

**Report on the  
City of Franklin - County of Southampton  
Revenue-Sharing Agreement**



**Commission on Local Government  
Commonwealth of Virginia**

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**REPORT ON THE  
CITY OF FRANKLIN - COUNTY OF SOUTHAMPTON  
REVENUE-SHARING AGREEMENT**

**PROCEEDINGS OF THE COMMISSION**

On June 4, 1998 the City of Franklin and the County of Southampton submitted to the Commission on Local Government for review a proposed interlocal agreement negotiated by the two jurisdictions under the authority of Section 15.2-3400 of the Code of Virginia.<sup>1</sup> Consistent with the Commission's Rules of Procedure, the joint submission was accompanied by data and materials supporting the proposed agreement. Further, in accordance with statutory requirements, the City and County concurrently gave notice of the proposed agreement to 25 other political subdivisions with which they were contiguous or with which they shared functions, revenues, or tax sources.<sup>2</sup> The proposed agreement contains provisions which would (1) commit the City to assisting the County in the extension of water and sewerage service to a designated portion of the County, identified as the "Designated Area," (2) require the County to share with the City certain local tax revenues it derives from within that area, and (3) require the City's permanent renunciation of its authority to annex property within the specified area.<sup>3</sup>

In conjunction with its review of the proposed settlement, on October 27, 1998 the Commission toured relevant sections of the City of Franklin

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<sup>1</sup>City of Franklin and County of Southampton, **Notice by City of Franklin and County of Southampton of Their Intent to Petition for Approval of Revenue Sharing Agreement** (hereinafter cited as **Joint Notice**).

<sup>2</sup>Sec 15.2-2907(A), Code of Va.

<sup>3</sup>**Revenue Sharing Agreement Between the City of Franklin and the County of Southampton, November 6, 1996** (hereinafter cited as **Revenue-Sharing Agreement**). See **Appendix A** for the complete text of the **Revenue-Sharing Agreement**.

and Southampton County and met in Courtland to receive oral testimony from the two jurisdictions in support of the agreement.<sup>4</sup> In addition, the Commission held a public hearing, advertised in accordance with Section 15.2-2907(B) of the Code of Virginia, on the evening of October 27, 1998 at the Southampton County Administration Building in Courtland for the purpose of receiving citizen comment.<sup>5</sup> In order to permit receipt of additional citizen comment, the Commission agreed to keep open its record for written submissions from the public through November 10, 1998.

### **SCOPE OF REVIEW**

The Commission on Local Government is directed by law to review negotiated interlocal agreements, such as the one before us, prior to their presentation to the courts for ultimate disposition. Upon receipt of notice of such proposed agreements, the Commission is directed "to hold hearings, make investigations, analyze local needs" and to submit a report containing findings of fact and recommendations regarding the issue to the affected local governments.<sup>6</sup> With respect to a proposed agreement negotiated under the authority of Section 15.2-3400 of the Code of Virginia, the Commission is required to determine in its review "whether the proposed settlement is in the best interest of the Commonwealth."

As we have noted in previous reports, it is evident that the General Assembly encourages local governments to attempt to negotiate cooperative agreements to address interlocal concerns. Indeed, one of the statutory

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<sup>4</sup>The oral presentations and public hearing were originally scheduled for August 28, 1998 but were postponed due to inclement weather.

<sup>5</sup>No person appeared to testify before the Commission at the public hearing.

<sup>6</sup>Sec. 15.2-2907(A), Code of Va.

responsibilities of this Commission is to assist local governments in such efforts. In view of this legislative intent, the Commission believes that proposed interlocal agreements, such as that negotiated in this instance by the City of Franklin and Southampton County, should be approached with respect and a presumption of their compatibility with applicable statutory standards. The Commission notes, however, that the General Assembly has decreed that interlocal agreements negotiated under the authority of Section 15.2-3400 of the Code of Virginia shall be reviewed by this body prior to their final adoption by the local governing bodies. We are obliged to conclude, therefore, that while interlocal agreements are due respect and should be approached with a presumption of their consistency with statutory standards, such respect and presumption cannot be permitted to render our review a **pro forma** endorsement of any proposed accord. Our responsibility to the Commonwealth and to the affected localities requires more.

**GENERAL CHARACTERISTICS OF THE CITY OF FRANKLIN,  
THE COUNTY OF SOUTHAMPTON, AND THE REVENUE SHARING AREAS**

**CITY OF FRANKLIN**

The City of Franklin was incorporated as a town in 1876 and became one of Virginia's independent cities in 1961.<sup>7</sup> As of 1990, the City of Franklin had a population of 7,864 persons, reflecting a growth in its populace of 7.6% since the 1980 census.<sup>8</sup> A population estimate for 1997

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<sup>7</sup>J. Devereux Weeks, **Dates of Origin of Virginia Counties and Municipalities** (Charlottesville: Institute of Government, University of Virginia, 1967).

<sup>8</sup>U. S. Department of Commerce, Bureau of the Census, **1980 Census of Population, Number of Inhabitants, Virginia**, Table 2; and U. S. Department of Commerce, Bureau of the Census, **1990 Census of Population and Housing, Summary Population and Housing Characteristics, Virginia**, Table 1. See **Appendix B** for a statistical profile of the City of Franklin and Southampton County. See **Appendix C** for a map of the City, the County, and the area subject to the revenue-sharing provisions of the proposed agreement.

placed the City's populace at 8,700 persons, a further increase of 10.6% since the 1990 decennial census.<sup>9</sup> The Commission notes, however, that the demographic growth experienced by Franklin since 1980 has been influenced by two annexations.<sup>10</sup> Based on its land area of 8.4 square miles and the 1997 population estimate, the City has a population density of 1,036 persons per square mile.<sup>11</sup>

In regard to the City's current fiscal condition, statistics indicate that between 1986 and 1996 (the latest year for which such information is available) the true value of real estate and public service corporation property in the municipality increased from \$156.4 million to \$299.1 million, or by 91.3%, exceeding the rate in the State overall (82.7%).<sup>12</sup> Further, the City's total taxable retail sales, a significant indicator of the strength of the locality's commercial base, rose by 53.4% from 1987 to

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<sup>9</sup>"Population Estimates for Virginia Localities," Weldon Cooper Center for Public Service (electronic dataset), January 1998.

<sup>10</sup> In 1985 Franklin and Southampton County effected an agreement which provided for the City's incremental annexation of two areas in the County, identified in the accord as the "Phase I" and "Phase II" areas. Pursuant to that agreement, the City annexed the Phase I Area, which contained 3.9 square miles and 590 persons, on December 31, 1985. The Phase II Area, which embraced 467 acres and 380 persons, was annexed by the City on December 31, 1995.

<sup>11</sup>**1990 Census of Population and Housing, Summary Population and Housing Characteristics, Virginia**, Table 16.

<sup>12</sup>Virginia Department of Taxation, **Virginia Assessment/Sales Ratio Study, 1986**, Mar. 1988; and **The 1996 Virginia Assessment/Sales Ratio Study**, Apr. 1998. The changes in the City's real estate tax base since 1986 were influenced by the 1986 and 1996 annexations by Franklin. (Aileen M. Watson, Economist, Office of Fiscal Research, Virginia Department of Taxation, communication with staff of Commission on Local Government, Dec. 8, 1998.) The per capita increase in true real estate and public service corporation properties in the City of Franklin and the Commonwealth generally was 62.7% and 60.5%, respectively.



1997, a growth rate commensurate with that of the State as a whole (54.0%).<sup>13</sup> Furthermore, between 1980 and 1990 the number of nonagricultural wage and salary employment positions in the City increased from 2,850 to 3,442 positions, or by 20.7%.<sup>14</sup> An official estimate for 1996 placed the number of such employment positions in Franklin at 3,718, a further increase of 8.0% since 1990.<sup>15</sup> While these economic measures reflect the influence of the two annexations, and not merely growth attributable to the pre-existing component of Franklin, the enlarged municipality has manifested economic growth.

Despite the above-mentioned dimensions of economic growth, annual statistical analyses conducted by this Commission suggest that the City's overall fiscal condition remains comparatively weak. These analyses are based upon a Virginia-adapted "representative tax system" methodology which establishes a theoretical level of revenue capacity for each county and city derived from six local revenue-generating "sources" and the statewide average "yield rate" for each. Our calculations reveal that between the 1991/92 and 1996/97 fiscal periods the City of Franklin's per capita theoretical revenue capacity increased by 26.74%, or less than the average

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<sup>13</sup>Virginia Department of Taxation, **Taxable Sales in Virginia Counties and Cities, Annual Reports, 1987 and 1997.** On a per capita basis, taxable retail sales in the City increased by 30.5% between 1987 and 1997, compared to an increase of 35.3% for Virginia as a whole. Not included in the data reported by the Virginia Department of Taxation for taxable sales are sales of certain motor vehicles, trailers and semi-trailers, mobile homes and travel trailers, motor vehicle fuels, and products sold in Alcohol Beverage Control stores.

<sup>14</sup>Virginia Employment Commission, "ES-202 Annual Average Employment - Franklin City" (unpublished).

<sup>15</sup>Virginia Employment Commission, "ES-202 Annual Average Employment By Size Code - Franklin City" (unpublished electronic dataset).

for all of Virginia's counties and cities (30.28%).<sup>16</sup> Data for the 1996/97 fiscal period indicated that the City's per capita revenue capacity (\$917.96) was only 80.3% of the statewide average statistic (\$1,143.22).<sup>17</sup> Further, due to the level of its fiscal effort (i.e., the extent to which the City was required to extract revenue from its resource base) and the median income level of its resident population, this agency's statistical calculations for the 1996/97 period placed the City of Franklin in the "high stress" category.<sup>18</sup>

With respect to Franklin's fiscal prospects, the Commission notes that the City's internal revenue-generating capacity is augmented by a 1987 revenue-sharing agreement with Isle of Wight County.<sup>19</sup> Under the terms of that accord, Franklin shall receive annually between 17% and 23% of all local tax collections derived by the County from within a designated area

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<sup>16</sup>See **Appendix D** for a series of statistical tables recording changes in the fiscal attributes of each of Virginia's 135 counties and cities from 1991/92 through 1996/97.

<sup>17</sup>**Ibid.**

<sup>18</sup>**Ibid.** During the 1996/97 fiscal period the City of Franklin was required to generate local-source revenue equivalent to 115.9% of its theoretical revenue capacity, a revenue effort exceeded by only 26 of the Commonwealth's 135 counties and cities. (**Ibid.**) The median AGI of Franklin's resident population in 1996 was \$17,882, with only 34 of Virginia's counties and cities recording a lower score on that income measure. (**Ibid.**)

<sup>19</sup>Commission on Local Government, **Report on the City of Franklin - County of Southampton and City of Franklin - County of Isle of Wight Settlement Agreements**, July, 1985; and Commission on Local Government, **City of Franklin - County of Isle of Wight Revised Settlement Agreement**, May 1986. The revenue-sharing agreement was approved by a special three-judge court in April 1987.

adjacent to the City's eastern boundary.<sup>20</sup> In FY1996/97, Isle of Wight County's revenue-sharing payment to Franklin was approximately \$959,000.<sup>21</sup>

In terms of the City of Franklin's economic growth potential, current land use data for the City are not available. A 1988 study revealed, however, that approximately 1,706 acres (2.7 square miles), or 55.1% of the City's total area, were then undeveloped.<sup>22</sup> In addition, the 1996 annexation by Franklin further increased the undeveloped property in the City. Portions of the vacant land within Franklin, however, are restricted in their development potential due to environmental constraints (e.g., flood plains or nontidal wetlands) or due to limitations imposed by locational concerns, parcel size, access to utilities or public roads, or other appropriate land use considerations.<sup>23</sup> In addition, given the level of development which has occurred in the City over the course of the past decade, it is reasonable to

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<sup>20</sup>In return for the revenue-sharing plan, Franklin renounced its authority to seek the annexation of the area adjacent to the City. While the revenue-sharing area contains only 1.8% of the County's total land area, it is the location of a major industrial facility owned by the Union Camp Corporation, one of Isle of Wight County's principal fiscal assets. The revenue-sharing formula is adjusted on a decennial basis according to a formula contained in the agreement.

<sup>21</sup>Goodman & Company, L.L.P., **City of Franklin, Comprehensive Annual Financial Report, Year Ended June 30, 1997**, p. 38 and Schedule 1, p. 66.

<sup>22</sup>City of Franklin, **Comprehensive Plan Update, 1989**, Nov. 1989, Table II-A. The 1988 land use statistics for the City included data for the territory incorporated into the municipality as a result of the Phase I annexation in 1986. The undeveloped land use category encompasses properties devoted to agricultural or forestal uses or covered by water.

<sup>23</sup>An official of the City of Franklin has indicated that approximately 10% of the vacant property within the municipality is restricted in its developmental potential by environmental concerns. (Rowland L. Taylor, City Manager, City of Franklin, presentation to Commission on Local Government, Oct. 27, 1998.)

conclude that the municipality's inventory of land generally suitable for development has been substantially reduced since the 1988 inventory.<sup>24</sup>

In terms of fiscal projections, the City has calculated that it will confront continuous revenue shortfalls during the period immediately ahead. These shortfalls are projected to decrease slightly from \$2.1 million in FY1997/98 to \$2.0 million in FY2001/02.<sup>25</sup> Moreover, the City has identified the need for approximately \$7.9 million in general fund capital expenditures through FY2002/03 for various facilities, with the City anticipating the necessity of raising that entire amount from local sources.<sup>26</sup> These data underscore the potential significance of the proposed agreement for the City.

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<sup>24</sup>For example, between 1986 and 1991, the years immediately following the initial annexation of property from Southampton County, the City issued 93 building permits for the construction or alteration of nonresidential structures within its boundaries. Nonresidential structures include facilities for use as industrial, office, bank, and school buildings, service stations and repair garages, and churches. Further, during the same period, the City issued 471 building permits for the construction or alteration of residential structures. [Michael A. Spar, **Housing Units Authorized in Virginia's Counties and Cities, Annual, 1991** (Charlottesville: Center for Public Service, University of Virginia), Sep. 1992.]

<sup>25</sup>F. Bruce Stewart, City Attorney, City of Franklin, letter to staff, Commission on Local Government, Aug. 5, 1998. The City's projections do not reflect the impact of the revenue-sharing plan or other components of the proposed agreement.

<sup>26</sup>Taylor, presentation to Commission on Local Government, Oct. 27, 1998. The City expects to fund a portion of its future capital improvements from the revenue-sharing payments it receives annually from Isle of Wight County. Franklin has also identified approximately \$7.8 million in needed capital improvements to its water, sewer, and electrical utility systems, but those projects will be funded through revenues the City receives from the users of the services.

## **COUNTY OF SOUTHAMPTON**

The County of Southampton was created in 1749 from territory formerly a part of Isle of Wight and Nansemond Counties.<sup>27</sup> Between 1980 and 1990 the County's population decreased from 18,731 to 17,550 persons, or by 6.3%.<sup>28</sup> The official population estimate for 1997 placed the County's populace at 17,700, an increase of 0.9% since the preceding decennial census.<sup>29</sup> On the basis of its 1997 population and an area of 598 square miles, the County has an overall population density of 30 persons per square mile.<sup>30</sup>

With respect to Southampton County's fiscal health, statistics indicate that between 1986 and 1996 the true value of real estate and public service corporation property in the County increased from \$579.4 million to \$809.1 million, or by 39.6%. This percentage growth in the County's principal revenue source was less than half that of the City (91.3%) and the State generally (82.7%).<sup>31</sup> In terms of Southampton County's commercial base,

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### **<sup>27</sup>Dates of Origin of Virginia Counties and Municipalities.**

**<sup>28</sup>1980 Census of Population, Number of Inhabitants, Virginia**, Table 2; and **1990 Census of Population and Housing, Summary Population and Housing Characteristics, Virginia**, Table 1. This percentage change was influenced by the City of Franklin's 1986 annexation of a portion of Southampton County containing approximately 3.9 square miles and 590 persons.

<sup>29</sup>"Population Estimates for Virginia Localities." The 1990-97 growth rate was impacted by Franklin's 1996 annexation of approximately 380 persons.

**<sup>30</sup>1990 Census of Population and Housing, Summary Population and Housing Characteristics, Virginia**, Table 16.

**<sup>31</sup>Virginia Assessment/Sales Ratio Study, 1987; and The 1996 Virginia Assessment/Sales Ratio Study**. On a per capita basis, the increases in the true value of real estate and public service corporation property in

between 1987 and 1997 the County's taxable retail sales rose by only 4.9%, a statistic less than one-tenth that for both the City (53.4%) and the State overall (54.0%).<sup>32</sup> Overall, these data indicate that the County has experienced only minimal growth in its resource bases during the last decade.

Data developed by this agency indicate that between 1991/92 and 1996/97 the per capita theoretical revenue capacity of Southampton County increased by 30.24%, a growth rate exceeding that of the City (26.74%) and virtually identical to the statewide jurisdictional average (30.28%).<sup>33</sup> However, as of the 1996/97 fiscal period Southampton County's per capita revenue capacity (\$907.57) remained only 79.4% of the average for all the Commonwealth's counties and cities (\$1,143.22).<sup>34</sup> The Commission's most recent comparative fiscal stress analysis found that in 1996/97 Southampton County experienced "above average stress" relative to all Virginia localities.<sup>35</sup>

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Southampton County and the State generally were 44.4% and 60.5%, respectively. (**Ibid.**)

<sup>32</sup>**Taxable Sales in Virginia Counties and Cities, Annual Reports**, 1985 and 1995. Between 1985 and 1995 the per capita increase in the County (58.8%) exceeded that in the State overall (43.8%).

<sup>33</sup>**Appendix D.**

<sup>34</sup>**Ibid.**

<sup>35</sup>**Ibid.** During the 1996/97 fiscal period Southampton County raised local-source revenue equivalent to 72.0% of its theoretical revenue capacity, a revenue effort statistic substantially less than that recorded by the City of Franklin (115.9%) during the same period. (**Ibid.**) The median AGI of Southampton County's resident population in 1996 was \$20,457, a resident income level considerably in excess of that reported by residents of the City of Franklin (\$17,882). (**Ibid.**)

The County's revenue-generating capacity is augmented by a revenue-sharing provision in its 1985 interlocal agreement with the City of Franklin. As noted previously, that accord called for a two-phased annexation of County territory by the City, with the first annexation being effected in 1986 and the second in 1996.<sup>36</sup> A provision in that agreement called for the County to receive in perpetuity one-half of all the net local tax revenue and one-half of the net utility revenue collected by the City within a specified portion of the area annexed in 1986.<sup>37</sup> In FY1996/97, the County received approximately \$356,000 in revenue-sharing payments from the City of Franklin as a consequence of that provision.<sup>38</sup> Thus, Southampton County's future fiscal viability is enhanced by the prior revenue-sharing accord with Franklin.

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<sup>36</sup>Commission on Local Government, **Report on the City of Franklin - County of Southampton and City of Franklin - County of Isle of Wight Settlement Agreements**, July, 1985. The agreement between the City and Southampton County was approved by a special three-judge court in December 1985.

<sup>37</sup>In the agreement between the City and County, the revenue-sharing area was identified as the Industrial Corridor and comprised approximately 281 acres in the southwestern portion of enlarged City of Franklin along State Route 671. Since being annexed by the City, the Industrial Corridor has developed into a major commercial and industrial center. In determination of the revenue to be shared with the County, the City is permitted to subtract from its gross tax receipts all municipal operating and capital expenditures associated with the provision of governmental or utility services in the Industrial Corridor.

<sup>38</sup>**City of Franklin, Comprehensive Annual Financial Report, Year Ended June 30, 1997**, Schedule 2, p. 76. In addition, the County also receives other payments from the City associated with the financial adjustments resulting from 1986 and 1996 voluntary annexations. Those include the assumption of a portion of the County's long-term debt and the reimbursement of the County's loss of net tax revenues for a five-year period following each City annexation. In FY1996/97 Southampton County received approximately \$204,000 in other annexation related payments from the City. (*Ibid.*, Schedule 2, pp. 76, 78.)

In terms of the nature of its economic development, statistics indicate that Southampton County has experienced limited growth and diversification in its commercial base in recent years. Between 1980 and 1990 the number of nonagricultural wage and salary positions in the County grew from 3,428 to 3,949, or by only 15.2%.<sup>39</sup> Official estimates for 1996 place the number of such employment positions in the County at 4,056, an increase of only 2.7% since 1990.<sup>40</sup> Consistent with this pattern of limited internal commercial development, data collected in April 1990 indicate that almost half of the County's total civilian labor force (7,484 persons) either continued to be engaged in agricultural or forestal activities, sought employment outside Southampton County, or was unemployed.<sup>41</sup> Indeed, the evidence suggests that agricultural and forestal activities remain significant components of Southampton County's economic base. As of 1992, there were 329 farms in the County occupying a total of 178,469 acres (279 square miles), with the average market value of their agricultural products being \$170,601.<sup>42</sup> Further, 1991 data disclose that 240,492 acres

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<sup>39</sup>"ES-202 Annual Average Employment - Southampton County" (unpublished data).

<sup>40</sup>*Ibid.*; and "ES-202 Annual Average Employment By Size Code - Southampton County" (unpublished electronic dataset).

<sup>41</sup>Virginia Employment Commission, "Estimated Labor Force Data - Southampton County," (unpublished electronic dataset). The term "civilian labor force" is defined to include all individuals 16 years of age or over (exclusive of persons serving in the armed forces) within a specified geographic area who are either employed or unemployed. In 1990, 3,444 County residents traveled to jobs located outside the borders of Southampton County. (**Commuting Patterns of Virginia Workers: County and City Level for 1990.**) Of that amount, 57.2% were employed in positions located within the City of Franklin or Isle of Wight County.

<sup>42</sup>U. S. Department of Commerce, Bureau of the Census, **1992 Census of Agriculture, Virginia**, Table 1, p. 163. The average market value of agricultural products sold by farms in Southampton County exceeded the statewide per farm average (\$48,694) by 250%. (*Ibid.*, Table 1, p. 162.) Indeed, in 1992 Southampton County was the preeminent jurisdiction in



(376 square miles) in Southampton County were classified as "timberland."<sup>43</sup> Thus, the County remains predominantly rural.

In regard to Southampton County's fiscal outlook, projections of revenues and expenditures indicate that the County's combined accounts will maintain a positive balance in the immediate future. Projections show that in FY1998/99 County revenues will exceed expenditures by approximately \$2.2 million, with a positive balance being maintained but slightly decreasing to \$1.9 million by FY2002/03.<sup>44</sup> Although the County's current capital program identifies expenditure needs of approximately \$2.2 million through FY2002/03, the data indicate that the County can readily address those concerns.<sup>45</sup>

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the Commonwealth in terms of the production of peanuts and ranked third in the State in terms of the number of hogs and pigs sold. (*Ibid.*, Table 27, p. 507.)

<sup>43</sup>U. S. Department of Agriculture, Forest Service, **Forest Statistics for the Coastal Plain of Virginia, 1991**, Table 1. The Forest Service defines "timberland" as property being at least 16.7% stocked by forest trees of any size, or formerly having had such tree cover and not currently developed for nonforest use, capable of producing 20 cubic feet of industrial wood per acre per year and not withdrawn from timber utilization by legislative action. Such property may also be included in the Census Bureau's definition of "farm land."

<sup>44</sup>Michael W. Johnson, County Administrator, County of Southampton, letter to staff of Commission on Local Government, Aug. 6, 1998. The County projections do not include the impact of the proposed revenue-sharing component of the agreement.

<sup>45</sup>*Ibid.*, Not included in the County's projected capital needs is an estimated \$8 million to \$24 million for elementary school improvements during the period between 2000 and 2020.

**AREA PROPOSED FOR IMMUNITY**

Under the terms of the proposed agreement with the City of Franklin, a portion Southampton County, identified as the "Designated Area," would be granted permanent immunity from annexation initiated by the City. This territory proposed for such immunity adjoins the northern, western, and southern boundaries of the City of Franklin. While the proposed immunity area contains only 2.8% of the County's total land area, its geographic configuration is such that it essentially forecloses the possibility of the City initiating actions to annex in the future any territory in Southampton County.<sup>46</sup>

The area proposed for immunity contains, according to a recent population estimate, 1,784 persons, and has a population density of 104 persons per square mile, or almost three and one-half times that for the County overall (30 persons per square mile).<sup>47</sup> In terms of current development, the Designated Area contains several residential concentrations, four industrial operations, a number of commercial establishments, a County elementary school, and two solid waste transfer sites owned by the Southeastern Public Service Authority. According to recent land use data, however, almost 90% of the Designated Area is zoned for agricultural activity.<sup>48</sup> However, the presence of significant vacant property adjacent to U. S. Highways 58 and 258 and State Route 671, the

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<sup>46</sup>**Joint Notice**, p. 1. The proposed immunity area encompasses 17.1 square miles. In the settlement agreement, Franklin has pledged to refrain from initiating any annexation actions involving property in the Designated Area and "to oppose any petition or suit" by voters or land owners seeking to have property within that area annexed to the City. (**Revenue-Sharing Agreement**, Sec. 4.1.)

<sup>47</sup>**Joint Notice**, p. 3.

<sup>48</sup>**Ibid.**, p. 15.

three major arterial highways that transit the southwestern portion of Southampton County, give the Designated Area substantial development potential.<sup>49</sup> In recognition of its development potential, Southampton County has identified the Designated Area as a major focal point for future growth in the County.<sup>50</sup>

To this point, however, growth in the Designated Area has been restricted by the limited availability of public water and sewerage. Although the County operates water and sewer systems that serve the Agri-Business Industrial Park, which is located adjacent to the western boundary of the Designated Area, County officials have concluded that it would not be cost effective to expand either of those systems to serve future development in that area.<sup>51</sup> Alternatively, the County seeks to utilize the City's systems to extend utilities to new development in that area.

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<sup>49</sup>Four undeveloped properties in the Designated Area, collectively containing approximately 2.8 square miles, are being marketed by their respective owners for future industrial or commercial development. (Johnson, presentation to Commission on Local Government, Oct. 27, 1998.)

<sup>50</sup>County of Southampton, **Comprehensive Plan** (hereinafter cited as **County Comprehensive Plan**), 1989, p. 32 and Plate 2. A 1995 update to the County's comprehensive plan reemphasized the goal of concentrating future development in areas where services can be reasonably provided and of focusing industrial development in areas that are served by transportation corridors and utilities. County of Southampton, **Comprehensive Plan Update** (hereinafter cited as **County Comprehensive Plan Update**), Aug. 1996, p. 21.

<sup>51</sup>Southampton County sponsored an engineering study to determine if the Town of Courtland's sewerage, which serves the Agri-Business Industrial Park, could be expanded to provide wastewater treatment services to a proposed industrial operation to be located south of the City of Franklin. That study found that the County would be required to spend approximately \$1.9 million to expand Courtland's treatment facility and an additional \$2.6 million to install collector lines and pump stations to address the anticipated needs of the prospective industrial customer. (Johnson, presentation to the Commission on Local Government, Oct. 27, 1998.)

City utility services are currently available in the Designated Area pursuant to cooperative arrangements previously negotiated. Pursuant to those arrangements, Franklin provides water service directly to the Cypress Manor subdivision and along Country Club Road in the northern portion of the Designated Area.<sup>52</sup> In addition, Southampton County currently purchases potable water from Franklin to serve the Union Camp Corporation's Converting Innovation Center located on State Route 671 in the southwestern portion of the Designated Area.<sup>53</sup> Moreover, the City receives and treats wastewater emanating from the Union Camp facility and the Edgehill Subdivision, which is located in the northern portion of the Designated Area.<sup>54</sup> Thus, the proposed agreement currently before us constitutes an extension of existing collaborative arrangements which have beneficially served both jurisdictions.

### STANDARDS FOR REVIEW

As indicated previously, the Commission on Local Government is charged with reviewing proposed interlocal agreements negotiated under the authority of Section 15.2-3400 of the Code of Virginia for the purpose of

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<sup>52</sup>Stewart, letter to staff of Commission on Local Government, Aug. 5, 1998. In addition, the County has installed water mains from the City's current northern border to the Edgehill Subdivision for future service if such should be required in the future. At the present time, water service in the Edgehill Subdivision is provided by the County using an on-site well and hydropneumatic tank. (Johnson, presentation to Commission on Local Government, Oct. 27, 1988.)

<sup>53</sup>Taylor, presentation to staff of Commission on Local Government, Oct. 27, 1998.

<sup>54</sup>**Joint Notice**, p. 4; and Stewart, letter to staff of Commission on Local Government, Aug. 5, 1998. Pursuant to separate interlocal agreements, Southampton County purchases sewage treatment capacity from the City to serve the Edgehill Subdivision and Union Camp industrial facility, but the County owns the collector lines serving both locations. (Johnson, presentation to Commission on Local Government, Oct. 27, 1998.)

determining whether such proposals are "in the best interest of the Commonwealth." In our judgment, the State's interest in this and other proposed interlocal agreements is fundamentally the preservation and promotion of the general viability of the affected localities. In this instance, the Commission is required to review a proposed agreement which provides for (1) collaboration in the extension of public water and sewer utilities into a specified area of the County, (2) the sharing of revenue growth within that specified area resulting from the utility collaboration, and (3) the City's permanent relinquishment of its authority to annex property within the specified area. A proper analysis of the proposed Franklin - Southampton County agreement, as mandated by statute, requires consideration of the ramifications of these provisions with respect to the future viability of the two jurisdictions.

#### **IMPACT OF THE AGREEMENT ON THE CITY OF FRANKLIN**

The proposed City of Franklin - Southampton County agreement has three principal provisions which will, if the agreement is implemented, have an impact on the City's future viability. First, the agreement calls for Franklin to sell to the County potable water for distribution in the Designated Area and to receive and treat effluent from that area at the City's sewage treatment plant. Second, the agreement establishes a revenue-sharing arrangement by which the County will annually transfer to the City a portion of the local tax receipts from the Designated Area.<sup>55</sup> Third, the agreement calls for the City to relinquish in perpetuity its authority to

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<sup>55</sup>The revenue-sharing plan of any voluntary settlement agreement which requires future county payments to a municipality has been determined by previous opinions of the State's Attorney General to be a long-term debt of such county and, accordingly, to require that the question of contracting such debt must be submitted to the voters of the affected county for approval pursuant to Article VII, Section 10(b) of the Constitution of Virginia. On November 4, 1997 the voters in Southampton County gave approval to the revenue-sharing component of the proposed Franklin - Southampton County agreement.

initiate annexation actions with respect to all property within the Designated Area. These provisions in the proposed agreement have major consequences for the City of Franklin.

### **Revenue-Sharing Provision**

The proposed agreement establishes an interlocal revenue-sharing plan by which the County will share with the City local tax revenues generated by certain development in the Designated Area. Under the terms of this plan, Southampton County will transfer to the City, annually and in perpetuity, 30% of all local tax collections derived from industries and businesses located within the Designated Area that are connected to water and wastewater services emanating from the City.<sup>56</sup> Since only one industrial operation in that area currently receives municipal water and sewage treatment, the County has calculated that the proposed revenue-sharing plan would provide Franklin approximately \$32,000 during the first year following the effective date of the agreement.<sup>57</sup> Although Southampton County plans to focus future development in the Designated Area, the immediate prospects for additional commercial and industrial development in that area are limited by the general absence of public utilities. Based on current conditions, the County has projected that the City's receipts from

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<sup>56</sup>**Revenue-Sharing Agreement**, Section 2.1. The agreement also requires the County to share with the City revenues collected in the Designated Area from taxes that may be imposed in the future. [*Ibid.*, Article 1(E).] Also included in the revenue-sharing plan are those industries and commercial establishments in the Designated Area served through water and sewer lines installed or owned by the County but connected to facilities owned by the City.

<sup>57</sup>Johnson letter to staff of Commission on Local Government, Aug. 6, 1998. A representative for the City of Franklin has expressed concurrence with the County's calculations. (Stewart, letter to staff of Commission on Local Government, Aug. 5, 1998.) The initial revenue-sharing payment to the City represents local tax receipts from the Union Camp Converting Innovation Center.

the revenue-sharing arrangement will decrease to approximately \$21,000 by FY2002/03, an amount equivalent to less than one percent of the City's anticipated total local-source revenue in that fiscal year.<sup>58</sup> However, since that estimate was prepared, Union Camp has announced an expansion to its industrial operation in the Designated Area.<sup>59</sup>

While there appears to be no immediate prospect of new industrial or commercial development in the Designated Area, such will occur at some point in the future. In this regard, the County has identified four parcels, collectively encompassing approximately 1,800 acres of vacant land in the Designated Area, as having significant potential for industrial development.<sup>60</sup> Further, the County's comprehensive plan also encourages the construction of major commercial centers at three sites within that area.<sup>61</sup> Again, however, officials for both the City and the County acknowledge that future industrial or commercial development in the Designated Area is contingent upon the availability of central water and sewer service. Thus, while the initial benefit to the City from the revenue-sharing arrangement is modest,

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<sup>58</sup>In FY2002/03 the City's revenues from local sources is projected to be approximately \$13.2 million. The County's estimated payment to the City in FY2002/03 assumes a 10% annual depreciation in the machinery and tools assessed property values of the Union Camp facility, the only industrial operation in the Designated Area currently subject to the revenue-sharing provisions of the proposed agreement. (Johnson, letter to staff of Commission on Local Government, Aug. 6, 1998.)

<sup>59</sup>Taylor, presentation to Commission on Local Government, Oct. 27, 1998; and Johnson, presentation to Commission on Local Government, Oct. 27, 1998. The proposed expansion of the Union Camp facility will represent an investment of between \$5 million and \$10 million.

<sup>60</sup>Among those properties is the 1000-acre Cypress Cove Industrial site, which is located directly across the U. S. Highway 58 Bypass from the City's recently opened Pretlow Industrial Park.

<sup>61</sup>County Comprehensive Plan, pp. 32-39.

the development potential of the Designated Area will increase its significance to Franklin.

### **Utility Provisions**

The provisions in the proposed agreement with respect to the sale of water and sewage treatment service to the County are also beneficial to the City of Franklin. Those provisions call for the City to sell to Southampton County potable water for distribution to industrial and commercial businesses in the Designated Area and for Franklin to receive and treat wastewater from County lines serving such customers in that area. In addition to providing a basis for the development of the Designated Area and thereby enhancing its revenue-sharing receipts, Franklin's sale of utility services to the County will constitute an independent source of revenue for the City. While there is no current basis for estimating the water and sewer revenues that the City will receive from future development in the Designated Area, that area, as noted repeatedly, has significant development potential.<sup>62</sup> Therefore, as that area develops, the County's utility payments to Franklin will increase accordingly.

The utility provisions in the proposed agreement will permit the optimal utilization of Franklin's utility systems, but they will not impose unmanageable obligations. In terms of water supply, Franklin obtains all of its water from four wells and is permitted to pump collectively 1.8 million gallons per day (MGD) from those sources.<sup>63</sup> As of 1997, the City's

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<sup>62</sup>Currently the City supplies the County with potable water and sewage treatment for domestic purposes to serve the Union Camp facility in the Designated Area.

<sup>63</sup>Virginia Department of Health, Bureau of Water Supply Engineering, "Waterworks Operation Permit, City of Franklin," Feb. 20, 1987. An official of the City of Franklin has indicated that the total permitted capacity of the municipal water system does not reflect the recently opened water well and



distribution system required on average 1.3 MGD, leaving the municipal system an unused reserve of 0.5 MGD, or approximately one-third of its capacity.<sup>64</sup> Franklin's commitment for the provision of water to the County extends only to "such amounts as the City determines [to be] available" after due consideration of the capacity of its water system and the internal needs of the municipality.<sup>65</sup> In addition, a component of the proposed agreement calls for the County to share in the costs associated with increasing the capacity of the City's system, if such should be required to serve development in the Designated Area.<sup>66</sup> Thus, the City's water service obligations in the proposed interlocal settlement should not impose upon Franklin any undue operational or fiscal concern.

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storage tank that serves the Pretlow Industrial Park. (Taylor, presentation to Commission on Local Government, Oct. 27, 1998.) Franklin is in the process of applying to the Virginia Department of Health for an amended permit to increase the authorized capacity of the City's system. (Stewart, letter to staff of Commission on Local Government, Nov. 20, 1998.) The addition of the new facilities could significantly increase the overall capacity of the City's water system.

<sup>64</sup>Included in the figure for municipal water consumption in 1997 is approximately 0.14 MGD that the City provided to Isle of Wight County pursuant to an interlocal agreement with that jurisdiction. (Stewart, letter to staff of Commission on Local Government, Aug. 5, 1998.) With respect to its storage facilities, the City owns four facilities which collectively hold 1.38 million gallons of water. (Ibid.)

<sup>65</sup>Revenue-Sharing Agreement, Sec. 3.1.

<sup>66</sup>Under the terms of the proposed settlement, any increases in the size of existing water lines within the City required to deliver water to the Designated Area is the full responsibility of Southampton County. In addition, if the City has to make capital improvements to its existing water wells or is required to construct new water wells or a water treatment plant, the County has agreed in the accord to pay a pro rata share of those capital costs if it wishes to reserve capacity in those facilities to serve the Designated Area. (Revenue-Sharing Agreement, Sec. 3.9.)

With respect to sewerage, the City owns and operates a sewage treatment plant that has a rated capacity of 2.0 MGD.<sup>67</sup> Since the plant treated in 1997 an average daily flow of 1.1 MGD, it retains an average unutilized treatment capability of approximately 0.9 MGD, or 45% of its current capacity.<sup>68</sup> Again, Franklin's commitment to the County for sewage treatment extends only to a level of flow "the City determines it has the capacity to receive" from the Designated Area after due consideration of the capacity of its system and its own municipal needs.<sup>69</sup> Also, as in the case of water service, the proposed accord contains provisions that call for Southampton County to participate in the expansion and improvement of the City's sewage facilities, if such is needed to serve the Designated Area.<sup>70</sup> In view of the current excess capacity in the municipal treatment plant, the limitation on the City's obligations, and the commitment by the County to collaborate with Franklin in any needed enlargement of the facilities to serve the Designated Area, provisions in the proposed agreement permit an

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<sup>67</sup>Virginia Department of Environmental Quality, "Authorization to Discharge Under the Virginia Pollutant Discharge Elimination System and the Virginia State Water Control Law, City of Franklin," Jun. 22, 1994.

<sup>68</sup>Stewart, letter to staff of Commission on Local Government, Aug. 5, 1998. Included in the City's wastewater treatment amounts for 1997 were approximately 0.33 MGD received from Isle of Wight County and approximately 0.40 MGD received from Southampton County pursuant to separate intergovernmental agreements.

**69Revenue-Sharing Agreement, Sec. 3.1**

<sup>70</sup>The proposed agreement calls for the County to pay the entire capital costs of constructing new sewer lines or pump stations, if such existing facilities within the City are inadequate to carry wastewater from the Designated Area to the municipal sewage treatment plant. Further, Southampton County shall be responsible for a pro rata share of the costs of future improvements to the City sewage treatment plant if the County, wishes to reserve capacity in that facility to serve the Designated Area. (**Revenue-Sharing Agreement**, Sec. 3.10.)

efficient utilization of the municipal system while avoiding any unmanageable fiscal liability.

In sum, the evidence indicates that the utility provisions of the proposed agreement constitute an arrangement permitting the optimal utilization of the City's water and sewerage systems while concurrently avoiding any undue operational or fiscal burdens on that municipality. Moreover, both localities will benefit from the cooperative planning for the future development of water and sewer infrastructure in the environs of the City of Franklin.

### **Immunity Provision**

The proposed agreement also requires the City of Franklin to renounce, in perpetuity, its authority to pursue the annexation of any part of the Designated Area. The City has pledged, specifically, to refrain from initiating any annexation actions involving property in that area and "to oppose any petition or suit" by voters or landowners seeking to have property within the area annexed to Franklin.<sup>71</sup> This element of the proposed agreement makes permanent the annexation moratorium applicable to Franklin established by the instrument negotiated by the two jurisdictions in 1986 and which currently extends until January 1, 2011.<sup>72</sup> As noted in a previous section of this report, as a consequence of an agreement with Isle of Wight County, Franklin has also renounced its authority to annex any portion of Isle of Wight County adjacent to the City's

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<sup>71</sup>Revenue-Sharing Agreement, Sec. 4.1.

<sup>72</sup>Report on the City of Franklin - County of Southampton and City of Franklin - County of Isle of Wight Settlement Agreements.

eastern boundary.<sup>73</sup> Thus, the agreement currently under review, coupled with the previous settlement with Isle of Wight County, eliminates any future annexation opportunities by the City of Franklin. The cumulative effect of these two interlocal instruments on the territorial growth and economic future of the City merits attention.

It is significant to note that the proposed agreement contains a provision that expressly recognizes the City's authority to revert to town status (or to another form of government structured as a constituent element of the County) with a restoration of its statutory ability to extend its boundaries by annexation.<sup>74</sup> This provision would enable Franklin, in the event circumstances warrant, to become part of Southampton County with an opportunity to annex, subject to full and proper consideration of the standards and factors prescribed by law, and to share in the development of the general area. The City's retention of its authority to revert to town/dependent status with a restoration of the option of pursuing annexation provides Franklin a significant implement for the protection of its future viability.

The several provisions in the proposed agreement cited above should be viewed in the context of prior enactments and policies established by the General Assembly. With respect to such past measures, the legislature established and maintained a moratorium on all city-initiated annexations between 1972 and 1980 and reestablished such a moratorium in 1987

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**73Ibid.; and Report on the City of Franklin - County of Isle of Wight Revised Settlement Agreement.**

**74Revenue-Sharing Agreement, Sec. 4.1.** Under the terms of the proposed agreement, the bar against annexation of territory in Southampton County by Franklin" shall be applicable to the City as long as it exists as an independent political subdivision in the nature of a City."

which continues at the present time.<sup>75</sup> While the General Assembly has barred city-initiated annexations by Virginia cities for most of the past quarter-century, it has never statutorily prohibited annexations by the Commonwealth's towns. In brief, the apparent continuing disposition of the legislature to bar city-initiated annexation while sanctioning and preserving the authority of towns to expand their boundaries, permits this Commission to conclude that the proposed waiver in perpetuity by the City of its authority to annex property in Southampton County will not threaten the economic and demographic viability of Franklin, as long as the municipality retains the authority to revert to town or similar dependent status.<sup>76</sup>

## **IMPACT OF THE AGREEMENT ON THE COUNTY OF SOUTHAMPTON**

### **Immunity and Revenue-Sharing Provisions**

As noted previously, the proposed agreement calls for the City to renounce permanently its authority to initiate annexation actions with respect to all property within the Designated Area. While this proposed immunity area encompasses only 17.1 square miles and currently contains only 1,784 persons, it has significant potential for economic development due to the presence of major arterial highways, a general absence of environmental constraints, and the County's access to water and sewer services by virtue of this proposed agreement. Thus, the immunity provision

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<sup>75</sup>The current moratorium on city-initiated annexations extends until July 1, 2000.

<sup>76</sup>While there is no current provision by which an independent city can revert unilaterally to any form of dependent entity other than a "town," House Bill 550, which was introduced before the 1990 session of the General Assembly, would have provided such an alternative. That legislation would have given considerable latitude to a city and a county to negotiate a reversion agreement tailored to their particular needs.

of the proposed agreement, which maintains in perpetuity the Designated Area as a component of Southampton County, is an element of fundamental importance to that jurisdiction.

In return for Franklin's commitment not to annex property within the proposed immunity area, the settlement agreement calls for the County to pay the City annually 30% of all local tax collections derived from those industries and businesses located within the Designated Area receiving municipal water and wastewater services. Projections indicate that the initial fiscal impact of the proposed revenue-sharing plan will be modest. As noted above, Franklin will receive approximately \$32,000 from the County during the first year following the effective date of the agreement.<sup>77</sup> That estimated payment to the City represents only 0.3% of the County's total local-source revenues for FY1996-97.<sup>78</sup> While future development in the Designated Area will increase Southampton's annual payments to the City, it will concurrently result in the larger growth of the County's revenue base. In our judgment, the annexation immunity and revenue-sharing provisions in the proposed agreement equitably address the interests of Southampton County.

### **Urban Service Responsibilities**

Since the proposed agreement will bar future City annexation of property within the Designated Area and will insure that the area proposed for immunity will remain part of Southampton County in perpetuity, it places upon the County the responsibility for meeting the future urban service

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<sup>77</sup>Johnson letter to staff of Commission on Local Government, Aug. 6, 1998.

<sup>78</sup>Creedle, Jones, and Alga, P. C., **County of Southampton, Virginia, Report on Audit of Financial Statements, Years Ended June 30, 1996 and 1996**, Schedule 1. In FY1996/97 Southampton County's total local-source revenues were \$10.6 million.

needs of that area. While predominantly vacant or in agricultural use at this time, the area proposed for immunity currently contains a number of residential concentrations, four industrial operations, commercial establishments, and a County elementary school. Moreover, County planning studies call for commercial and industrial development to occur within the Designated Area in the coming years, as public utility services become generally available. Thus, the evidence indicates that the area proposed for immunity will experience future development and will increasingly need urban services.

**Water and Sewerage.** With respect to utility services, previous sections of this report have noted that the proposed agreement calls for the City to sell to Southampton County potable water for distribution to commercial and industrial customers in the Designated Area and to accept and treat wastewater emanating from County utility lines serving those same customers. While the agreement permits the County to avoid any immediate expenditure for the construction of treatment facilities, it places upon the County the responsibility for the installation of water and sewer lines and appurtenances in the Designated Area to serve new connections.<sup>79</sup> A County official has indicated that the extension of utility lines in the Designated Area will be funded through short-term loans or the issuance of revenue bonds, depending on the nature of the project.<sup>80</sup> Thus, the proposed agreement facilitates the economic development of the Designated Area in a collaborative and cost-effective manner.

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<sup>79</sup>Under the terms of the proposed agreement, the County can also be called upon to pay either the full or partial cost of those capital improvements to City water and sewer lines and appurtenances required to serve the Designated Area. (**Revenue-Sharing Agreement**, Secs. 3.9, 3.10.)

<sup>80</sup>Johnson, communication with staff of Commission on Local Government, Nov. 24, 1998. In the past, the County has relied principally upon intergovernmental aid to finance utility improvements within its jurisdiction. (**County Comprehensive Plan Update**, pp. 34-35.)

In order to utilize to the maximum extent the available utility resources for commercial and industrial development in the Designated Area, the proposed agreement bars the County from providing to residential users water or sewage treatment made available from Franklin without permission of the City.<sup>81</sup> In terms of the public utility needs of residential settlements in the Designated Area, records of the Southampton County Health Department reveal the existence of sanitation problems in the southeastern portion of that area, as well as in the Cypress Manor Subdivision west of the City, and along Woods Trail north of Franklin.<sup>82</sup> While it is unclear when and how the County proposes to respond to these residential concerns, an official of Franklin has indicated that requests by the County to utilize municipal water and sewage treatment capacity to serve residential communities will be considered on a case-by-case basis.<sup>83</sup> While the proposed agreement does not purport to solve immediately all the County's utility concerns, it is a positive instrument toward their alleviation.

**Solid Waste.** With regard to refuse collection, Southampton County does not presently provide any door-to-door solid waste collection services. County businesses, including those in the Designated Area, have the option of contracting directly with private entities for collection services, with the cost of such service being determined by the frequency of collection.<sup>84</sup> The

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<sup>81</sup>**Revenue-Sharing Agreement**, Sec. 3.11.

<sup>82</sup>Bruce A. Trew, Environmental Health Specialist, Southampton County Health Department, letter to staff of Commission on Local Government, Nov. 23, 1998. The problems result from lot size and unfavorable soil conditions.

<sup>83</sup>Taylor, presentation to Commission on Local Government, Oct. 27, 1998.

<sup>84</sup>Johnson, communication with staff of Commission on Local Government, Dec. 17, 1998.



County does offer bulk container service, with transfer stations being located throughout its territory for solid waste disposal.<sup>85</sup> The Southeastern Public Service Authority (SPSA), of which Southampton County is a member, collects waste from those transfer stations and delivers it to the Authority's landfill in the City of Suffolk. While this Commission is unaware of any major concerns with respect to solid waste collection in the Designated Area, the influx of future residential development will doubtless require an extension of collection service to such properties.

**Law Enforcement.** Law enforcement services in the Designated Area and in the County generally are provided through the County Sheriff's Department. The personnel complement of the Sheriff's Department consists of 20 full-time sworn law enforcement personnel, 10 of whom are assigned regular patrol responsibilities.<sup>86</sup> Patrol service in the County is provided on a 24-hour basis by three shifts, with a minimum of 3 patrol deputies being on duty at all times.<sup>87</sup> While the present level of law enforcement services in the Designated Area appears adequate, the further development of that area will clearly increase the County's liability for such services.

**Fire Prevention and Protection.** With respect to fire prevention and protection services, the Designated Area is located within the first-run coverage sector of the Hunterdale Volunteer Fire Department and the City of Franklin Fire Department. The Hunterdale Volunteer Fire Department, which is located within Franklin just east of the Designated Area and jointly

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<sup>85</sup>Two transfer stations are located in the Designated Area and a third is situated west of the area's boundaries. (**Joint Notice**, Exh. 3.)

<sup>86</sup>Johnson, communication with staff of Commission on Local Government, Nov. 30, 1998.

<sup>87</sup>**Ibid.**

supported by both the City and County, generally responds to fire calls from the northern portion of that area.<sup>88</sup> The City's fire department, which is staffed by both full-time and volunteer firefighters, is responsible for fire services in the southern portion of the Designated Area.<sup>89</sup> The fire suppression capabilities of the two fire companies and the availability of central water distribution systems in the Designated Area are such that properties within that area located within 1,000 feet of a fire hydrant are classified as either a "5" or "6" by the Insurance Services Office (ISO) of Virginia in terms of their exposure to fire loss.<sup>90</sup> Other properties within that area more distant from a fire hydrant have been assigned a higher ISO classification. Thus, as the County extends its water lines in the Designated Area, additional portions of that area in proximity to those extensions will qualify for an improved ISO rating and, consequently, for lower fire insurance premiums.

In sum, the proposed agreement, by immunizing the Designated Area from annexation by Franklin, maintains that area as a geographic component

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<sup>88</sup>**Ibid.** In FY1996/97, Southampton County contributed approximately \$18,000 to the operation of the Hunterdale Volunteer Fire Department. During that same period, the City contributed approximately \$5,000 directly to the Hunterdale Company, and also paid certain other expenses, such as utilities and insurance. (**City of Franklin, Comprehensive Annual Financial Report, Year Ended June 30, 1997**, Schedule 2, p. 74; and Taylor, communication with staff of Commission on Local Government, Dec. 1, 1998.)

<sup>89</sup>Franklin employs six full-time paid personnel at its Central Station, and there are approximately 30 volunteers at that location. Approximately 25 volunteers serve the Hunterdale fire company. The City also has an unmanned reserve station which is located in the eastern portion of Franklin that houses two pumper trucks for fighting fires in areas without hydrants. (**Joint Notice**, p. 8; and Taylor, communication with staff of Commission on Local Government, Dec. 1, 1998.)

<sup>90</sup>The ISO classification for property in the City is "5." John D. Eggleston, Fire Chief, City of Franklin, communication with staff of Commission on Local Government, Dec. 10, 1998.

of Southampton County and continues the County's responsibility for addressing its service needs. Through appropriate development control measures and in collaboration with Franklin and other entities, the County should be able to address properly the fundamental public service needs of that area.

### **INTEREST OF THE COMMONWEALTH**

The paramount interest of the State in this proposed agreement and in the resolution of all other interlocal issues subject to the Commission's review is, in our judgment, the preservation and the promotion of the viability of the affected local governments. Clearly, through the collaborative approach to the extension of essential water and sewerage and as a consequence of the arrangement for the sharing of local revenues, the proposed agreement promotes the interests of both jurisdictions. Moreover, since the proposed agreement addresses a series of issues of fundamental concern to both localities, its adoption can provide an impetus for additional interlocal cooperation between the City and County. The interest of the Commonwealth is clearly served by these elements of the proposed agreement that are promotive of the viability of the two jurisdictions.

### **FINDINGS AND RECOMMENDATIONS**

In the preceding sections of this report, the Commission has reviewed the various provisions of an interlocal agreement negotiated by the City of Franklin and Southampton County. Based on that review, we find the proposed agreement "in the best interest of the Commonwealth," and we recommend the court's approval of the accord.

The Commission's recommendation to the court with respect to the proposed agreement rests upon our analysis of the instrument's present terms and conditions and the ramifications of those provisions for the two localities. However, it should be noted that the proposed agreement contains provisions which authorize significant changes in the present instrument without, in instances, further advisory comment by this body or approval by the court. The current agreement states in general that the jurisdictions may modify the present instrument upon their mutual consent and with adherence to the statutorily prescribed review process followed in this instance. However, an exception to that amendatory process would be allowed by Section 6.3 of the current agreement, which states that the parties may agree and implement "[a]ny amendment, modification or supplement" relating to Article III and Article V without any subsequent "review or approval by the Commission on Local Government or a court." The exclusion of changes to Article III and Article V from the review process prescribed by Section 15.2-3400 of the Code of Virginia rests, we assume, upon the judgment of the parties that no modifications to those sections would significantly impact the other long-term provisions of the current agreement which clearly require judicial sanction. While this Commission considers it desirable for jurisdictions to have the ability to modify elements of their interlocal agreements in an expeditious manner in recognition of changing needs and circumstances, and while we consider the distinction in the amendment process prescribed by Section 6.3 of the current agreement as being reasonable, we are obliged to state that our recommendation to the court rests solely upon the current substantive provisions of the instrument and not upon consideration of prospective changes.

**CONCLUDING COMMENT**

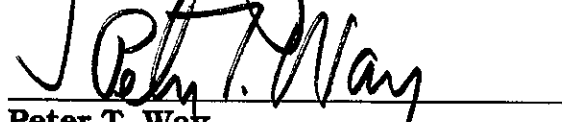
The Commission on Local Government is cognizant of the intensive and extended effort required by local governing bodies to develop interlocal agreements of the nature reviewed in this instance, and we commend the officials of the City of Franklin and Southampton County for their successful efforts to negotiate this instrument for the mutual benefit of the residents of their jurisdictions.

Respectfully submitted,

  
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Frank Rafo, Chairman

  
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William S. Hubbard, Vice Chairman

  
\_\_\_\_\_  
James J. Heston

  
\_\_\_\_\_  
Peter T. Way

  
\_\_\_\_\_  
Geline B. Williams

## A G R E E M E N T

THIS AGREEMENT DATED the 6<sup>th</sup> day of November, 1996, and entered into by the parties on the dates hereinafter stated, by and between the City of Franklin, hereinafter called "the City" and the County of Southampton, hereinafter called "the County".

WHEREAS, the City and the County by action of the governing body of each under authority granted by §15.1-1167.1, Code of Virginia, 1950 as amended, pursuant to said statute, wish to provide for the orderly growth and continued viability of both jurisdictions, and

WHEREAS, the City and the County wish to enter into a Revenue Sharing Agreement with respect to an area of the County located outside of the corporate limits of the City as more particularly described hereinbelow; and

WHEREAS, the purpose of such agreement is to enable the City and County to mutually benefit from the industrial and commercial development of said area of the County;

NOW, THEREFORE, for and in consideration of the comments and obligations herein contained, the parties hereto covenant and agree as follows:

ARTICLE IDefinitions

The parties hereto agree that the following words, terms and abbreviations used in this agreement shall have the following meanings:

A. **B.O.D. :** The quantity of oxygen utilized in the biochemical oxidation of organic matter under standard laboratory procedure in five days at 20°C, expressed in parts per million.

B. **Designated Area:** That portion of Southampton County located adjacent to and outside of the corporate limits of the City of Franklin as shown in yellow highlighting on the attached sketch which is made a part hereof.

C. **Industrial Wastes:** Liquid wastes, which exceed a daily average of 250 p.p.m. B.O.D. or a daily average of 250 p.p.m. suspended solids or have any constituent not normally found in domestic sewage.

D. **Industrial Businesses:** Industrial and Commercial establishments including hotels and motels but not home occupations, apartment dwellings, retirement homes, group homes, bed and breakfast inns and other such essentially residential establishments.

E. **Local Tax Revenues:** All revenues raised by the County from taxes presently or in the future classified by the State Auditor of Public Accounts as "general property taxes: and "other local taxes" pursuant to the Uniform System for comparative Cost Reporting, including but not limited to real property taxes, personal property taxes, machinery and tools taxes, motor vehicle license taxes, merchants' capital taxes, business license taxes, taxes on purchase of utility services and local mobile telecommunication taxes. In addition, "local tax revenues" shall include any other local taxes that the County may levy or impose in the future.



F. **Normal Wastes or Normal Sewage:** Liquid waste with a strength content not exceeding a daily average of 250 p.p.m. B.O.D. nor a daily average of 250 p.p.m. suspended solids.

G. **Potable water for non-residential use:** Water for domestic use and not for use in any manufacturing or industrial processes.

H. **P.P.M:** Parts per million.

I. **SUSPENDED SOLIDS:** Solids that either float on the surface of or are in suspension in water, sewage, or other liquids and which are removable by laboratory filtering.

## ARTICLE II

### Revenue Sharing

**Section 2.1 Revenue Shared** - The County agrees to share with the City all local tax revenues as defined above collected by the County from within the Designated Area generated by or attributable to activities of industries and businesses therein located before or after the effective date of this agreement provided that such industries or businesses are served by City water or sewage treatment subsequent to the effective date of this agreement. It is understood and agreed that industries and businesses served directly by the County pursuant to Section 3.2 hereinbelow shall constitute industries and businesses "served by City water or sewage treatment" for the purposes of this section.

**Section 2.2 Percentage Shared** - The percentage of local tax revenues to be paid to the City by the County is thirty (30%) percent.

**Section 2.3 Time of Payment** - On or before October 15th of each year following the effective date of this Agreement, the County will pay to the City the City's share of revenues, as provided herein, collected by the County during the period from the effective date hereof to June 30th of the initial year and for the fiscal year each year thereafter. Adjustment shall be made in each subsequent year to account for refunds and abatements of prior years.

**Section 2.4 Delinquent Taxes** - Taxes which become delinquent during the effective term of this Agreement shall be included in shared revenues when collected except that the cost of collecting such shall be deducted prior to determination of the amount to be shared.

### **ARTICLE III**

#### **Certain Services in Designated Area**

**Section 3.1 City to Provide Certain Services** - The City agrees to (1) provide at the corporate limits potable water for non-residential use to industrial and commercial businesses in the Designated Area in such amounts as the City determines available for use in the Designated Area from time to time, taking into consideration (i) the limitations imposed by the City's water withdrawal permit issued by the Department of Environmental Quality of the Commonwealth of Virginia, (ii) present and future demands for water within the City, and (iii) the capacity of individual City water mains and associated facilities to deliver water to the corporate limits; (2) to receive normal sewage at the corporate limits from industrial and commercial businesses in the

Designated Area and transmit it to the City's sewage treatment plant for treatment, in such amounts as the City determines it has the capacity to receive from the Designated Area from time to time, taking into consideration (i) the limitations imposed by the City's sewage discharge permit issued by the Department of Environmental Quality of the Commonwealth of Virginia, (ii) present and future demands for sewage treatment within the City; and (iii) the capacity of individual City sewer collectors, interceptors, and pump stations to deliver wastewater to the City's sewage treatment plant; (3) to bill the county for use of water and treatment of sewage from industrial and commercial businesses in the Designated Area at the same rate as that imposed upon industrial and commercial businesses within the City; and (4) to review the County's engineering plans for water lines, sewer lines, pumping stations and related appurtenances and any future alterations thereof, advise the County of any required modifications thereof in an expeditious manner and make any necessary decisions with respect to said plans within a reasonable time.

**Section 3.2 County to Provide Certain Services** - the County agrees to (1) design and construct at its cost water lines and sewer lines including any necessary pumping stations and related appurtenances from the Designated Area to connect to existing water and sewer lines in the City; (2) obtain any necessary permits and do the necessary work to cross any existing road, railway, gas transmission line or other utility; (3) install master meter(s) in the City to measure the volume of water and the volume of sewer flow from the Designated Area; (4) submit its engineering plans for water lines, sewer lines, pumping stations and related appurtenances and any future alterations thereof to the City for its approval prior to commencing construction; (5) pay the City monthly within 20

days from the date of billing for the water provided to and sewage received for treatment from the Designated Area at the same rate as that imposed upon industrial and commercial businesses located within the City; and (6) bill the industrial and commercial businesses in the Designated Area at a rate sufficient to at least obtain reimbursement for the amounts paid to the City for water provided to and sewage treated from the Designated Area.

**Section 3.3 Ownership of Water and Sewer Lines** - Upon completion of construction by the County all portions of the water lines, sewer lines, master meters, pumping stations and related appurtenances constructed hereunder located in the County shall remain the property of the county which shall maintain them, which maintenance shall include the monitoring and correction of inflow and infiltration. All such repairs and maintenance shall be performed within a reasonable time. Upon completion of construction by the County all portions of the water lines, sewer lines, water meters, pumping stations and related appurtenances located in the City shall become the property of the City which shall maintain them subject to the provisions of Sections 3.9 and 3.10 regarding capital improvements.

**Section 3.4 Records of Meter Readings** - The City shall maintain records of the monthly readings of the master meters to determine the volume of water being provided to the Designated Area and the volume of sewage being treated from the Designated Area in order to determine the amount to bill the County monthly, which records shall be available for inspection by the County during regular business hours.

**Section 3.5 Ownership of Waste** - All waste from the Designated Area treated at the City's sewage treatment plant shall be the property of the City.

**Section 3.6 Compliance with Law** - With respect to the sewage originated in the Designated Area and delivered to the City for treatment and the water which may be obtained by the County from the City for the Designated Area, the County agrees to comply with all applicable provisions of Chapter 30, "Water, Sewers and Sewage Disposal" of the Franklin City Code as it may change from time to time as well as applicable Federal and State law and regulations.

**Section 3.7 Inspections** - The City and the County shall have the right to inspect water and sewer lines, pumping stations and related appurtenances located in the other's jurisdiction pertaining to water provided to or sewage received from the Designated Area.

**Section 3.8 Malfunctioning of Meters** - In the event that any master meter for measurement of the volume of flow of water to or sewage from the Designated Area malfunctions, the parties hereto agree that until the meter is repaired the monthly charge for water and sewer treatment shall be an amount equal to an average of the bills for the prior three months.

**Section 3.9 Improvements to City Water Facilities**- In the event that the City has to make capital improvements to the water line(s) providing water to the Designated Area, the County agrees to pay its pro-rata share of such capital expenditures based upon the proportion that the volume of water capacity in such improved line(s), which the County wishes to reserve for use in the Designated Area, bears to the total volume of water that can be delivered by the City through such improved water line(s). Notwithstanding the above, in the event that the City has to construct a larger water line or lines because the

existing line or lines is inadequate to provide the necessary volume and pressure of water to the Designated Area, the County agrees to pay the full cost of construction of such line or lines. Furthermore, in the event that the City has to make capital improvements to its water wells or has to construct new water wells or a water treatment plant, then the County agrees to pay its pro-rata share of such capital expenditures based upon the proportion that the volume of water capacity the County wishes to reserve for use in the Designated Area from such improved or new water wells or new treatment plant bears to the total quantity of water that can be produced by such improved or new water wells or new treatment plant. In the event that the appropriate allocation of costs of construction of a new water line or lines is not clearly specified above for certain circumstances, the parties hereto agree to meet to arrive at a reasonable allocation of costs.

**Section 3.10 Improvements to City Sewer Facilities** - In the event the City has to make capital improvements to the sewer line(s) carrying sewage from the Designated Area to the City's sewage treatment plant or improvements to any sewage pumping stations, the County agrees to pay its pro-rata share of such capital expenditures based upon the proportion that the total sewage capacity the County wishes to reserve for the Designated area in such improved sewer line(s) or pumping stations bears to the total capacity of those improved sewer line(s) or pumping stations to convey or pump sewage. Notwithstanding the above, in the event that the City has to construct new larger sewer line(s) or new sewage pumping station(s) because the existing line(s) or sewage pumping station(s) are inadequate to carry sewage from the Designated Area to the City's sewage treatment plant, the County agrees to pay the full cost of construction of such line(s) or sewage pumping station(s). Furthermore, in the event that the City has to make capital

improvements to its sewage treatment plant, the County agrees to pay its pro-rata share of such capital expenditures based upon the proportion that the total sewage treatment capacity which the County wishes to reserve for treatment of sewage from the Designated Area bears to the total treatment capacity of the improved sewage treatment plant. In the event that the appropriate allocation of costs of construction of a new sewer line(s) or sewage pumping station(s) is not clearly specified above for certain circumstances, the parties hereto agree to meet to arrive at a reasonable allocation of costs.

**Section 3.11 Residential Use** - The County may not provide water or sewage treatment made available to the County by the City under this agreement to residential users in the Designated Area or other portions of the County without the express written consent of the City.

#### **ARTICLE IV**

##### **Annexation Immunity**

**Section 4.1 County Immunity from Annexation** - The City agrees and does hereby waive any and all of its rights and power to seek the annexation of any County territory located within the Designated Area in perpetuity. The City agrees to file no petition for annexation and agrees to oppose any petition or suit brought by others seeking to have annexed to the City any part of the Designated Area. The execution of this Agreement shall be a bar to the initiation, prosecution or support of any annexation of any part of the Designated Area by the City. This provision shall be applicable to the City as long as it exists as an independent political subdivision in the nature of a City.

ARTICLE V

Cessation of Obligations

**Section 5.1 Cessation of Obligations** - The parties hereto agree that in the event the City or a City Water and/or Sewer Authority established by the City decides to discontinue operation of both its water and sewage treatment system the mutual obligations hereunder shall be void. In such event the City must give the County two years prior notice of its discontinuance of such operations unless extenuating circumstances reasonably dictate a shorter period of notice.

ARTICLE VI

Effective Date and Duration of Agreement, Amendments

**Section 6.1 Effective Date** - This Agreement shall become effective on

\_\_\_\_\_.

**Section 6.2 Duration** - Except as otherwise provided herein, this Agreement shall remain in effect in perpetuity unless modified or terminated by the City and County.

**Section 6.3 Amendment or Modification** - This agreement may be amended, modified, or supplemented in whole or in part, by mutual consent of the City and the County, by a written document executed by the authorized representatives of the City and the County and approved, to the extent necessary, pursuant to the procedure set forth in Section 15.1-1167.1 of the Code. Any amendment, modification or supplement relating to Article III ("Certain Services in Designated Areas") and Article V ("Cessation



of Obligations”) shall not require review or approval by the Commission on Local Government or a Court.

## ARTICLE VII

### Presentation and Approval of Agreement

**Section 7.1** Presentation to Commission on Local Government - The City and County agree to take all necessary actions to present this Agreement to the Commission on Local Government for its report and recommendations as provided in Virginia Code Section 15.1-1167.1.

**Section 7.2** Commission’s Recommendations - The City and County agree to oppose any Commission recommendation contrary to the terms of this Agreement unless such recommendation is agreed to by both the City and the County.

**Section 7.3** Petition to Court - The City and the County agree to take all necessary actions and cooperate in petitioning the Court as provided by statute for the ratification and approval of this Agreement.

**Section 7.4** Costs Incurred in Presentation and Petitioning - The County and the City agree to pay their own costs incurred in the presentation to the Commission and petitioning of the Court for the approval of this Agreement.

**Section 7.5** Contracting of County Debt - The City and County agree that the provisions of Article VII, Section 20 of the Virginia Constitution, require that the provisions of this Agreement providing for annual payments by the County to the City be approved by a majority of the qualified voters in the county voting in an election on the question of contracting such debt.

**Section 7.6 Submission to Voters** - It is the intent of the parties to submit this question to the qualified voters of the County on the same day as the earliest possible general election after receipt of the recommendation of the Commission on Local Government.

**Section 7.7 Approval of Court and Citizens** - The City and County agree that if Court approval as required in Section 7.3 or citizens' approval as required in Section 7.5 is not obtained, then this Agreement shall be null and void except that if any industry or business in the Designated Area begins to obtain water from the City or begins to have its sewage treated by the City pending consideration by the Commission on Local Government, the Court or the voters, then Articles I, III and VI of the Agreement shall survive such disapproval as to such business or industry site only, and the County agrees that it has a moral obligation to honor the provisions of Article II of the Agreement as to that site only.

Pursuant to the authority granted by Virginia Code Section 15.1-1167.1, the governing body of the City of Franklin and of the County of Southampton execute this Agreement pursuant to resolution duly adopted on November 6, 1996 by the City Council of the City of Franklin, and on November 6, 1996, by the Board of Supervisors of Southampton County.

THE CITY OF FRANKLIN

BY James P. Councill, III  
JAMES P. COUNCILL, III, MAYOR

ATTEST:

Rowland L. Taylor  
ROWLAND L. TAYLOR, CLERK

THE COUNTY OF SOUTHAMPTON

BY Reggie W. Gilliam  
REGGIE W. GILLIAM, CHAIRMAN,  
BOARD OF SUPERVISORS

ATTEST:

Michael W. Johnson  
MICHAEL W. JOHNSON, CLERK

STATE OF VIRGINIA, At Large  
CITY OF FRANKLIN, to-wit:

I, Betsy D. Cutright, a Notary Public of and for the County and State aforesaid, certify that James P. Councill, III, Mayor, and Rowland L. Taylor, Clerk of the Council of the City of Franklin, whose names are signed to the writing above, bearing date of the 6th day of November 1996, have acknowledged the same before me in my City aforesaid.

My commission expires the 31<sup>st</sup> day of May, 1998.



**STATISTICAL PROFILE OF THE CITY OF FRANKLIN,  
THE COUNTY OF SOUTHAMPTON, AND THE DESIGNATED AREA**

	<u>City of Franklin</u>	<u>County of Southampton</u>	<u>Designated Area</u>
Population (1997)	8,700	17,700	1,784
Land Area (Square Miles)	8.4	598.0	17.1
Total Assessed Values (Fiscal Year 1996)			
Real Estate	\$278,663,920	\$595,370,500	N/A
Mobile Homes	N/A	\$7,789,558	N/A
Public Service Corporation	\$9,853,858	\$42,087,545	N/A
Personal Property	\$36,982,248	\$62,379,165	N/A
Machinery and Tools	\$1,043,627	\$36,560,161	N/A
Merchant's Capital	N/A	\$5,934,673	N/A

NOTES:

County Population, Land Area, and Assessed Value statistics include the Designated Area.

N/A = Not Available/Not Applicable.

Population data are estimates.

SOURCES:

City of Franklin and County of Southampton, Notice by City of Franklin and County of Southampton of Their Intent of Petition for Approval of Revenue Sharing Agreement.

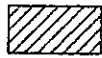
Creedle, Jones, and Alga, County of Southampton, Virginia: Report on Audit of Financial Statements, Years Ended June 30, 1996 and 1995.

Weldon Cooper Center for Public Service, "Population Estimates for Virginia Localities," January 1998 (electronic dataset).

Witt, Mares, and Company, City of Franklin: Annual Financial Report for the Fiscal Year Ended June 30, 1996.



# Southampton County/City of Franklin Voluntary Agreement Area



- Proposed Agreement Area

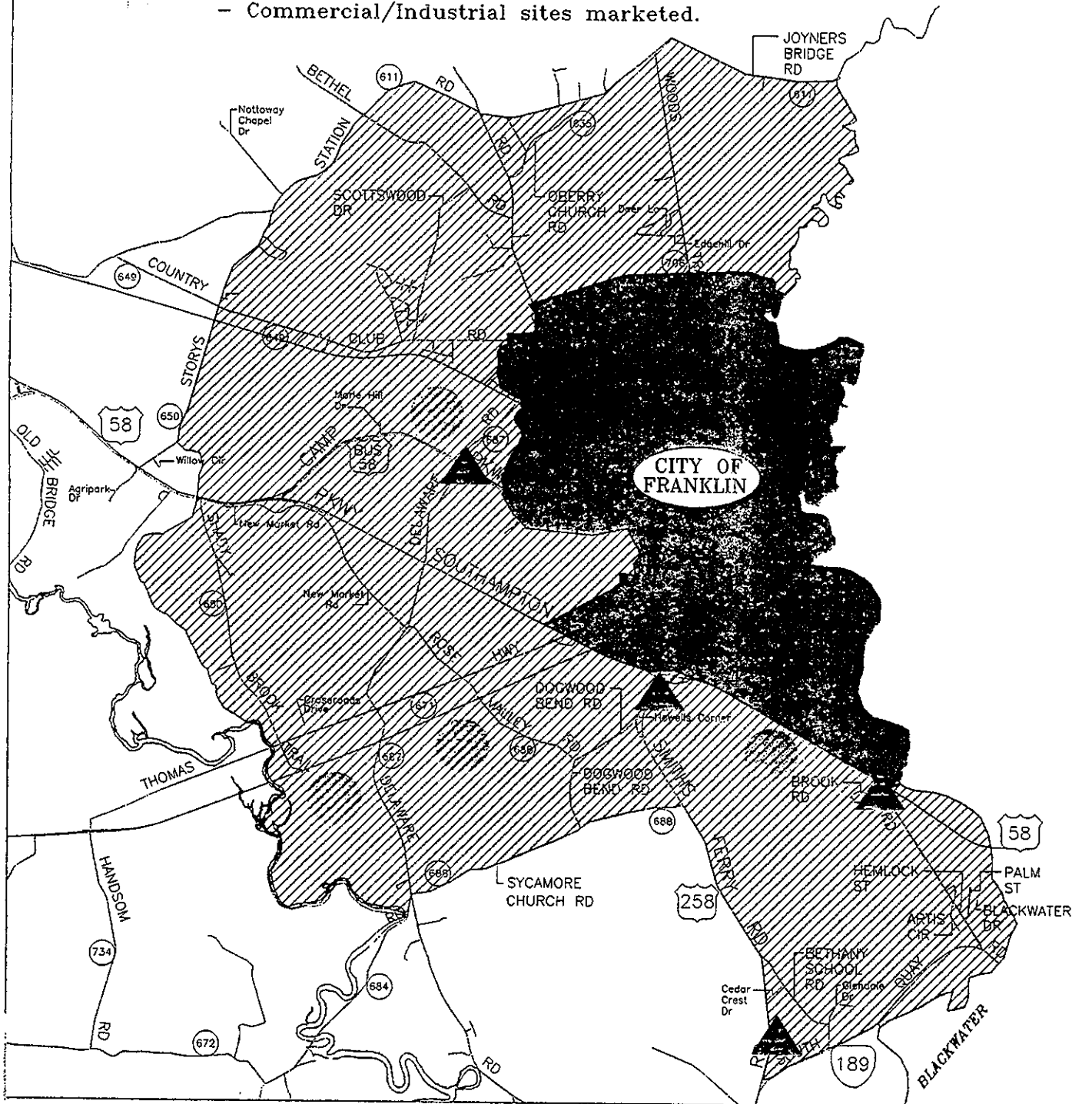
- Future Commercial/Industrial Areas (Comp. Plan)



- Future Major Commercial Centers (Comp. Plan)



- Commercial/Industrial sites marketed.







**APPENDIX D**

**FISCAL ATTRIBUTES OF  
VIRGINIA'S COUNTIES AND CITIES  
FY 1991/92 - FY1996/97**

Table 1  
Revenue Capacity Per Capita by Locality, 1991/92-96/97 (See footnote 1.)

Locality	Revenue Capacity Per Capita, 1991/92	Rank Score, 1991/92	Local Capacity as a Percentage of Statewide Mean Capacity, 1991/92	Revenue Capacity Per Capita, 1996/97	Rank Score, 1996/97	Local Capacity as a Percentage of Statewide Mean Capacity, 1996/97	Percentage Deviation of 1996/97 Capacity from 1991/92 Capacity
Accomack County	\$758.75	63.0	84.87%	\$969.96	52.0	84.84%	27.84%
Albemarle County	\$1,127.23	115.0	126.08%	\$1,480.70	118.0	129.52%	31.36%
Alleghany County	\$708.41	48.0	79.24%	\$1,088.52	75.0	95.22%	53.66%
Amelia County	\$851.77	82.0	95.27%	\$1,101.63	78.0	96.36%	29.33%
Amherst County	\$675.41	36.0	75.55%	\$920.37	40.0	80.51%	36.27%
Appomattox County	\$690.78	41.0	77.27%	\$1,004.74	60.0	87.89%	45.45%
Arlington County	\$1,723.54	129.0	192.78%	\$1,990.24	132.0	174.09%	15.47%
Augusta County	\$873.83	86.0	97.74%	\$1,146.19	91.0	100.26%	31.17%
Bath County	\$3,805.15	135.0	425.62%	\$4,299.81	135.0	376.11%	13.00%
Bedford County	\$883.56	91.0	98.83%	\$1,190.20	95.0	104.11%	34.71%
Bland County	\$574.20	8.0	64.23%	\$823.63	20.0	72.05%	43.44%
Botetourt County	\$842.60	77.0	94.25%	\$1,195.74	96.0	104.59%	41.91%
Brunswick County	\$601.29	18.0	67.26%	\$799.37	17.0	69.92%	32.94%
Buchanan County	\$641.99	29.0	71.81%	\$834.44	22.0	72.99%	29.98%
Buckingham County	\$664.97	33.0	74.38%	\$820.68	19.0	71.79%	23.42%
Campbell County	\$713.15	51.0	79.77%	\$962.90	50.0	84.23%	35.02%
Caroline County	\$796.62	67.0	89.11%	\$1,022.80	63.0	89.47%	28.39%
Carroll County	\$596.88	16.0	66.76%	\$853.05	28.0	74.62%	42.92%
Charles City County	\$848.36	81.0	94.89%	\$1,197.04	98.0	104.71%	41.10%
Charlotte County	\$654.06	32.0	73.16%	\$890.61	34.0	77.90%	36.17%
Chesterfield County	\$1,003.29	106.0	112.22%	\$1,291.17	109.0	112.94%	28.69%
Clarke County	\$1,132.35	116.0	126.66%	\$1,337.06	111.0	116.96%	18.08%
Craig County	\$710.51	50.0	79.47%	\$1,004.11	59.0	87.83%	41.32%
Culpeper County	\$966.64	99.0	108.12%	\$1,147.95	92.0	100.41%	18.76%
Cumberland County	\$709.39	49.0	79.35%	\$996.17	55.0	87.14%	40.43%
Dickenson County	\$591.13	15.0	66.12%	\$808.96	18.0	70.76%	36.85%
Dinwiddie County	\$693.22	42.0	77.54%	\$897.58	36.0	78.51%	29.48%
Essex County	\$1,015.93	107.0	113.64%	\$1,259.78	104.0	110.20%	24.00%
Fairfax County	\$1,519.62	127.0	169.97%	\$1,779.16	126.0	155.63%	17.08%
Fauquier County	\$1,424.40	126.0	159.32%	\$1,702.61	125.0	148.93%	19.53%
Floyd County	\$731.89	55.0	81.86%	\$997.49	56.0	87.25%	36.29%
Fluvanna County	\$880.13	88.0	98.45%	\$1,131.88	87.0	99.01%	28.60%
Franklin County	\$823.87	70.0	92.15%	\$1,138.44	88.0	99.58%	38.18%
Frederick County	\$1,000.22	104.0	111.88%	\$1,233.63	102.0	107.91%	23.34%
Giles County	\$665.70	34.0	74.46%	\$927.47	41.0	81.13%	39.32%
Gloucester County	\$826.77	71.0	92.48%	\$1,080.45	73.0	94.51%	30.68%
Goochland County	\$1,204.02	121.0	134.67%	\$1,686.39	124.0	147.51%	40.06%
Grayson County	\$565.28	6.0	63.23%	\$766.76	8.0	67.07%	35.64%
Greene County	\$769.72	64.0	86.10%	\$992.05	54.0	86.78%	28.88%
Greensville County	\$553.40	5.0	61.90%	\$684.86	2.0	59.91%	23.75%
Halifax County	\$629.80	25.0	70.45%	\$1,060.56	71.0	92.77%	68.40%
Hanover County	\$1,067.71	114.0	119.43%	\$1,459.70	117.0	127.68%	36.71%
Henrico County	\$1,047.92	109.0	117.21%	\$1,368.51	114.0	119.71%	30.59%
Henry County	\$689.86	40.0	77.16%	\$934.28	42.0	81.72%	35.43%
Highland County	\$1,137.00	117.0	127.18%	\$1,518.56	119.0	132.83%	33.56%
Isle of Wight County	\$876.66	87.0	98.06%	\$1,120.94	83.0	98.05%	27.86%
James City County	\$1,209.21	122.0	135.25%	\$1,575.28	121.0	137.79%	30.27%
King and Queen County	\$796.18	66.0	89.06%	\$1,099.79	77.0	96.20%	38.13%
King George County	\$963.06	97.0	107.72%	\$1,107.73	80.0	96.90%	15.02%
King William County	\$901.03	94.0	100.78%	\$1,143.76	89.0	100.05%	26.94%
Lancaster County	\$1,348.06	124.0	150.79%	\$1,617.98	123.0	141.53%	20.02%
Lee County	\$448.43	1.0	50.16%	\$629.60	1.0	55.07%	40.40%
Loudoun County	\$1,882.48	132.0	210.56%	\$1,806.25	128.0	158.00%	-4.05%
Louisa County	\$1,524.91	128.0	170.57%	\$1,787.83	127.0	156.39%	17.24%
Lunenburg County	\$607.97	20.0	68.00%	\$779.59	13.0	68.19%	28.23%
Madison County	\$832.62	75.0	93.13%	\$1,121.27	84.0	98.08%	34.67%
Mathews County	\$1,061.39	113.0	118.72%	\$1,283.20	108.0	112.24%	20.90%
Mecklenburg County	\$697.30	44.0	78.00%	\$1,005.25	61.0	87.93%	44.16%

Table 1  
Revenue Capacity Per Capita by Locality, 1991/92-96/97 (See footnote 1.)

Locality	Revenue Capacity Per Capita, 1991/92	Rank Score, 1991/92	Local Capacity as a Percentage of Statewide Mean Capacity, 1991/92	Revenue Capacity Per Capita, 1996/97	Rank Score, 1996/97	Local Capacity as a Percentage of Statewide Mean Capacity, 1996/97	Percentage Deviation of 1996/97 Capacity from 1991/92 Capacity
Middlesex County	\$1,176.38	119.0	131.58%	\$1,578.02	122.0	138.03%	34.14%
Montgomery County	\$612.07	22.0	68.46%	\$825.79	21.0	72.23%	34.92%
Nelson County	\$1,054.02	110.0	117.90%	\$1,439.84	116.0	125.95%	36.61%
New Kent County	\$1,026.38	108.0	114.80%	\$1,323.14	110.0	115.74%	28.91%
Northampton County	\$748.73	59.0	83.75%	\$1,042.37	67.0	91.18%	39.22%
Northumberland County	\$1,283.84	123.0	143.60%	\$1,547.91	120.0	135.40%	20.57%
Nottoway County	\$588.52	13.0	65.83%	\$778.49	12.0	68.10%	32.28%
Orange County	\$1,000.87	105.0	111.95%	\$1,201.28	99.0	105.08%	20.02%
Page County	\$732.14	56.0	81.89%	\$953.14	46.0	83.37%	30.19%
Patrick County	\$621.91	24.0	69.56%	\$879.74	30.0	76.95%	41.46%
Pittsylvania County	\$620.51	23.0	69.41%	\$893.12	35.0	78.12%	43.93%
Powhatan County	\$844.47	79.0	94.46%	\$1,120.01	82.0	97.97%	32.63%
Prince Edward County	\$635.88	27.0	71.13%	\$849.25	24.0	74.29%	33.55%
Prince George County	\$636.32	28.0	71.17%	\$851.91	27.0	74.52%	33.88%
Prince William County	\$1,057.94	111.0	118.33%	\$1,236.78	103.0	108.36%	17.09%
Pulaski County	\$644.20	30.0	72.06%	\$889.66	32.0	77.82%	38.10%
Rappahannock County	\$1,402.85	125.0	156.91%	\$1,933.64	130.0	169.14%	37.84%
Richmond County	\$880.14	89.0	98.45%	\$1,004.09	58.0	87.83%	14.08%
Roanoke County	\$898.60	93.0	100.51%	\$1,228.27	101.0	107.44%	36.69%
Rockbridge County	\$834.76	76.0	93.37%	\$1,168.04	93.0	102.17%	39.92%
Rockingham County	\$831.91	74.0	93.05%	\$1,073.95	72.0	93.94%	29.10%
Russell County	\$586.04	12.0	65.55%	\$789.01	15.0	69.02%	34.63%
Scott County	\$540.44	3.0	60.45%	\$740.60	7.0	64.78%	37.04%
Shenandoah County	\$895.15	92.0	100.13%	\$1,101.65	79.0	96.36%	23.07%
Smyth County	\$585.83	11.0	65.53%	\$792.04	16.0	69.28%	35.20%
Southampton County	\$696.83	43.0	77.94%	\$907.57	37.0	79.39%	30.24%
Spotsylvania County	\$977.20	100.0	109.30%	\$1,272.19	107.0	111.28%	30.19%
Stafford County	\$964.86	98.0	107.92%	\$1,125.49	85.0	98.45%	16.65%
Surry County	\$2,444.16	134.0	273.39%	\$3,040.16	134.0	265.93%	24.38%
Sussex County	\$700.25	45.0	78.33%	\$961.84	49.0	84.13%	37.36%
Tazewell County	\$611.64	21.0	68.41%	\$836.59	23.0	73.18%	36.78%
Warren County	\$936.90	96.0	104.80%	\$1,114.41	81.0	97.48%	18.95%
Washington County	\$674.51	35.0	75.45%	\$969.85	51.0	84.83%	43.79%
Westmoreland County	\$880.44	90.0	98.48%	\$1,143.77	90.0	100.05%	29.91%
Wise County	\$590.57	14.0	66.06%	\$777.63	11.0	68.02%	31.67%
Wythe County	\$682.70	39.0	76.36%	\$948.24	44.0	82.94%	38.89%
York County	\$984.29	102.0	110.10%	\$1,203.26	100.0	105.25%	22.25%
Alexandria City	\$1,778.72	131.0	198.96%	\$1,849.69	129.0	161.80%	3.99%
Bedford City	\$749.23	60.0	83.80%	\$952.94	45.0	83.36%	27.19%
Bristol City	\$715.89	52.0	80.07%	\$937.90	43.0	82.04%	31.01%
Buena Vista City	\$569.89	7.0	63.74%	\$776.55	10.0	67.93%	36.26%
Charlottesville City	\$867.08	84.0	96.99%	\$1,127.48	86.0	98.62%	30.03%
Chesapeake City	\$845.75	80.0	94.60%	\$1,084.39	74.0	94.85%	28.22%
Clifton Forge City	\$544.60	4.0	60.92%	\$721.54	5.0	63.11%	32.49%
Colonial Heights City	\$981.96	101.0	109.84%	\$1,337.47	112.0	116.99%	36.20%
Covington City	\$705.43	47.0	78.91%	\$883.05	31.0	77.24%	25.18%
Danville City	\$633.25	26.0	70.83%	\$890.53	33.0	77.90%	40.63%
Emporia City	\$729.38	54.0	81.58%	\$914.68	38.0	80.01%	25.41%
Fairfax City	\$1,750.87	130.0	195.84%	\$1,989.87	131.0	174.06%	13.65%
Falls Church City	\$2,161.14	133.0	241.73%	\$2,321.81	133.0	203.09%	7.43%
Franklin City	\$724.26	53.0	81.01%	\$917.96	39.0	80.30%	26.74%
Fredericksburg City	\$997.86	103.0	111.61%	\$1,270.62	106.0	111.14%	27.33%
Galax City	\$746.26	58.0	83.47%	\$1,032.34	64.0	90.30%	38.33%
Hampton City	\$681.74	38.0	76.26%	\$850.44	25.0	74.39%	24.74%
Harrisonburg City	\$858.12	83.0	95.98%	\$1,053.88	70.0	92.18%	22.81%
Hopewell City	\$647.38	31.0	72.41%	\$864.57	29.0	75.63%	33.55%
Lexington City	\$605.33	19.0	67.71%	\$780.09	14.0	68.24%	28.87%
Lynchburg City	\$734.32	57.0	82.14%	\$1,001.32	57.0	87.59%	36.36%

Table 1  
Revenue Capacity Per Capita by Locality, 1991/92-96/97 (See footnote 1.)

Locality	Revenue Capacity Per Capita, 1991/92	Rank Score, 1991/92	Local Capacity as a Percentage of Statewide Mean Capacity, 1991/92	Revenue Capacity Per Capita, 1996/97	Rank Score, 1996/97	Local Capacity as a Percentage of Statewide Mean Capacity, 1996/97	Percentage Deviation of 1996/97 Capacity from 1991/92 Capacity
Manassas City	\$1,186.05	120.0	132.66%	\$1,269.55	105.0	111.05%	7.04%
Manassas Park City	\$830.15	72.0	92.86%	\$1,037.79	65.0	90.78%	25.01%
Martinsville City	\$822.28	69.0	91.98%	\$960.72	48.0	84.04%	16.84%
Newport News City	\$679.92	37.0	76.05%	\$850.55	26.0	74.40%	25.09%
Norfolk City	\$596.92	17.0	66.77%	\$774.65	9.0	67.76%	29.78%
Norton City	\$755.46	62.0	84.50%	\$1,052.42	69.0	92.06%	39.31%
Petersburg City	\$579.56	9.0	64.83%	\$733.63	6.0	64.17%	26.58%
Poquoson City	\$872.08	85.0	97.55%	\$1,170.86	94.0	102.42%	34.26%
Portsmouth City	\$585.35	10.0	65.47%	\$712.51	4.0	62.33%	21.72%
Radford City	\$503.96	2.0	56.37%	\$691.29	3.0	60.47%	37.17%
Richmond City	\$842.87	78.0	94.28%	\$1,092.22	76.0	95.54%	29.58%
Roanoke City	\$774.81	65.0	86.67%	\$1,022.07	62.0	89.40%	31.91%
Salem City	\$901.15	95.0	100.80%	\$1,196.90	97.0	104.70%	32.82%
Staunton City	\$704.41	46.0	78.79%	\$953.51	47.0	83.41%	35.36%
Suffolk City	\$749.98	61.0	83.89%	\$989.17	53.0	86.53%	31.89%
Virginia Beach City	\$803.37	68.0	89.86%	\$1,038.25	66.0	90.82%	29.24%
Waynesboro City	\$830.89	73.0	92.94%	\$1,044.68	68.0	91.38%	25.73%
Williamsburg City	\$1,158.58	118.0	129.59%	\$1,424.53	115.0	124.61%	22.95%
Winchester City	\$1,061.31	112.0	118.71%	\$1,338.61	113.0	117.09%	26.13%
Statewide Mean	\$894.03		100.00%	\$1,143.22		100.00%	30.28%

1

This table excludes the former city of South Boston, which reverted to the status of a subordinate town within Halifax County on July 1, 1995. In relation to each fiscal period, then, the rank score of a given locality may vary from 1 (lowest capacity) to 135 (highest capacity).

Source: Staff, Commission on Local Government

Table 2  
Revenue Effort by Locality, 1991/92-96/97 (See footnote 1.)

Locality	Revenue Effort, 1991/92	Rank Score, 1991/92	Local Effort as a Percentage of Statewide Mean Effort, 1991/92	Revenue Effort, 1996/97	Rank Score, 1996/97	Local Effort as a Percentage of Statewide Mean Effort, 1996/97	Percentage Deviation of 1996/97 Effort from 1991/92 Effort
Accomack County	0.6870	72.0	83.65%	0.7992	63.0	92.98%	16.34%
Albemarle County	0.7736	57.0	94.20%	0.7719	66.0	89.81%	-0.22%
Alleghany County	0.8776	50.0	106.86%	1.0703	38.0	124.53%	21.96%
Amelia County	0.6200	90.0	75.50%	0.7654	68.0	89.05%	23.44%
Amherst County	0.5892	96.0	71.75%	0.6360	98.0	74.00%	7.94%
Appomattox County	0.5685	106.0	69.23%	0.5201	125.0	60.51%	-8.51%
Arlington County	1.0281	38.0	125.19%	1.0663	39.0	124.06%	3.72%
Augusta County	0.5516	112.0	67.17%	0.6349	99.0	73.86%	15.09%
Bath County	0.4713	129.0	57.39%	0.5033	132.0	58.56%	6.79%
Bedford County	0.4627	130.0	56.34%	0.5146	126.0	59.87%	11.21%
Bland County	0.5825	101.0	70.93%	0.5357	123.0	62.32%	-8.04%
Botetourt County	0.6320	88.0	76.96%	0.6321	101.0	73.54%	0.01%
Brunswick County	0.5504	113.0	67.02%	0.7068	80.0	82.23%	28.40%
Buchanan County	1.1419	25.0	139.04%	1.1046	35.0	128.51%	-3.26%
Buckingham County	0.5371	117.0	65.40%	0.5373	122.0	62.52%	0.05%
Campbell County	0.5406	116.0	65.82%	0.6427	94.0	74.77%	18.90%
Caroline County	0.6645	75.0	80.91%	0.7020	81.0	81.67%	5.65%
Carroll County	0.5291	119.0	64.43%	0.5848	112.0	68.03%	10.51%
Charles City County	1.7091	1.0	208.11%	1.0988	36.0	127.84%	-35.71%
Charlotte County	0.5866	97.0	71.43%	0.6623	86.0	77.05%	12.90%
Chesterfield County	0.9502	44.0	115.70%	0.9078	53.0	105.62%	-4.46%
Clarke County	0.5622	108.0	68.46%	0.7153	76.0	83.22%	27.23%
Craig County	0.4825	128.0	58.75%	0.5136	127.0	59.75%	6.45%
Culpeper County	0.7212	64.0	87.82%	0.7512	70.0	87.39%	4.15%
Cumberland County	0.5787	102.0	70.47%	0.5822	114.0	67.73%	0.60%
Dickenson County	1.0683	37.0	130.08%	0.8380	59.0	97.50%	-21.55%
Dinwiddie County	0.6900	71.0	84.01%	0.7722	65.0	89.84%	11.92%
Essex County	0.5775	104.0	70.31%	0.6395	97.0	74.40%	10.75%
Fairfax County	1.1315	27.0	137.77%	1.1088	34.0	129.00%	-2.00%
Fauquier County	0.6910	70.0	84.14%	0.8026	60.0	93.38%	16.15%
Floyd County	0.5653	107.0	68.84%	0.5800	116.0	67.48%	2.60%
Fluvanna County	0.5929	95.0	72.20%	0.6420	95.0	74.69%	8.27%
Franklin County	0.5093	123.0	62.02%	0.5339	124.0	62.11%	4.82%
Frederick County	0.6792	73.0	82.71%	0.8817	56.0	102.58%	29.81%
Giles County	0.6962	68.0	84.77%	0.7077	79.0	82.34%	1.66%
Gloucester County	0.7601	61.0	92.55%	0.7504	71.0	87.30%	-1.27%
Goochland County	0.5409	115.0	65.87%	0.5378	121.0	62.57%	-0.58%
Grayson County	0.5859	98.0	71.34%	0.6045	107.0	70.33%	3.18%
Greene County	0.7225	63.0	87.98%	0.7666	67.0	89.18%	6.09%
Greensville County	0.8358	52.0	101.77%	1.0002	43.0	116.37%	19.67%
Halifax County	0.5575	111.0	67.88%	0.5021	133.0	58.41%	-9.94%
Hanover County	0.6942	69.0	84.53%	0.7155	75.0	83.24%	3.07%
Henrico County	0.9626	41.0	117.21%	0.9114	50.0	106.03%	-5.32%
Henry County	0.6488	83.0	79.00%	0.6213	105.0	72.28%	-4.23%
Highland County	0.4927	126.0	59.99%	0.5948	110.0	69.20%	20.73%
Isle of Wight County	0.8063	55.0	98.17%	0.9350	46.0	108.78%	15.97%
James City County	0.9110	47.0	110.92%	0.9314	47.0	108.36%	2.24%
King and Queen County	0.6616	77.0	80.56%	0.8015	61.0	93.25%	21.16%
King George County	0.6971	67.0	84.89%	0.7838	64.0	91.19%	12.44%
King William County	0.5592	110.0	68.08%	0.6606	87.0	76.86%	18.14%
Lancaster County	0.5071	124.0	61.74%	0.5082	130.0	59.13%	0.23%
Lee County	0.6559	79.0	79.87%	0.5980	109.0	69.58%	-8.82%
Loudoun County	0.8521	51.0	103.75%	0.8946	54.0	104.08%	4.99%
Louisa County	0.5231	121.0	63.70%	0.6572	89.0	76.46%	25.63%
Lunenburg County	0.6669	74.0	81.20%	0.6983	82.0	81.24%	4.71%
Madison County	0.5783	103.0	70.41%	0.5763	117.0	67.05%	-0.34%
Mathews County	0.5214	122.0	63.48%	0.6445	91.0	74.99%	23.63%
Mecklenburg County	0.4229	135.0	51.49%	0.4612	135.0	53.66%	9.07%

Table 2  
Revenue Effort by Locality, 1991/92-96/97 (See footnote 1.)

Locality	Revenue Effort, 1991/92	Rank Score, 1991/92	Local Effort as a Percentage of Statewide Mean Effort, 1991/92	Revenue Effort, 1996/97	Rank Score, 1996/97	Local Effort as a Percentage of Statewide Mean Effort, 1996/97	Percentage Deviation of 1996/97 Effort from 1991/92 Effort
Middlesex County	0.5006	125.0	60.95%	0.5390	120.0	62.71%	7.67%
Montgomery County	0.6490	82.0	79.03%	0.6437	92.0	74.89%	-0.82%
Nelson County	0.6548	80.0	79.73%	0.6400	96.0	74.46%	-2.25%
New Kent County	0.6632	76.0	80.76%	0.7216	73.0	83.95%	8.80%
Northampton County	0.6580	78.0	80.12%	0.7272	72.0	84.61%	10.52%
Northumberland County	0.4453	133.0	54.22%	0.5633	118.0	65.54%	26.50%
Nottoway County	0.6022	93.0	73.32%	0.6432	93.0	74.83%	6.82%
Orange County	0.5842	100.0	71.13%	0.6488	90.0	75.48%	11.06%
Page County	0.4335	134.0	52.79%	0.4861	134.0	56.55%	12.12%
Patrick County	0.5299	118.0	64.52%	0.5404	119.0	62.87%	1.98%
Pittsylvania County	0.4551	131.0	55.42%	0.5054	131.0	58.80%	11.06%
Powhatan County	0.5744	105.0	69.94%	0.6137	106.0	71.39%	6.83%
Prince Edward County	0.5489	114.0	66.84%	0.6223	104.0	72.40%	13.37%
Prince George County	0.7709	58.0	93.86%	0.7123	78.0	82.88%	-7.59%
Prince William County	1.2238	16.0	149.02%	1.1282	31.0	131.26%	-7.81%
Pulaski County	0.6462	84.0	78.68%	0.6281	103.0	73.07%	-2.80%
Rappahannock County	0.4896	127.0	59.62%	0.5132	128.0	59.70%	4.81%
Richmond County	0.6174	91.0	75.17%	0.6303	102.0	73.33%	2.10%
Roanoke County	0.9540	43.0	116.16%	0.9105	51.0	105.93%	-4.56%
Rockbridge County	0.7401	62.0	90.11%	0.7589	69.0	88.29%	2.54%
Rockingham County	0.6295	89.0	76.65%	0.7137	77.0	83.04%	13.38%
Russell County	0.6401	86.0	77.94%	0.5847	113.0	68.02%	-8.66%
Scott County	0.5244	120.0	63.85%	0.5130	129.0	59.69%	-2.16%
Shenandoah County	0.5846	99.0	71.18%	0.6322	100.0	73.55%	8.14%
Smyth County	0.5955	94.0	72.51%	0.6572	88.0	76.46%	10.37%
Southampton County	0.7176	65.0	87.38%	0.7195	74.0	83.71%	0.26%
Spotsylvania County	0.8150	53.0	99.24%	0.8451	57.0	98.32%	3.70%
Stafford County	0.8826	49.0	107.47%	0.9190	49.0	106.92%	4.13%
Surry County	0.6374	87.0	77.62%	0.6919	83.0	80.49%	8.54%
Sussex County	0.7057	66.0	85.92%	1.0098	42.0	117.48%	43.10%
Tazewell County	0.6416	85.0	78.13%	0.5929	111.0	68.98%	-7.59%
Warren County	0.4533	132.0	55.20%	0.6857	84.0	79.78%	51.25%
Washington County	0.6072	92.0	73.93%	0.6033	108.0	70.19%	-0.64%
Westmoreland County	0.5617	109.0	68.40%	0.5811	115.0	67.61%	3.45%
Wise County	0.7705	59.0	93.81%	0.7995	62.0	93.02%	3.77%
Wythe County	0.6500	81.0	79.15%	0.6789	85.0	78.98%	4.44%
York County	0.7704	60.0	93.81%	0.9087	52.0	105.72%	17.95%
Alexandria City	1.0928	32.0	133.06%	1.1376	30.0	132.35%	4.10%
Bedford City	0.7992	56.0	97.32%	0.9556	45.0	111.17%	19.56%
Bristol City	1.1094	30.0	135.08%	1.2910	15.0	150.19%	16.37%
Buena Vista City	1.1225	28.0	136.68%	1.1567	28.0	134.58%	3.05%
Charlottesville City	1.2889	13.0	156.94%	1.3286	13.0	154.57%	3.08%
Chesapeake City	1.2176	18.0	148.26%	1.1769	24.0	136.93%	-3.34%
Clifton Forge City	1.1464	24.0	139.59%	1.1480	29.0	133.56%	0.13%
Colonial Heights City	1.1157	29.0	135.85%	1.1669	26.0	135.76%	4.59%
Covington City	1.4792	4.0	180.12%	1.4637	4.0	170.29%	-1.05%
Danville City	0.9220	46.0	112.27%	0.8945	55.0	104.06%	-2.99%
Emporia City	1.3888	6.0	169.11%	1.5058	3.0	175.19%	8.43%
Fairfax City	1.0861	34.0	132.25%	1.2053	21.0	140.23%	10.98%
Falls Church City	1.0827	35.0	131.83%	1.1833	22.0	137.67%	9.29%
Franklin City	1.0907	33.0	132.81%	1.1590	27.0	134.84%	6.26%
Fredericksburg City	1.2665	14.0	154.21%	1.3646	9.0	158.76%	7.75%
Galax City	1.3187	12.0	160.58%	1.3628	10.0	158.56%	3.34%
Hampton City	1.2235	17.0	148.97%	1.3597	11.0	158.19%	11.13%
Harrisonburg City	0.9253	45.0	112.67%	1.0233	41.0	119.05%	10.59%
Hopewell City	1.4634	5.0	178.19%	1.4374	7.0	167.23%	-1.78%
Lexington City	1.1341	26.0	138.10%	1.1729	25.0	136.45%	3.42%
Lynchburg City	1.3429	9.0	163.52%	1.3383	12.0	155.70%	-0.35%

Table 2  
Revenue Effort by Locality, 1991/92-96/97 (See footnote 1.)

Locality	Revenue Effort, 1991/92	Rank Score, 1991/92	Local Effort as a Percentage of Statewide Mean Effort, 1991/92	Revenue Effort, 1996/97	Rank Score, 1996/97	Local Effort as a Percentage of Statewide Mean Effort, 1996/97	Percentage Deviation of 1996/97 Effort from 1991/92 Effort
Manassas City	1.1832	21.0	144.07%	1.1212	32.0	130.44%	-5.24%
Manassas Park City	1.2443	15.0	151.51%	1.2730	16.0	148.11%	2.31%
Martinsville City	0.8865	48.0	107.94%	1.2226	19.0	142.24%	37.91%
Newport News City	1.3282	11.0	161.72%	1.3965	8.0	162.47%	5.14%
Norfolk City	1.5359	3.0	187.02%	1.5746	1.0	183.19%	2.52%
Norton City	1.1516	23.0	140.22%	1.1774	23.0	136.98%	2.24%
Petersburg City	1.3426	10.0	163.48%	1.3184	14.0	153.39%	-1.80%
Poquoson City	0.8121	54.0	98.89%	0.8437	58.0	98.16%	3.88%
Portsmouth City	1.3852	7.0	168.67%	1.4443	5.0	168.03%	4.27%
Radford City	0.9600	42.0	116.89%	0.9276	48.0	107.92%	-3.38%
Richmond City	1.6002	2.0	194.84%	1.5516	2.0	180.51%	-3.04%
Roanoke City	1.3707	8.0	166.90%	1.4424	6.0	167.81%	5.23%
Salem City	1.2089	19.0	147.20%	1.2461	18.0	144.97%	3.08%
Staunton City	1.0779	36.0	131.25%	1.0947	37.0	127.36%	1.56%
Suffolk City	0.9950	40.0	121.15%	0.9845	44.0	114.54%	-1.06%
Virginia Beach City	1.1000	31.0	133.94%	1.1173	33.0	129.99%	1.57%
Waynesboro City	1.1871	20.0	144.55%	1.2663	17.0	147.33%	6.67%
Williamsburg City	1.1758	22.0	143.17%	1.2093	20.0	140.70%	2.85%
Winchester City	1.0166	39.0	123.78%	1.0602	40.0	123.34%	4.29%
Statewide Mean	0.8213		100.00%	0.8595		100.00%	6.07%

1

This table excludes the former city of South Boston, which reverted to the status of a subordinate town within Halifax County on July 1, 1995. In relation to each fiscal period, then, the rank score of a given locality may vary from 1 (highest effort) to 135 (lowest effort).

Source: Staff, Commission on Local Government

Table 3  
Median Adjusted Gross Income (AGI) by Locality, 1991-96 (See footnote 1.)

Locality	Median Adjusted Gross Income, 1991	Rank Score, 1991	Median Adjusted Gross Income, 1992	Rank Score, 1992	Median Adjusted Gross Income, 1993	Rank Score, 1993	Median Adjusted Gross Income, 1994	Rank Score, 1994	Median Adjusted Gross Income, 1995	Rank Score, 1995	Median Adjusted Gross Income, 1996	Rank Score, 1996
Accomack County	\$13,620	2.0	\$14,056	2.0	\$13,852	2.0	\$14,510	3.0	\$14,672	4.0	\$14,612	2.0
Albemarle County	\$24,926	117.0	\$26,024	117.0	\$26,328	116.0	\$26,702	116.0	\$27,189	116.0	\$28,207	117.0
Alleghany County	\$20,934	95.0	\$21,114	92.0	\$22,396	96.0	\$23,142	98.0	\$23,578	101.0	\$24,220	101.0
Amelia County	\$18,111	59.0	\$18,942	66.0	\$19,214	68.0	\$19,773	71.5	\$20,090	70.0	\$20,445	73.0
Amherst County	\$18,809	74.0	\$19,406	74.0	\$20,016	79.0	\$20,215	76.0	\$20,510	79.0	\$20,865	80.0
Appomattox County	\$17,378	42.0	\$17,899	42.0	\$18,144	42.0	\$18,639	50.0	\$18,982	58.0	\$19,151	58.0
Arlington County	\$27,566	126.0	\$28,885	124.0	\$28,766	124.0	\$29,323	124.0	\$30,566	125.0	\$31,950	127.0
Augusta County	\$21,471	99.0	\$22,311	101.0	\$22,882	101.0	\$23,196	99.0	\$23,471	100.0	\$24,510	103.0
Bath County	\$16,853	33.0	\$17,417	35.0	\$18,196	45.0	\$18,823	54.0	\$19,634	65.0	\$20,385	72.0
Bedford County	\$22,719	108.0	\$23,209	105.0	\$23,932	106.0	\$24,445	106.0	\$24,734	106.0	\$25,792	106.0
Bland County	\$19,360	83.0	\$19,990	82.0	\$19,926	77.0	\$20,424	80.0	\$20,792	82.0	\$21,084	84.0
Botetourt County	\$22,713	107.0	\$23,317	106.0	\$24,206	108.0	\$25,041	108.0	\$25,732	109.0	\$26,731	111.0
Brunswick County	\$14,707	8.0	\$14,864	6.0	\$15,686	7.0	\$16,018	10.0	\$15,895	10.0	\$16,193	11.0
Buchanan County	\$18,440	68.0	\$19,371	73.0	\$19,070	65.0	\$18,484	47.0	\$17,958	37.0	\$18,116	40.0
Buckingham County	\$16,091	21.0	\$16,551	19.0	\$16,789	21.0	\$17,283	20.0	\$17,549	30.0	\$17,878	34.0
Campbell County	\$19,816	88.0	\$20,115	86.0	\$20,547	83.0	\$20,682	84.0	\$21,525	89.0	\$21,864	88.0
Caroline County	\$19,119	81.0	\$20,081	84.0	\$20,669	85.0	\$21,012	87.0	\$20,891	83.0	\$20,843	79.0
Carroll County	\$16,426	25.0	\$17,121	27.0	\$17,489	30.0	\$17,896	32.0	\$18,083	40.0	\$18,277	43.0
Charles City County	\$18,644	72.0	\$20,320	88.0	\$20,698	87.0	\$21,734	92.0	\$21,631	91.0	\$22,395	92.0
Charlotte County	\$15,165	12.0	\$15,907	13.0	\$16,033	11.0	\$16,294	11.0	\$16,747	19.0	\$16,839	17.0
Chesterfield County	\$30,721	132.0	\$31,642	131.0	\$31,804	132.0	\$31,929	130.0	\$32,296	130.0	\$32,856	130.0
Clarke County	\$21,702	101.0	\$22,139	99.0	\$22,738	100.0	\$23,204	100.0	\$23,632	102.0	\$24,213	100.0
Craig County	\$19,171	82.0	\$19,551	77.0	\$20,276	81.0	\$20,328	77.0	\$21,376	86.0	\$22,535	93.0
Culpeper County	\$21,926	103.0	\$22,212	100.0	\$22,556	98.0	\$23,212	101.0	\$23,156	99.0	\$23,241	95.0
Cumberland County	\$15,430	15.0	\$16,435	17.0	\$16,856	22.0	\$17,447	23.0	\$17,162	23.0	\$17,433	24.0
Dickenson County	\$16,746	30.0	\$17,413	33.0	\$17,350	27.0	\$17,297	21.0	\$16,365	13.0	\$16,744	16.0
Dinwiddie County	\$19,001	78.0	\$19,656	80.0	\$20,373	82.0	\$21,142	86.0	\$21,426	87.0	\$21,831	87.0
Essex County	\$17,009	38.0	\$17,414	34.0	\$17,614	32.0	\$17,618	27.0	\$17,732	32.0	\$17,946	36.0
Fairfax County	\$33,857	134.0	\$35,795	134.0	\$35,981	134.0	\$36,451	134.0	\$37,526	134.0	\$38,364	134.0
Fauquier County	\$27,980	127.0	\$29,029	126.0	\$29,360	125.0	\$29,958	126.0	\$30,900	126.0	\$31,583	124.0
Floyd County	\$18,267	67.0	\$19,102	70.0	\$19,275	70.0	\$19,805	73.0	\$20,168	73.0	\$20,531	76.0
Fluvanna County	\$20,994	96.0	\$22,670	104.0	\$23,921	105.0	\$23,581	103.0	\$23,803	103.0	\$24,496	102.0
Franklin County	\$18,226	65.0	\$19,024	68.0	\$19,224	69.0	\$19,637	68.0	\$19,562	64.0	\$19,924	65.0
Frederick County	\$22,468	105.0	\$23,788	108.0	\$23,978	107.0	\$24,740	107.0	\$25,214	107.0	\$25,893	107.0
Giles County	\$19,679	86.0	\$20,083	85.0	\$20,152	80.0	\$20,842	85.0	\$21,315	85.0	\$21,503	86.0
Gloucester County	\$21,276	98.0	\$22,005	97.0	\$22,182	95.0	\$22,383	94.0	\$22,311	94.0	\$23,017	94.0
Goochland County	\$23,576	110.0	\$24,972	112.0	\$25,599	114.0	\$26,378	115.0	\$27,736	117.0	\$28,289	118.0
Grayson County	\$14,890	9.0	\$15,721	11.0	\$16,271	14.0	\$16,885	18.0	\$17,204	24.0	\$17,482	27.0
Greene County	\$21,722	102.0	\$22,580	102.0	\$23,322	103.0	\$23,550	102.0	\$24,665	105.0	\$25,083	105.0
Greensville County	\$15,486	16.0	\$16,624	22.0	\$16,604	18.0	\$16,867	17.0	\$16,375	14.0	\$17,051	20.0
Halifax County	\$16,500	26.0	\$17,771	39.0	\$18,052	39.0	\$18,261	42.0	\$18,531	52.0	\$18,563	49.0
Hanover County	\$27,407	124.0	\$28,911	125.0	\$29,504	127.0	\$30,301	127.0	\$31,265	127.0	\$32,152	128.0
Henrico County	\$24,447	115.0	\$25,197	114.0	\$25,549	112.0	\$25,907	113.0	\$26,315	113.0	\$26,875	112.0
Henry County	\$16,985	36.0	\$17,828	40.0	\$17,735	34.0	\$17,877	31.0	\$17,831	35.0	\$18,162	41.0
Highland County	\$16,898	34.0	\$16,694	24.0	\$17,854	36.0	\$17,603	26.0	\$18,002	38.0	\$17,445	25.0
Isle of Wight County	\$22,941	109.0	\$23,739	107.0	\$23,388	104.0	\$24,230	105.0	\$24,489	104.0	\$24,595	104.0
James City County	\$24,492	116.0	\$25,199	115.0	\$26,754	117.0	\$26,755	117.0	\$26,307	112.0	\$27,477	116.0
King and Queen County	\$17,071	39.0	\$18,518	58.0	\$18,813	60.0	\$19,594	66.0	\$20,373	78.0	\$20,026	67.0
King George County	\$24,245	113.0	\$24,773	111.0	\$25,354	110.0	\$25,405	110.0	\$25,676	108.0	\$26,240	109.0
King William County	\$22,570	106.0	\$24,137	109.0	\$24,449	109.0	\$25,472	111.0	\$26,044	111.0	\$26,529	110.0
Lancaster County	\$17,785	52.0	\$18,171	46.0	\$18,327	49.0	\$18,310	43.0	\$17,824	34.0	\$17,787	31.0
Lee County	\$14,701	7.0	\$15,092	7.0	\$14,962	5.0	\$14,693	4.0	\$15,342	7.0	\$15,290	6.0
Loudoun County	\$34,587	135.0	\$36,818	135.0	\$38,115	135.0	\$39,315	135.0	\$41,076	135.0	\$43,012	135.0
Louisa County	\$18,623	71.0	\$19,655	79.0	\$20,640	84.0	\$20,617	82.0	\$20,244	75.0	\$21,294	85.0
Lunenburg County	\$14,435	6.0	\$14,334	3.0	\$14,317	3.0	\$14,351	2.0	\$14,370	2.0	\$14,869	5.0
Madison County	\$19,689	87.0	\$20,172	87.0	\$20,687	86.0	\$20,969	86.0	\$21,079	84.0	\$20,747	78.0
Mathews County	\$19,429	85.0	\$19,771	81.0	\$20,826	89.0	\$20,172	75.0	\$20,749	80.5	\$20,941	81.0
Mecklenburg County	\$15,026	10.0	\$15,767	12.0	\$16,212	13.0	\$16,643	14.0	\$16,815	20.0	\$16,634	13.0
Middlesex County	\$17,669	48.0	\$18,468	56.0	\$18,637	54.0	\$19,183	60.0	\$18,529	51.0	\$19,013	57.0
Montgomery County	\$18,265	66.0	\$18,887	64.0	\$18,960	63.0	\$19,441	64.0	\$19,884	67.0	\$19,897	64.0
Nelson County	\$18,035	58.0	\$18,527	59.0	\$19,302	71.5	\$19,757	70.0	\$20,350	77.0	\$20,101	68.0
New Kent County	\$27,546	125.0	\$29,274	127.0	\$28,341	121.0	\$29,884	125.0	\$30,047	122.0	\$30,477	123.0
Northampton County	\$12,836	1.0	\$12,993	1.0	\$13,297	1.0	\$13,529	1.0	\$13,202	1.0	\$13,326	1.0
Northumberland County	\$17,005	37.0	\$17,532	38.0	\$18,023	38.0	\$17,942	34.0	\$17,652	31.0	\$18,091	38.0
Nottoway County	\$15,134	11.0	\$15,642	9.0	\$15,697	8.0	\$15,861	8.0	\$15,466	8.0	\$16,183	10.0
Orange County	\$20,524	93.0	\$21,388	94.0	\$21,906	94.0	\$22,075	93.0	\$22,168	93.0	\$22,061	89.0
Page County	\$16,564	27.0	\$17,323	32.0	\$17,458	29.0	\$17,918	33.0	\$18,364	48.0	\$18,734	52.0
Patrick County	\$17,693	49.0	\$18,369	52.0	\$18,643	55.0	\$18,776	51.0	\$18,923	56.0	\$18,911	55.0
Pittsylvania County	\$17,661	47.0	\$18,408	54.0	\$18,489	52.0	\$19,038	59.0	\$19,465	61.0	\$19,947	66.0
Powhatan County	\$26,089	120.0	\$26,633	118.0	\$28,156	120.0	\$28,835	121.0	\$30,061	124.0	\$31,702	125.0
Prince Edward County	\$15,361	14.0	\$16,109	14.0	\$16,275	15.0	\$16,558	12.0	\$16,662	18.0	\$17,054	21.0
Prince George County	\$23,729	111.0	\$24,556	110.0	\$25,588	113.0	\$25,644	112.0	\$26,506	115.0	\$27,032	113.0
Prince William County	\$30,886	133.0	\$32,391	133.0	\$32,423	133.0	\$32,559	132.0	\$33,217	132.0	\$33,644	131.0
Pulaski County	\$17,447	44.0	\$18,606	60.0	\$18,749	59.0	\$19,383	63.0	\$19,547	63.0	\$20,232	70.0
Rappahannock County	\$21,088	97.0	\$22,061	98.0	\$22,647	99.0	\$23,714	104.0	\$23,154	98.0	\$24,000	99.0
Richmond County	\$16,700	29.0	\$17,233	28.0	\$17,324	26.0	\$17,683	30.0	\$17,888	36.0	\$17,786	30.0
Roanoke County	\$24,294	114.0	\$25,384	116.0	\$25,744	115.0	\$26,206	114.0	\$26,450	114.0	\$27,262	115.0
Rockbridge County	\$17,768	51.0	\$18,250	48.0	\$18,857	61.0	\$19,773	71.5	\$19,644	66.0	\$19,759	63.0



Table 3  
Median Adjusted Gross Income (AGI) by Locality, 1991-96 (See footnote 1.)

Locality	Median Adjusted Gross Income, 1991	Rank Score, 1991	Median Adjusted Gross Income, 1992	Rank Score, 1992	Median Adjusted Gross Income, 1993	Rank Score, 1993	Median Adjusted Gross Income, 1994	Rank Score, 1994	Median Adjusted Gross Income, 1995	Rank Score, 1995	Median Adjusted Gross Income, 1996	Rank Score, 1996
Rockingham County	\$20,060	89.0	\$20,795	91.0	\$21,137	90.0	\$21,515	90.0	\$21,796	92.0	\$22,234	91.0
Russell County	\$17,896	53.0	\$17,945	43.0	\$18,088	40.0	\$18,040	38.0	\$17,534	29.0	\$17,806	33.0
Scott County	\$18,120	60.0	\$19,052	69.0	\$19,210	67.0	\$19,593	65.0	\$20,100	71.0	\$20,114	69.0
Shenandoah County	\$17,966	54.0	\$18,673	62.0	\$19,174	66.0	\$19,746	69.0	\$19,975	69.0	\$20,742	77.0
Smyth County	\$17,227	41.0	\$17,482	36.0	\$17,816	35.0	\$18,020	36.0	\$18,301	46.0	\$18,239	42.0
Southampton County	\$19,375	84.0	\$20,061	83.0	\$20,005	78.0	\$20,482	81.0	\$20,178	74.0	\$20,457	74.0
Spotsylvania County	\$26,759	122.0	\$28,077	121.0	\$28,605	123.0	\$29,073	122.0	\$29,438	121.0	\$29,672	121.0
Stafford County	\$29,108	129.0	\$30,722	129.0	\$31,534	131.0	\$32,105	131.0	\$33,355	133.0	\$34,047	132.0
Surry County	\$18,162	62.0	\$19,105	71.0	\$18,743	58.0	\$18,540	48.0	\$19,508	62.0	\$19,597	61.0
Sussex County	\$15,882	20.0	\$16,493	18.0	\$16,739	20.0	\$17,350	22.0	\$17,122	22.0	\$16,714	15.0
Tazewell County	\$18,559	69.0	\$18,453	55.0	\$18,427	51.0	\$18,551	49.0	\$18,226	44.0	\$18,866	54.0
Warren County	\$20,457	92.0	\$21,333	93.0	\$21,787	93.0	\$22,442	95.0	\$22,717	95.0	\$23,528	97.0
Washington County	\$18,891	77.0	\$19,422	75.0	\$19,834	76.0	\$20,331	78.0	\$19,912	68.0	\$20,236	71.0
Westmoreland County	\$15,588	17.0	\$16,336	16.0	\$16,096	12.0	\$17,050	19.0	\$16,641	17.0	\$16,896	18.0
Wise County	\$17,967	55.0	\$18,291	50.0	\$18,712	57.0	\$18,844	55.0	\$18,644	54.0	\$17,988	37.0
Wythe County	\$16,400	24.0	\$17,274	31.0	\$17,546	31.0	\$18,337	44.0	\$18,601	53.0	\$18,510	47.0
York County	\$25,235	118.0	\$27,039	119.0	\$27,051	118.0	\$27,479	119.0	\$28,552	119.0	\$28,860	119.0
Alexandria City	\$26,737	121.0	\$28,273	123.0	\$29,365	126.0	\$28,468	120.0	\$29,118	120.0	\$29,581	120.0
Bedford City	\$16,785	31.0	\$17,263	29.0	\$17,397	28.0	\$17,619	28.0	\$16,531	15.0	\$17,334	23.0
Bristol City	\$18,186	64.0	\$18,240	47.0	\$18,526	53.0	\$18,976	57.0	\$18,427	49.0	\$18,537	48.0
Buena Vista City	\$16,680	28.0	\$17,016	26.0	\$17,117	24.0	\$18,060	39.0	\$17,736	33.0	\$19,008	56.0
Charlottesville City	\$17,424	43.0	\$17,980	44.0	\$18,290	47.0	\$18,036	37.0	\$17,528	28.0	\$17,757	29.0
Chesapeake City	\$23,754	112.0	\$25,001	113.0	\$25,399	111.0	\$25,379	109.0	\$25,787	110.0	\$26,072	108.0
Clifton Forge City	\$15,738	19.0	\$15,657	10.0	\$15,875	10.0	\$15,816	7.0	\$15,852	9.0	\$15,526	8.0
Colonial Heights City	\$21,660	100.0	\$21,717	96.0	\$22,543	97.0	\$22,727	96.0	\$23,112	96.0	\$23,612	98.0
Covington City	\$17,171	40.0	\$17,264	30.0	\$18,160	44.0	\$18,222	41.0	\$17,521	27.0	\$17,794	32.0
Danville City	\$15,207	13.0	\$16,141	15.0	\$16,432	16.0	\$16,582	13.0	\$16,345	12.0	\$16,414	12.0
Emporia City	\$13,775	4.0	\$15,174	8.0	\$15,633	6.0	\$15,265	6.0	\$14,678	5.0	\$14,729	3.0
Fairfax City	\$26,930	123.0	\$28,146	122.0	\$28,408	122.0	\$29,108	123.0	\$30,052	123.0	\$30,343	122.0
Falls Church City	\$30,408	131.0	\$31,712	132.0	\$30,866	129.0	\$32,676	133.0	\$32,428	131.0	\$34,996	133.0
Franklin City	\$18,005	57.0	\$18,617	61.0	\$18,298	48.0	\$18,822	53.0	\$18,161	41.0	\$17,882	35.0
Fredericksburg City	\$19,062	79.0	\$19,210	72.0	\$19,634	74.0	\$19,989	74.0	\$20,346	76.0	\$20,471	75.0
Galax City	\$13,762	3.0	\$14,550	4.0	\$15,759	9.0	\$15,924	9.0	\$15,177	6.0	\$15,504	7.0
Hampton City	\$20,684	94.0	\$21,618	95.0	\$21,662	92.0	\$21,660	91.0	\$21,442	88.0	\$20,994	82.0
Harrisonburg City	\$17,999	56.0	\$18,331	51.0	\$18,399	50.0	\$18,341	45.0	\$18,183	42.0	\$18,579	50.0
Hopewell City	\$18,808	73.0	\$18,904	65.0	\$19,020	64.0	\$19,293	62.0	\$18,487	50.0	\$18,688	51.0
Lexington City	\$18,830	75.0	\$18,958	67.0	\$19,302	71.5	\$19,090	58.0	\$18,958	57.0	\$18,856	53.0
Lynchburg City	\$17,475	45.0	\$18,151	45.0	\$18,224	46.0	\$18,212	40.0	\$18,215	43.0	\$18,103	39.0
Manassas City	\$30,174	130.0	\$31,439	130.0	\$30,911	130.0	\$30,333	128.0	\$31,420	128.0	\$31,736	126.0
Manassas Park City	\$25,991	119.0	\$27,126	120.0	\$27,513	119.0	\$27,155	118.0	\$28,298	118.0	\$27,241	114.0
Martinsville City	\$15,651	18.0	\$16,675	23.0	\$16,579	17.0	\$16,711	15.0	\$16,566	16.0	\$16,656	14.0
Newport News City	\$20,095	90.0	\$20,745	90.0	\$20,801	88.0	\$20,658	83.0	\$20,127	72.0	\$19,678	62.0
Norfolk City	\$16,167	22.0	\$16,593	20.0	\$16,708	19.0	\$16,735	16.0	\$16,159	11.0	\$15,994	9.0
Norton City	\$18,142	61.0	\$18,284	49.0	\$18,146	43.0	\$18,795	52.0	\$18,833	55.0	\$17,118	22.0
Petersburg City	\$14,323	5.0	\$14,751	5.0	\$14,939	4.0	\$15,125	5.0	\$14,493	3.0	\$14,815	4.0
Poquoson City	\$28,843	128.0	\$29,320	128.0	\$29,960	128.0	\$31,888	129.0	\$32,193	129.0	\$32,453	129.0
Portsmouth City	\$16,975	35.0	\$17,512	37.0	\$17,633	33.0	\$17,512	25.0	\$17,351	26.0	\$17,458	26.0
Radford City	\$18,176	63.0	\$18,476	57.0	\$17,892	37.0	\$17,959	35.0	\$18,269	45.0	\$18,374	44.0
Richmond City	\$17,748	50.0	\$18,374	53.0	\$18,659	56.0	\$18,890	56.0	\$18,309	47.0	\$18,476	46.0
Roanoke City	\$16,232	23.0	\$16,620	21.0	\$17,094	23.0	\$17,454	24.0	\$17,305	25.0	\$17,490	28.0
Salem City	\$20,194	91.0	\$20,590	89.0	\$21,157	91.0	\$21,229	89.0	\$21,565	90.0	\$22,100	90.0
Staunton City	\$18,589	70.0	\$18,739	63.0	\$18,893	62.0	\$19,265	61.0	\$18,998	59.0	\$19,392	59.0
Suffolk City	\$18,868	76.0	\$19,567	78.0	\$19,731	75.0	\$20,421	79.0	\$20,749	80.5	\$21,019	83.0
Virginia Beach City	\$22,018	104.0	\$22,619	103.0	\$22,923	102.0	\$22,971	97.0	\$23,130	97.0	\$23,336	96.0
Waynesboro City	\$19,078	80.0	\$19,453	76.0	\$19,339	73.0	\$19,627	67.0	\$19,076	60.0	\$19,440	60.0
Williamsburg City	\$16,796	32.0	\$16,743	25.0	\$17,175	25.0	\$17,654	29.0	\$16,984	21.0	\$16,897	19.0
Winchester City	\$17,627	46.0	\$17,886	41.0	\$18,095	41.0	\$18,432	46.0	\$18,064	39.0	\$18,400	45.0

1 This table excludes the former city of South Boston, which reverted to the status of a subordinate town within Halifax County on July 1, 1995. In relation to each calendar year, then, the rank score of a given locality may vary from 1 (lowest AGI) to 135 (highest AGI).

Source: Staff, Commission on Local Government

Table 4.1  
 Composite Fiscal Stress Index Scores, Rank Scores, and Classifications/1  
 by  
 Locality,  
 1996/97  
 [Rank Scores: 1.0=Highest Stress/135.0=Lowest Stress]

Locality	CLG Fiscal Stress Index Score, 1996/97	CLG Fiscal Stress Rank Score, 1996/97	CLG Fiscal Stress Classification, 1996/97
Accomack County	172.46	32.0	Above Average Stress
Albemarle County	153.64	122.0	Low Stress
Alleghany County	166.91	53.0	Above Average Stress
Amelia County	164.999	69.0	Below Average Stress
Amherst County	164.44	72.5	Below Average Stress
Appomattox County	163.08	82.0	Below Average Stress
Arlington County	149.47	126.0	Low Stress
Augusta County	158.50	107.0	Below Average Stress
Bath County	124.26	135.0	Low Stress
Bedford County	154.75	117.0	Low Stress
Bland County	163.61	77.0	Below Average Stress
Botetourt County	155.84	115.0	Below Average Stress
Brunswick County	171.35	38.0	Above Average Stress
Buchanan County	176.01	21.0	High Stress
Buckingham County	166.64	55.0	Above Average Stress
Campbell County	163.15	81.0	Below Average Stress
Caroline County	164.44	72.5	Below Average Stress
Carroll County	166.72	54.0	Above Average Stress
Charles City County	167.85	50.0	Above Average Stress
Charlotte County	168.95	44.0	Above Average Stress
Chesterfield County	153.84	121.0	Low Stress
Clarke County	157.99	108.0	Below Average Stress
Craig County	159.85	99.0	Below Average Stress
Culpeper County	161.65	89.0	Below Average Stress
Cumberland County	165.83	64.0	Above Average Stress
Dickenson County	172.98	29.0	Above Average Stress
Dinwiddie County	166.15	62.0	Above Average Stress
Essex County	163.35	79.5	Below Average Stress
Fairfax County	146.67	131.0	Low Stress
Fauquier County	148.54	128.0	Low Stress
Floyd County	162.91	83.0	Below Average Stress
Fluvanna County	158.79	102.5	Below Average Stress
Franklin County	161.08	91.0	Below Average Stress
Frederick County	160.47	94.0	Below Average Stress
Giles County	165.01	68.0	Above Average Stress
Gloucester County	162.61	86.0	Below Average Stress
Goochland County	147.21	130.0	Low Stress
Grayson County	168.77	45.0	Above Average Stress
Greene County	161.98	88.0	Below Average Stress

Table 4.1  
 Composite Fiscal Stress Index Scores, Rank Scores, and Classifications/1  
 by  
 Locality,  
 1996/97  
 [Rank Scores: 1.0=Highest Stress/135.0=Lowest Stress]

Locality	CLG Fiscal Stress Index Score, 1996/97	CLG Fiscal Stress Rank Score, 1996/97	CLG Fiscal Stress Classification, 1996/97
Greenville County	176.90	17.0	High Stress
Halifax County	162.68	85.0	Below Average Stress
Hanover County	149.27	127.0	Low Stress
Henrico County	158.54	105.5	Below Average Stress
Henry County	166.53	57.0	Above Average Stress
Highland County	160.11	97.0	Below Average Stress
Isle of Wight County	163.86	76.0	Below Average Stress
James City County	155.99	113.0	Below Average Stress
King and Queen County	166.03	63.0	Above Average Stress
King George County	159.90	98.0	Below Average Stress
King William County	157.10	111.0	Below Average Stress
Lancaster County	157.17	110.0	Below Average Stress
Lee County	172.24	33.5	Above Average Stress
Loudoun County	138.39	134.0	Low Stress
Louisa County	154.57	118.0	Low Stress
Lunenburg County	172.65	31.0	Above Average Stress
Madison County	161.25	90.0	Below Average Stress
Mathews County	160.40	95.0	Below Average Stress
Mecklenburg County	164.38	74.0	Below Average Stress
Middlesex County	157.02	112.0	Below Average Stress
Montgomery County	166.54	56.0	Above Average Stress
Nelson County	159.32	101.0	Below Average Stress
New Kent County	152.47	124.0	Low Stress
Northampton County	171.59	36.0	Above Average Stress
Northumberland County	158.64	104.0	Below Average Stress
Nottoway County	170.50	40.0	Above Average Stress
Orange County	160.37	96.0	Below Average Stress
Page County	163.46	78.0	Below Average Stress
Patrick County	165.06	66.5	Above Average Stress
Pittsylvania County	163.35	79.5	Below Average Stress
Powhatan County	151.79	125.0	Low Stress
Prince Edward County	168.53	47.0	Above Average Stress
Prince George County	160.84	92.0	Below Average Stress
Prince William County	157.49	109.0	Below Average Stress
Pulaski County	165.24	65.0	Above Average Stress
Rappahannock County	147.94	129.0	Low Stress
Richmond County	166.24	61.0	Above Average Stress
Roanoke County	159.76	100.0	Below Average Stress
Rockbridge County	164.77	70.0	Below Average Stress

Table 4.1  
 Composite Fiscal Stress Index Scores, Rank Scores, and Classifications/1  
 by  
 Locality,  
 1996/97  
 [Rank Scores: 1.0=Highest Stress/135.0=Lowest Stress]

Locality	CLG Fiscal Stress Index Score, 1996/97	CLG Fiscal Stress Rank Score, 1996/97	CLG Fiscal Stress Classification, 1996/97
Rockingham County	162.77	84.0	Below Average Stress
Russell County	167.88	49.0	Above Average Stress
Scott County	165.06	66.5	Above Average Stress
Shenandoah County	162.43	87.0	Below Average Stress
Smyth County	168.69	46.0	Above Average Stress
Southampton County	166.40	59.0	Above Average Stress
Spotsylvania County	155.92	114.0	Below Average Stress
Stafford County	154.81	116.0	Low Stress
Surry County	142.52	133.0	Low Stress
Sussex County	174.23	25.0	Above Average Stress
Tazewell County	166.50	58.0	Above Average Stress
Warren County	160.64	93.0	Below Average Stress
Washington County	163.90	75.0	Below Average Stress
Westmoreland County	164.63	71.0	Below Average Stress
Wise County	171.53	37.0	Above Average Stress
Wythe County	167.04	52.0	Above Average Stress
York County	158.54	105.5	Below Average Stress
Alexandria City	154.48	119.0	Low Stress
Bedford City	172.83	30.0	Above Average Stress
Bristol City	177.65	14.0	High Stress
Buena Vista City	176.74	19.0	High Stress
Charlottesville City	176.87	18.0	High Stress
Chesapeake City	167.07	51.0	Above Average Stress
Clifton Forge City	180.43	9.0	High Stress
Colonial Heights City	166.30	60.0	Above Average Stress
Covington City	181.93	5.0	High Stress
Danville City	173.33	27.0	Above Average Stress
Emporia City	185.13	2.0	High Stress
Fairfax City	153.35	123.0	Low Stress
Falls Church City	144.91	132.0	Low Stress
Franklin City	176.22	20.0	High Stress
Fredericksburg City	173.36	26.0	Above Average Stress
Galax City	180.62	7.0	High Stress
Hampton City	177.56	15.0	High Stress
Harrisonburg City	171.70	35.0	Above Average Stress
Hopewell City	180.86	6.0	High Stress
Lexington City	177.12	16.0	High Stress
Lynchburg City	178.15	12.0	High Stress
Manassas City	158.79	102.5	Below Average Stress

Table 4.1  
 Composite Fiscal Stress Index Scores, Rank Scores, and Classifications/<sup>1</sup>  
 by  
 Locality,  
 1996/97  
 [Rank Scores: 1.0=Highest Stress/135.0=Lowest Stress]

Locality	CLG Fiscal Stress Index Score, 1996/97	CLG Fiscal Stress Rank Score, 1996/97	CLG Fiscal Stress Classification, 1996/97
Manassas Park City	168.18	48.0	Above Average Stress
Martinsville City	177.96	13.0	High Stress
Newport News City	179.41	11.0	High Stress
Norfolk City	186.73	1.0	High Stress
Norton City	175.71	22.0	High Stress
Petersburg City	183.88	3.0	High Stress
Poquoson City	154.47	120.0	Low Stress
Portsmouth City	183.84	4.0	High Stress
Radford City	174.36	24.0	Above Average Stress
Richmond City	180.44	8.0	High Stress
Roanoke City	180.27	10.0	High Stress
Salem City	170.65	39.0	Above Average Stress
Staunton City	173.31	28.0	Above Average Stress
Suffolk City	169.51	41.0	Above Average Stress
Virginia Beach City	169.10	43.0	Above Average Stress
Waynesboro City	175.19	23.0	High Stress
Williamsburg City	172.24	33.5	Above Average Stress
Winchester City	169.27	42.0	Above Average Stress

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Under the CLG's classificatory system, each jurisdiction is designated as "low" if its composite index score falls more than one standard deviation below the mean, as "below average" if the index score lies between the mean and one standard deviation below the mean, as "above average" if the index score occupies a position between the mean and one standard deviation above the mean, or as "high" if the index score exceeds the mean by more than one standard deviation. With respect to the 1996/97 distribution of index scores, the following threshold values represent the cutting points for the delineation of the several stress categories: 155.01 (one standard deviation below the mean), 165.00 (the mean), and 174.99 (one standard deviation above the mean).

Source: Staff, Commission on Local Government

Table 4.2  
 Composite Fiscal Stress Index Scores, Rank Scores, and Classifications/1  
 by  
 Locality,  
 1996/97  
 [Rank Scores: 1.0=Highest Stress/135.0=Lowest Stress]

Locality	CLG Fiscal Stress Index Score, 1996/97	CLG Fiscal Stress Rank Score, 1996/97	CLG Fiscal Stress Classification, 1996/97
Norfolk City	186.73	1.0	High Stress
Emporia City	185.13	2.0	High Stress
Petersburg City	183.88	3.0	High Stress
Portsmouth City	183.84	4.0	High Stress
Covington City	181.93	5.0	High Stress
Hopewell City	180.86	6.0	High Stress
Galax City	180.62	7.0	High Stress
Richmond City	180.44	8.0	High Stress
Clifton Forge City	180.43	9.0	High Stress
Roanoke City	180.27	10.0	High Stress
Newport News City	179.41	11.0	High Stress
Lynchburg City	178.15	12.0	High Stress
Martinsville City	177.96	13.0	High Stress
Bristol City	177.65	14.0	High Stress
Hampton City	177.56	15.0	High Stress
Lexington City	177.12	16.0	High Stress
Greensville County	176.90	17.0	High Stress
Charlottesville City	176.87	18.0	High Stress
Buena Vista City	176.74	19.0	High Stress
Franklin City	176.22	20.0	High Stress
Buchanan County	176.01	21.0	High Stress
Norton City	175.71	22.0	High Stress
Waynesboro City	175.19	23.0	High Stress
Radford City	174.36	24.0	Above Average Stress
Sussex County	174.23	25.0	Above Average Stress
Fredericksburg City	173.36	26.0	Above Average Stress
Danville City	173.33	27.0	Above Average Stress
Staunton City	173.31	28.0	Above Average Stress
Dickenson County	172.98	29.0	Above Average Stress
Bedford City	172.83	30.0	Above Average Stress
Lunenburg County	172.65	31.0	Above Average Stress
Accomack County	172.46	32.0	Above Average Stress
Lee County	172.24	33.5	Above Average Stress
Williamsburg City	172.24	33.5	Above Average Stress
Harrisonburg City	171.70	35.0	Above Average Stress
Northampton County	171.59	36.0	Above Average Stress
Wise County	171.53	37.0	Above Average Stress
Brunswick County	171.35	38.0	Above Average Stress
Salem City	170.65	39.0	Above Average Stress

Table 4.2  
 Composite Fiscal Stress Index Scores, Rank Scores, and Classifications/1  
 by  
 Locality,  
 1996/97  
 [Rank Scores: 1.0=Highest Stress/135.0=Lowest Stress]

Locality	CLG Fiscal Stress Index Score, 1996/97	CLG Fiscal Stress Rank Score, 1996/97	CLG Fiscal Stress Classification, 1996/97
Nottoway County	170.50	40.0	Above Average Stress
Suffolk City	169.51	41.0	Above Average Stress
Winchester City	169.27	42.0	Above Average Stress
Virginia Beach City	169.10	43.0	Above Average Stress
Charlotte County	168.95	44.0	Above Average Stress
Grayson County	168.77	45.0	Above Average Stress
Smyth County	168.69	46.0	Above Average Stress
Prince Edward County	168.53	47.0	Above Average Stress
Manassas Park City	168.18	48.0	Above Average Stress
Russell County	167.88	49.0	Above Average Stress
Charles City County	167.85	50.0	Above Average Stress
Chesapeake City	167.07	51.0	Above Average Stress
Wythe County	167.04	52.0	Above Average Stress
Alleghany County	166.91	53.0	Above Average Stress
Carroll County	166.72	54.0	Above Average Stress
Buckingham County	166.64	55.0	Above Average Stress
Montgomery County	166.54	56.0	Above Average Stress
Henry County	166.53	57.0	Above Average Stress
Tazewell County	166.50	58.0	Above Average Stress
Southampton County	166.40	59.0	Above Average Stress
Colonial Heights City	166.30	60.0	Above Average Stress
Richmond County	166.24	61.0	Above Average Stress
Dinwiddie County	166.15	62.0	Above Average Stress
King and Queen County	166.03	63.0	Above Average Stress
Cumberland County	165.83	64.0	Above Average Stress
Pulaski County	165.24	65.0	Above Average Stress
Patrick County	165.06	66.5	Above Average Stress
Scott County	165.06	66.5	Above Average Stress
Giles County	165.01	68.0	Above Average Stress
Amelia County	164.999	69.0	Below Average Stress
Rockbridge County	164.77	70.0	Below Average Stress
Westmoreland County	164.63	71.0	Below Average Stress
Amherst County	164.44	72.5	Below Average Stress
Caroline County	164.44	72.5	Below Average Stress
Mecklenburg County	164.38	74.0	Below Average Stress
Washington County	163.90	75.0	Below Average Stress
Isle of Wight County	163.86	76.0	Below Average Stress
Bland County	163.61	77.0	Below Average Stress
Page County	163.46	78.0	Below Average Stress

Table 4.2  
 Composite Fiscal Stress Index Scores, Rank Scores, and Classifications/1  
 by  
 Locality,  
 1996/97  
 [Rank Scores: 1.0=Highest Stress/135.0=Lowest Stress]

Locality	CLG Fiscal Stress Index Score, 1996/97	CLG Fiscal Stress Rank Score, 1996/97	CLG Fiscal Stress Classification, 1996/97
Essex County	163.35	79.5	Below Average Stress
Pittsylvania County	163.35	79.5	Below Average Stress
Campbell County	163.15	81.0	Below Average Stress
Appomattox County	163.08	82.0	Below Average Stress
Floyd County	162.91	83.0	Below Average Stress
Rockingham County	162.77	84.0	Below Average Stress
Halifax County	162.68	85.0	Below Average Stress
Gloucester County	162.61	86.0	Below Average Stress
Shenandoah County	162.43	87.0	Below Average Stress
Greene County	161.98	88.0	Below Average Stress
Culpeper County	161.65	89.0	Below Average Stress
Madison County	161.25	90.0	Below Average Stress
Franklin County	161.08	91.0	Below Average Stress
Prince George County	160.84	92.0	Below Average Stress
Warren County	160.64	93.0	Below Average Stress
Frederick County	160.47	94.0	Below Average Stress
Mathews County	160.40	95.0	Below Average Stress
Orange County	160.37	96.0	Below Average Stress
Highland County	160.11	97.0	Below Average Stress
King George County	159.90	98.0	Below Average Stress
Craig County	159.85	99.0	Below Average Stress
Roanoke County	159.76	100.0	Below Average Stress
Nelson County	159.32	101.0	Below Average Stress
Fluvanna County	158.79	102.5	Below Average Stress
Manassas City	158.79	102.5	Below Average Stress
Northumberland County	158.64	104.0	Below Average Stress
Henrico County	158.54	105.5	Below Average Stress
York County	158.54	105.5	Below Average Stress
Augusta County	158.50	107.0	Below Average Stress
Clarke County	157.99	108.0	Below Average Stress
Prince William County	157.49	109.0	Below Average Stress
Lancaster County	157.17	110.0	Below Average Stress
King William County	157.10	111.0	Below Average Stress
Middlesex County	157.02	112.0	Below Average Stress
James City County	155.99	113.0	Below Average Stress
Spotsylvania County	155.92	114.0	Below Average Stress
Botetourt County	155.84	115.0	Below Average Stress
Stafford County	154.81	116.0	Low Stress
Bedford County	154.75	117.0	Low Stress



Table 4.2  
 Composite Fiscal Stress Index Scores, Rank Scores, and Classifications/1  
 by  
 Locality,  
 1996/97  
 [Rank Scores: 1.0=Highest Stress/135.0=Lowest Stress]

Locality	CLG Fiscal Stress Index Score, 1996/97	CLG Fiscal Stress Rank Score, 1996/97	CLG Fiscal Stress Classification, 1996/97
Louisa County	154.57	118.0	Low Stress
Alexandria City	154.48	119.0	Low Stress
Poquoson City	154.47	120.0	Low Stress
Chesterfield County	153.84	121.0	Low Stress
Albemarle County	153.64	122.0	Low Stress
Fairfax City	153.35	123.0	Low Stress
New Kent County	152.47	124.0	Low Stress
Powhatan County	151.79	125.0	Low Stress
Arlington County	149.47	126.0	Low Stress
Hanover County	149.27	127.0	Low Stress
Fauquier County	148.54	128.0	Low Stress
Rappahannock County	147.94	129.0	Low Stress
Goochland County	147.21	130.0	Low Stress
Fairfax County	146.67	131.0	Low Stress
Falls Church City	144.91	132.0	Low Stress
Surry County	142.52	133.0	Low Stress
Loudoun County	138.39	134.0	Low Stress
Bath County	124.26	135.0	Low Stress

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Under the CLG's classificatory system, each jurisdiction is designated as "low" if its composite index score falls more than one standard deviation below the mean, as "below average" if the index score lies between the mean and one standard deviation below the mean, as "above average" if the index score occupies a position between the mean and one standard deviation above the mean, or as "high" if the index score exceeds the mean by more than one standard deviation. With respect to the 1996/97 distribution of index scores, the following threshold values represent the cutting points for the delineation of the several stress categories: 155.01 (one standard deviation below the mean), 165.00 (the mean), and 174.99 (one standard deviation above the mean).

Source: Staff, Commission on Local Government



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