitutional Officers to be elected as required by law;
- (iii) The allocation of office space and equipment among the department of the consolidated City;
- (iv) The designation of counsel that will seek an opinion and approval from the Attorney General of the United States of America relating to the proposed consolidation and its effect upon federal elections laws;
- (v) A description of the duties and responsibilities of each agency and department of the consolidated City along with a chain of command for the operation of the consolidated government; and
- (vi) If "The Consolidation Transition Team" is unable to reach a decision on any issue relative to the orderly transition of the governments due to disagreements among its members, then it shall immediately notify the presiding elected officers of the consolidating governments bodies.

The governing bodies shall then name two representatives each to an Arbitration Panel. The four representatives to the Arbitration Panel shall appoint a fifth arbitrator. The Arbitration Panel shall have full authority to decide the issue in dispute which cannot be and has not been resolved by "The Consolidation Transition Team." The Arbitration Panel shall hear all arguments relative to the issue and may require such additional supporting information or exhibits from "The Consolidation Transition Team" or consolidating governments as the panel deems necessary to decide the issue. The Arbitration Panel shall render a decision on the issue which shall be

final, unless altered or changed by joint agreement of the two consolidating governments.

The Council of the consolidated City, taking office on July 1, 1987, shall immediately review and approve any transition plan developed by "The Consolidation Transition Team," but such plan shall be subject to any change or modification that the Council of the consolidated City of Emporia, Virginia may make.

XXIV. POLICY TO BE FOLLOWED BY THE CONSOLIDATION TRANSITION TEAM IN PREPARING STAFFING RECOMMENDATIONS.

The employees or appointees of the governing bodies of the present Greensville County, Virginia and the City of Emporia, Virginia that were not retained by the consolidated City of Emporia, Virginia shall be terminated as of June 30, 1987. Each new position provided for in the transition plan developed by "The Consolidation Transition Team" shall be open for applications from all employees of both consolidating governments. "The Consolidation Transition Team" shall cause to be posted in the administration building of each jurisdiction a listing of all positions to be initially created in the consolidated City and together therewith a job description and pay scale for each position. The posting shall specify the date or dates during which applications will be received and the places where applications will be accepted. Applications for all positions shall be evaluated using the following criteria as guidelines:

- (i) Previous work experience in similar positions; and
 - (ii) Technical or academic preparation of applicants for a given position; and
 - (iii) Performance evaluation or evaluations contained in each applicants personnel file maintained by the consolidating governments;
- and

(iv) Results of interviews with "The Consolidation Transition Team";
and

(v) Results of quantitative tests which may or may not be required by "The Consolidation Transition Team" to measure technical ability, aptitude, human relations skills and leadership ability of applicants.

XXV. ESTABLISHMENT OF POLICY TO ASSIST EMPLOYEES DISLOCATED BY CONSOLIDATION.

It is understood between the parties hereto that approval of this CONSOLIDATION AGREEMENT and subsequent implementation of its provisions will necessarily result in the elimination of employment positions which existed in the two consolidating governments prior to consolidation. It is expected that attrition and retirement of personnel will eliminate some personnel positions. In an effort to avoid or soften possible hardships upon individuals whose positions are to be eliminated after consolidation, the parties agree that:

"The Consolidation Transition Team" shall notify immediately any employee of the two consolidating governments whom the team does not plan to recommend for continued employment with the consolidated City of Emporia, Virginia. Such notification is intended to provide time for the individual to seek other employment.

XXVI. CHANGE OF CIRCUMSTANCES.

It is understood that some of the financial calculations and governmental service level determinations set forth herein are subject to change by either of the participating parties prior to the effective date of this CONSOLIDATION AGREEMENT. Any such changes occurring in either of the two consolidating governments after the adoption of this CONSOLIDATION AGREEMENT but prior to its effective date which impact upon the financial calculations and government service levels as set

out herein shall not affect the validity or terms of this CONSOLIDATION AGREEMENT, but any such changes shall be reviewed and may be changed by the Council of the consolidated City of Emporia, Virginia after the effective date of consolidation. The parties hereto do agree, however, that any adjustment or changes in the financial calculations and service level determinations as set out herin made subsequent to the adoption of this CONSOLIDATION AGREEMENT shall be consistant with the formulas and principles established and stipulated in this CONSOLIDATION AGREEMENT and in applicable sections of The Code of Virginia.

XXVII. SEVERABILITY.

Not withstanding any provision contained in this CONSOLIDATION AGREEMENT or in the proposed City Charter to the contrary, and in the event any portion, section, or provision of this CONSOLIDATION AGREEMENT or the Charter provided by the Virginia General Assembly to the consolidated City of Emporia, Virginia, is declared and found to be unlawful, illegal, invalid or unconstitutional by a Court of competent jurisdiction, such judgment, declaration or finding shall not invalidate any other portion of this CONSOLIDATION AGREEMENT or of the City Charter not expressly held or found to be invalid and all remaining portions, sections, or provisions of the CONSOLIDATION AGREEMENT or City Charter shall remain in full force and effect.

IN WITNESS WHEREOF, the members of the Emporia-Greenville Citizens Committee on Consolidation, acting for and in lieu of the governing bodies of Greenville County, Virginia, and The City of Emporia, Virginia, pursuant to a resolution of said Committee adopted at a meeting on the 5th day of February, 1985, have caused this CONSOLIDATION AGREEMENT to be signed by and duly attested to by Arrie C. Moseley a Notary Public, as of 14th day of February, 1985.

GREENSVILLE COUNTY, VIRGINIA

BY:

Steve Ferguson
Steve Ferguson

J.L. Grant, Jr.
J.L. Grant, Jr.

C. Gilbert Hudson, Jr.
C. Gilbert Hudson, Jr.

Eudora P. Mullins
Eudora P. Mullins

William C. Slate, Jr.
William C. Slate, Jr.

THE CITY OF EMPORIA, VIRGINIA

BY:

Bill Howell
Bill Howell

Roosevelt Skeeter
Roosevelt Skeeter

Reid Wrenn
Reid Wrenn

C.B. Harding, Jr.
C.B. Harding, Jr.

Erma F. Slate
Erma F. Slate

Commonwealth of Virginia
City/County of Emporia, to wit:

I, Arrie C. Moseley, a Notary Public in and for the jurisdiction aforesaid, whose commission expires on the 2nd day of January, 1989, do hereby certify that BILL HOWELL, whose name is signed to the foregoing Consolidation Agreement bearing date on the 14th day of February, 1985, has acknowledged the same before me in my said jurisdiction.

Given under my hand and seal this 14th day of February, 1985.

Arrie C. Moseley
Notary Public

Commonwealth of Virginia
City/County of Emporia, to wit:

I, Arrie C. Moseley, a Notary Public in and for the jurisdiction aforesaid, whose commission expires on the 2nd day of January, 1989, do hereby certify that ROOSEVELT SKEETER, whose name is signed to the foregoing Consolidation Agreement bearing date on the 14th day of February, 1985, has acknowledged the same before me in my said jurisdiction.

Given under my hand and seal this 14th day of February, 1985.

Arrie C. Moseley
Notary Public

Commonwealth of Virginia
City/County of Emporia, to wit:

I, Arrie C. Moseley, a Notary Public in and for the jurisdiction aforesaid, whose commission expires on the 2nd day of January, 1989, do hereby certify that REID WRENN, whose name is signed to the foregoing Consolidation Agreement bearing date on the _____ day of _____, 19____, has acknowledged the same before me in my said jurisdiction.

Given under my hand and seal this 14th day of February, 1985.

Arrie C. Moseley
Notary Public

Commonwealth of Virginia
City/County of Emporia, to wit:

I, Annie C. Masoley, a Notary Public in and for the jurisdiction aforesaid, whose commission expires on the 2nd day of January, 1989, do hereby certify that C.B. HARDING, JR., whose name is signed to the foregoing Consolidation Agreement bearing date on the 14th day of February, 1985, has acknowledged the same before me in my said jurisdiction.

Given under my hand and seal this 14th day of February, 1985.

Annie C. Masoley
Notary Public

Commonwealth of Virginia
City/County of Emporia, to wit:

I, Annie C. Masoley, a Notary Public in and for the jurisdiction aforesaid, whose commission expires on the 2nd day of January, 1989, do hereby certify that ERMA F. SLATE, whose name is signed to the foregoing Consolidation Agreement bearing date on the 14th day of February, 1985, has acknowledged the same before me in my said jurisdiction.

Given under my hand and seal this 14th day of February, 1985.

Annie C. Masoley
Notary Public

Commonwealth of Virginia
City/County of Emporia, to wit:

I, Annie C. Masoley, a Notary Public in and for the jurisdiction aforesaid, whose commission expires on the 2nd day of January, 1989, do hereby certify that STEVE FERGUSON, whose name is signed to the foregoing Consolidation Agreement bearing date on the 14th day of February, 1985, has acknowledged the same before me in my said jurisdiction.

Given under my hand and seal this 18th day of February, 1985.

Annie C. Masoley
Notary Public

Commonwealth of Virginia
City/County of Emporia, to wit:

I, Arrie C. Massey, a Notary Public in and for the jurisdiction aforesaid, whose commission expires on the 2nd day of January, 19 89, do hereby certify that J.L. GRANT, JR., whose name is signed to the foregoing Consolidation Agreement bearing date on the 14th day of February, 19 85, has acknowledged the same before me in my said jurisdiction.

Given under my hand and seal this 15th day of February, 19 85.

Arrie C. Massey
Notary Public

Commonwealth of Virginia
City/County of Emporia, to wit:

I, Arrie C. Massey, a Notary Public in and for the jurisdiction aforesaid, whose commission expires on the 2nd day of January, 19 89, do hereby certify that C. GILBERT HUDSON, JR., whose name is signed to the foregoing Consolidation Agreement bearing date on the 14th day of February, 19 85, has acknowledged the same before me in my said jurisdiction.

Given under my hand and seal this 18th day of February, 19 85.

Arrie C. Massey
Notary Public

Commonwealth of Virginia
City/County of Emporia, to wit:

I, Arrie C. Massey, a Notary Public in and for the jurisdiction aforesaid, whose commission expires on the 2nd day of January, 19 89, do hereby certify that EUDORA P. MULLINS, whose name is signed to the foregoing Consolidation Agreement bearing date on the 14th day of February, 19 85, has acknowledged the same before me in my said jurisdiction.

Given under my hand and seal this 18th day of February, 19 85.

Arrie C. Massey
Notary Public

Commonwealth of Virginia

City/County of Emporia, to wit:

I, Arrie C. Maseley, a Notary Public in and for the jurisdiction aforesaid, whose commission expires on the 2nd day of January, 19 89, do hereby certify that WILLIAM C. SLATE, JR., whose name is signed to the foregoing Consolidation Agreement bearing date on the 14th day of February, 19 85, has acknowledged the same before me in my said jurisdiction.

Given under my hand and seal this 15th day of February, 19 85.

Arrie C. Maseley
Notary Public

APPENDIX B

STATISTICAL PROFILE
CITY OF EMPORIA - COUNTY GREENSVILLE

APPENDIX B
 STATISTICAL PROFILE OF THE CITY OF EMPORIA
 AND
 COUNTY OF GREENSVILLE

	<u>City of Emporia</u>	<u>County of Greensville</u>
Population (1984)	4,800	10,200
Land Area (Square Miles)	2.4	301.0
Schoolage Population (1983)	1,017	2,872
School Average Daily Membership (1985-86)	826	2,190
Total Taxable Values (1984)	\$119,382,016	\$248,146,715
Real Estate Values (1984)	\$ 96,075,970	\$197,849,410
Public Service Corporation Values (1984)	\$ 13,785,246	\$ 15,662,765
Personal Property Values (1984)	\$ 7,465,120	\$ 23,416,150
Machinery and Tools Values (1984)	\$ 1,889,970	\$ 6,107,230
Mobile Home Values (1984)	\$ 165,720	\$ 5,111,160
Taxable Sales (1985)	\$ 47,124,924	\$ 30,154,166
Existing Land Use (Acres)*		
Residential	450	2,252
Commercial	120	156
Industrial	105	380
Public and Semi-Public	110	861
Streets and Rights-of-way	200	N/A
Agricultural, Wooded, or Vacant	545	188,991

NOTES:

*Land use estimates for the City were calculated in 1981 and for the County in 1977.

SOURCES

Greensville County Consolidation Exhibits: Vol. 1.

Howell L. Gruver, Administrative Director, Management Information Services, Virginia Department of Education, communication with staff of Commission on Local Government, July 22, 1986.

Virginia Department of Taxation, Annual Report for the Fiscal Year Ended June 30, 1985, Tables 5.4, 5.5 and 5.7.

Virginia Department of Taxation, Taxable Sales in Virginia Counties and Cities, Annual Report, 1985.

APPENDIX C
FISCAL CAPACITY
INTRAREGIONAL
1974-1983

Fiscal Capacity
Ratio Scores Based Upon Local Resources

Locality	1 True Value Per Capita	2 Total Adj. Gross Income Per Capita	3 Taxable Retail Sales Per Capita	4 Modified Index of Wealth Per Capita
Greensville County	11,146	2,914	1,155	6,854
Emporia City	9,771	3,475	4,936	6,769
Emporia Consol. City-1974	10,694	3,098	2,399	6,826
Greensville County	12,978	2,902	1,046	7,754
Emporia City	9,558	3,340	4,963	6,611
Emporia Consol. City-1975	11,816	3,051	2,377	7,366
Greensville County	13,220	3,358	1,079	8,061
Emporia City	10,701	3,954	5,888	7,521
Emporia Consol. City-1976	12,403	3,551	2,640	7,886
Greensville County	13,407	3,343	1,511	8,192
Emporia City	13,037	4,432	6,151	8,906
Emporia Consol. City-1977	13,292	3,682	2,957	8,415
Greensville County	17,265	3,927	1,641	10,367
Emporia City	14,108	4,966	6,595	9,700
Emporia Consol. City-1978	16,273	4,253	3,197	10,158
Greensville County	18,597	4,210	2,040	11,187
Emporia City	16,650	5,194	7,137	11,116
Emporia Consol. City-1979	17,986	4,519	3,641	11,164
Greensville County	19,021	4,357	1,823	11,436
Emporia City	18,411	5,639	7,197	12,181
Emporia Consol. City-1980	18,834	4,751	3,475	11,665
Greensville County	19,176	4,663	1,754	11,629
Emporia City	20,321	5,937	7,930	13,328
Emporia Consol. City-1981	19,529	5,056	3,657	12,153
Greensville County	21,155	5,017	1,591	12,744
Emporia City	21,604	6,249	8,877	14,189
Emporia Consol. City-1982	21,295	5,402	3,865	13,195
Greensville County	22,060	5,346	1,518	13,320
Emporia City	22,198	6,635	8,965	14,650
Emporia Consol. City-1983	22,102	5,742	3,809	13,729

See notes and sources in the final appendix.

APPENDIX D

FISCAL CAPACITY
CONSOLIDATED CITY OF EMPORIA -- ALL VIRGINIA CITIES AND COUNTIES
1974-1983

Fiscal Capacity: True Value of Real Estate and Public Service Corporations Per Capita

Year	Emporia Consol. City Score	Statewide Score	Consol. City/Statewide Ratio
1974	10,694	13,711	0.780
1975	11,816	14,618	0.809
1976	12,403	15,561	0.797
1977	13,292	16,863	0.788
1978	16,273	18,848	0.863
1979	17,986	21,644	0.831
1980	18,834	24,316	0.775
1981	19,529	26,386	0.740
1982	21,295	27,495	0.775
1983	22,102	29,018	0.762

See notes and sources in the final appendix.

2

Fiscal Capacity: Total Adjusted Gross Income Per Capita

Year	Emporia Score	Consol. City Score	Statewide Score	Consol. City/Statewide Ratio
1974	3,098		4,112	0.753
1975	3,051		4,304	0.709
1976	3,551		4,776	0.744
1977	3,682		5,175	0.711
1978	4,253		5,698	0.746
1979	4,519		6,179	0.731
1980	4,751		6,860	0.693
1981	5,056		7,467	0.677
1982	5,402		7,917	0.682
1983	5,742		8,469	0.678

See notes and sources in the final appendix.

3
Fiscal Capacity: Taxable Retail Sales Per Capita

Year	Emporia Consol. Score	City Score	Statewide Score	Consol. City/Statewide Ratio
1974	2,399	2,330	2,330	1.030
1975	2,377	2,370	2,370	1.003
1976	2,640	2,565	2,565	1.029
1977	2,957	2,832	2,832	1.044
1978	3,197	3,137	3,137	1.019
1979	3,641	3,334	3,334	1.092
1980	3,475	3,605	3,605	0.964
1981	3,657	3,826	3,826	0.956
1982	3,865	3,972	3,972	0.973
1983	3,809	4,400	4,400	0.866

See notes and sources in the final appendix.

4

Fiscal Capacity: Modified Local Wealth Index Per Capita

Year	Emporia Score	Consol. City Score	Statewide Score	Consol. City/Statewide Ratio
1974	6,826		8,733	0.782
1975	7,366		9,267	0.795
1976	7,885		9,948	0.793
1977	8,415		10,785	0.780
1978	10,158		12,017	0.845
1979	11,164		13,627	0.819
1980	11,665		15,263	0.764
1981	12,153		16,562	0.734
1982	13,195		17,312	0.762
1983	13,729		18,337	0.749

See notes and sources in the final appendix.

APPENDIX E

FISCAL CAPACITY
PROPOSED CONSOLIDATED CITY OF EMPORIA
AND
VIRGINIA CITIES OF COMPARABLE SIZE
1983

Fiscal Capacity: True Value of Real Estate and Public Service Corporations Per Capita
In 1983

Locality	Jurisdictional Score	Statewide Score	Jurisdictional/Statewide Ratio
Colonial Heights City	21,147	29,018	0.729
Emporia Consol. City	22,102	29,018	0.762
Menassas City	35,406	29,018	1.220
Radford City	17,396	29,018	0.599
Waynesboro City	25,215	29,018	0.869

See notes and sources in the final appendix.

2

Fiscal Capacity: Total Adjusted Gross Income Per Capita
In 1983

Locality	Jurisdictional Score	Statewide Score	Jurisdictional/Statewide Ratio
Colonial Heights City	9,041	8,469	1.068
Emporia Consol. City	5,742	8,469	0.678
Manassas City	12,444	8,469	1.469
Redford City	5,747	8,469	0.679
Waynesboro City	8,335	8,469	0.984

See notes and sources in the final appendix.

3
 Fiscal Capacity: Taxable Retail Sales Per Capita
 In 1983

Locality	Jurisdictional Score	Statewide Score	Jurisdictional/Statewide Ratio
Colonial Heights City	3,972	4,400	0.903
Emporia Consol. City	3,809	4,400	0.866
Manassas City	9,752	4,400	2.216
Radford City	2,824	4,400	0.642
Waynesboro City	6,427	4,400	1.461

See notes and sources in the final appendix.

4
 Fiscal Capacity: Modified Local Wealth Index Per Capita
 In 1983

Locality	Jurisdictional Score	Statewide Score	Jurisdictional/Statewide Ratio
Colonial Heights City	14,587	18,337	0.795
Emporia Consol. City	13,729	18,337	0.749
Manassas City	23,656	18,337	1.290
Radford City	11,279	18,337	0.615
Waynesboro City	16,584	18,337	0.904

See notes and sources in the final appendix.

APPENDIX F
FISCAL EFFORT
INTRAREGIONAL
1981-1984

Fiscal Effort
 Ratio Scores Based Upon the Local-Source Revenues of General Government

Locality	Local-Source Revenues Per Capita	Local-Source Revenues		Local-Source Revenues		Local-Source Revenues Per \$1,000 Of Modified Wealth Index
		Per \$1,000 Of True Value	Per \$1,000 Of Total	Per \$1,000 Of Total	Per \$1,000 Of Income	
Greensville County	190.62	10.02	43.75	16.67		
Emporia City	397.37	21.58	70.47	32.62		
Emporia Consol. City-FY1981	254.18	13.50	53.50	21.79		
Greensville County	200.20	10.44	42.93	17.22		
Emporia City	443.57	21.83	74.71	33.28		
Emporia Consol. City-FY1982	275.20	14.09	54.43	22.65		
Greensville County	205.73	9.72	41.01	16.14		
Emporia City	509.68	23.59	81.56	35.92		
Emporia Consol. City-FY1983	300.59	14.12	55.65	22.78		
Greensville County	217.31	9.85	40.65	16.31		
Emporia City	552.61	24.89	83.28	37.72		
Emporia Consol. City-FY1984	320.48	14.50	55.81	23.34		

See notes and sources in the final appendix.

APPENDIX G

FISCAL EFFORT

CONSOLIDATED CITY OF EMPORIA -- ALL VIRGINIA CITIES AND COUNTIES

Fiscal Effort: Local-Source Revenues Per Capita

Year	Emporia Consol. Score	City Score	Statewide Score	Consol. City/Statewide Ratio
FY1981	254.18		427.84	0.594
FY1982	275.20		470.74	0.585
FY1983	300.59		514.81	0.584
FY1984	320.48		559.57	0.573

See notes and sources in the final appendix.

Fiscal Effort: Local-Source Revenues Per \$1,000 of the True Value of Real Estate and Public Service Corporations

Year	Emporia Score	Consol. City Score	Statewide Score	Consol. City/Statewide Ratio
FY1981	13.50	17.59	0.767	
FY1982	14.09	17.84	0.790	
FY1983	14.12	18.72	0.754	
FY1984	14.50	19.28	0.752	

See notes and sources in the final appendix.

Fiscal Effort: Local-Source Revenues Per \$1,000 of Total Adjusted Gross Income

Year	5		2	
	Emporia	Consol. City	Statewide	Consol. City/Statewide
	Score	Score	Score	Ratio
FY1981	53.50	62.37	0.858	
FY1982	54.43	63.04	0.863	
FY1983	55.65	65.02	0.856	
FY1984	55.81	66.07	0.845	

See notes and sources in the final appendix.

5
Fiscal Effort: Local-Source Revenues Per \$1,000 of the Modified Local Wealth Index

Year	Emporia Score	City Score	Statewide Score	Consol. City/Statewide Ratio
FY1981	21.79		28.03	0.777
FY1982	22.65		28.42	0.797
FY1983	22.78		29.74	0.766
FY1984	23.34		30.52	0.765

See notes and sources in the final appendix.

APPENDIX H

FISCAL EFFORT
PROPOSED CONSOLIDATED CITY OF EMPORIA
AND
VIRGINIA CITIES OF COMPARABLE SIZE
FY1983-84

5
 Fiscal Effort: Local-Source Revenues Per Capita
 In FY1983-84

Locality	Jurisdictional Score	Statewide Score	Jurisdictional/Statewide Ratio
Colonial Heights City	528.19	559.57	0.944
Emporia Consol. City	320.48	559.57	0.573
Manassas City	969.94	559.57	1.733
Radford City	369.23	559.57	0.660
Waynesboro City	567.31	559.57	1.014

See notes and sources in the final appendix.

Fiscal Effort: Local-Source Revenues Per \$1,000 of the True Value of Real Estate and Public Service Corporations
In FY1983-84

Locality	Jurisdictional Score	Statewide Score	Jurisdictional/Statewide Ratio
Colonial Heights City	24.98	19.28	1.296
Emporia Consol. City	14.50	19.28	0.752
Manassas City	27.39	19.28	1.421
Radford City	21.22	19.28	1.101
Waynesboro City	22.50	19.28	1.167

See notes and sources in the final appendix.

5
 Fiscal Effort: Local-Source Revenues Per \$1,000 of Total Adjusted Gross Income
 In FY1983-84

Locality	Jurisdictional Score	Statewide Score	Jurisdictional/Statewide Ratio
Colonial Heights City	58.42	66.07	0.884
Emporia Consol. City	55.81	66.07	0.845
Manassas City	77.95	66.07	1.180
Radford City	64.25	66.07	0.972
Waynesboro City	68.07	66.07	1.030

See notes and sources in the final appendix.

Fiscal Effort: Local-Source Revenues Per \$1,000 of the Modified Local Wealth Index
In FY1983-84

Locality	Jurisdictional Score	Statewide Score	Jurisdictional/Statewide Ratio
Colonial Heights City	36.21	30.52	1.186
Emporia Consol. City	23.34	30.52	0.765
Manassas City	41.00	30.52	1.343
Radford City	32.74	30.52	1.073
Waynesboro City	34.21	30.52	1.121

See notes and sources in the final appendix.

APPENDIX I
PROPERTY TAX DATA
INTRAREGIONAL
1974-1983

Locality	Total Assessed Property Values Per Capita	Property Tax Levies Per Capita	Total Property Tax Levies Per \$1,000 of Assessed Property Values
Greensville County	3,260.92	65.22	20.00
Emporia City	4,257.56	84.94	19.95
Emporia Consol. City-1974	3,588.76	71.70	19.98
Greensville County	3,414.70	68.29	20.00
Emporia City	4,801.17	98.25	20.46
Emporia Consol. City-1975	3,885.74	78.47	20.19
Greensville County	3,512.66	70.25	20.00
Emporia City	5,253.11	114.35	21.77
Emporia Consol. City-1976	4,077.74	84.57	20.74
Greensville County	3,604.98	72.10	20.00
Emporia City	5,675.69	142.59	25.12
Emporia Consol. City-1977	4,250.39	94.07	22.13
Greensville County	15,394.19	81.04	5.26
Emporia City	13,226.79	143.87	10.88
Emporia Consol. City-1978	14,713.41	100.77	6.85
Greensville County	16,242.39	88.82	5.47
Emporia City	13,649.16	155.20	11.37
Emporia Consol. City-1979	15,427.85	109.67	7.11
Greensville County	16,551.76	113.27	6.84
Emporia City	18,992.40	169.45	8.92
Emporia Consol. City-1980	17,302.11	150.54	7.54
Greensville County	16,713.90	115.71	6.92
Emporia City	18,905.89	186.13	9.85
Emporia Consol. City-1981	17,389.42	137.42	7.90
Greensville County	17,537.28	124.70	7.11
Emporia City	22,512.79	217.08	9.64
Emporia Consol. City-1982	19,090.15	153.53	8.04
Greensville County	17,974.53	127.65	7.10
Emporia City	23,144.69	228.84	9.89
Emporia Consol. City-1983	19,565.35	158.79	8.12

APPENDIX J

EXPENDITURES
NANSEMOND/SUFFOLK -- ALL OTHER VIRGINIA CITIES AND COUNTIES
1969-1979

7
Operating Expenditures Per Capita

Year	(A) Nansemond/Suffolk	(B) All Other Localities	(C) Ratio Of (A) to (B)
1969	194.61	214.85	0.906
1970	218.45	247.67	0.882
1971	247.72	276.46	0.896
1972	273.73	308.50	0.887
1973	296.97	336.16	0.883
1974	340.97	377.08	0.904
1975	392.58	434.46	0.904
1976	466.50	481.73	0.968
1977	459.97	508.13	0.905
1978	430.03	531.92	0.808
1979	485.73	583.55	0.832

7
Capital Outlays Per Capita

Year	(A) Nansemond/Suffolk	(B) All Other Localities	(C) Ratio Of (A) to (B)
1969	16.33	59.26	0.276
1970	9.56	60.73	0.157
1971	8.87	67.04	0.132
1972	17.74	64.74	0.274
1973	11.60	64.78	0.179
1974	39.00	76.09	0.513
1975	30.53	101.01	0.302
1976	28.69	89.69	0.320
1977	60.41	91.55	0.660
1978	79.71	91.26	0.873
1979	190.16	101.86	1.867

7
Debt Service Expenditures Per Capita

Year	(A) Nansemond/Suffolk	(B) All Other Localities	(C) Ratio Of (A) to (B)
1969	14.72	23.25	0.633
1970	14.52	26.94	0.539
1971	14.85	31.70	0.468
1972	14.77	36.28	0.407
1973	15.88	40.86	0.389
1974	15.19	42.15	0.360
1975	14.73	45.00	0.327
1976	14.44	47.88	0.302
1977	16.53	51.94	0.318
1978	57.13	55.62	1.027
1979	15.85	56.45	0.281

7
Total Expenditures Per Capita

Year	(A) Nansemond/Suffolk	(B) All Other Localities	(C) Ratio Of (A) to (B)
1969	225.65	297.36	0.759
1970	242.52	335.34	0.723
1971	271.44	375.20	0.723
1972	306.24	409.52	0.748
1973	324.44	441.79	0.734
1974	395.17	495.33	0.798
1975	437.84	580.47	0.754
1976	509.63	619.29	0.823
1977	536.92	651.61	0.824
1978	566.88	678.80	0.835
1979	691.74	741.85	0.932

Notes

1. The concept of true value refers to the full-market worth of locally taxed real estate and public service corporation property within a particular jurisdiction.
2. Derived from the administrative records of the State Department of Taxation, the adjusted gross income (AGI) statistics for a locality, while encompassing most dimensions of income, exclude Social Security benefits and various other transfer payments, contributions made by employers to private pension and health plans, non-cash imputed income, payments in-kind, 60% of long-term capital gains, and the income received by non-resident military personnel stationed in Virginia. It should be noted, too, that jurisdictional AGI figures do not reflect the income of residents who are exempt from the filing of state tax returns.
3. With respect to each county and city, the Virginia Department of Taxation annually estimates the level of taxable sales from tax revenue deposits rather than actual sales figures reported by local retailers.
4. The allocation of state aid to the public schools of a locality is based largely on a formula which takes measure of jurisdictional wealth through an additive index that combines 50% of the total true value of real estate and public service corporations, 40 % of the total personal income, and 10% of the total value of taxable retail sales within the entitlement county or city. The Commission has modified this local wealth index by substituting adjusted gross income for personal income, a necessary revision stemming from the estimation errors which have beset the latter variable in recent years. [See Dr. John L. Knapp, Deputy Director, Tayloe Murphy Institute, University of Virginia, "Statement of the Tayloe Murphy Institute in Regard to Virginia Personal Income Estimates" (presented to the House Appropriations Committee of the Virginia General Assembly on January 31, 1984); Tayloe Murphy Institute, University of Virginia, "Bureau of Economic Analysis Estimates: Virginia Personal Income by City and County, 1978-83," May 15, 1985.]
5. The local-source revenues of general government, as defined by the Virginia Auditor of Public Accounts, exclude payments from federal and state authorities, non-revenue receipts, and inter-fund transfers.
6. Total assessed (i.e., taxable) values and aggregate levies have been computed for each locality on an annual basis from data covering four revenue dimensions--real estate, tangible personal property, machinery and tools, and public service corporation taxes.
7. The expenditure profiles reflect all governmental costs except payments in lieu of taxes by enterprise and working capital funds.

Sources

Taylor Murphy Institute, University of Virginia, Distribution of Virginia Adjusted Gross Income by Income Class, 1974-1981, Table 1 (1974-1976), Table A1 (1977-1981); and Distribution of Virginia Adjusted Gross Income by Income Class and Locality, 1982-1983, Table A1.

Taylor Murphy Institute, University of Virginia, Intercensal Estimates and Decennial Census Counts for Virginia Localities, 1790-1980, February 1983, Table 1 (1971-1980) and Table 2 (1969-1970); and Estimates of the Population of Virginia Counties and Cities: 1983 and 1984, August 1985, Table 2 (1981-1984).

Virginia Auditor of Public Accounts, Report of Auditor of Public Accounts of Commonwealth of Virginia on Comparative Cost of City Government, Exhibits A and A-3, FY1969-FY1979; Report of Auditor of Public Accounts of Commonwealth of Virginia on Comparative Cost of County Government, Exhibit A, FY1969-FY1979; and Comparative Report of Local Government Revenues and Expenditures, Exhibit A, FY1981-FY1984.

Virginia Department of Taxation, Annual Report, FY1975-FY1984, Tables 5.4-5.7. This document contains local assessed values and tax levies for all classes of property.

Virginia Department of Taxation, Taxable Sales in Virginia Counties and Cities: Annual Report, 1974-1983.

Virginia Department of Taxation, Virginia Assessment/Sales Ratio Study, 1974-1983, Table 8 (1974-1977), Table 5 (1978), and Table 6 (1979-1983). This annual publication reports the true value of real estate and public service corporations by county and city.