

LOCAL GOVERNMENT IN VIRGINIA

MATERIALS & RESOURCES FOR TEACHERS

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Foreword

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

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

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

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

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

Introduction

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

What's in this set of materials?

- An Outline of Virginia Local Government
A short teacher's guide to the evolution of Virginia local governance, current governmental structure, and the present state of intergovernmental relations, with emphasis on the distinctive features of Virginia's arrangements
- Bibliography & Resources
Ideas and sources for additional materials on Virginia local government.
- Two Scenarios for student use
Short fictionalized cases to serve as springboards for questions and discussion. Scenario 1 calls attention to Virginia local governmental structure and function; Scenario 2 calls attention to policy making and public participation in the context established by Scenario 1
- Lesson Suggestions
Some possible ways to combine these materials with locally available resources for effective, interesting classes!
- Glossary for student use
Definitions of the vocabulary terms in the lesson suggestions.
- Data Sets for student use
Selected statistics on Virginia's counties and cities for problem-solving and informed classroom discussion.

An Outline of Virginia Local Government

A. Basic Terminology

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

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

B. Structure

1. The County

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

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

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

2. The Independent City

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

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

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

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

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

3. Towns

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

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

C. Functions

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

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

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

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



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

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

D. *Politics*

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

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

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

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

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

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

- How are campaigns conducted in your jurisdiction? Is there much turnover in local offices? How long have the members of your governing body been in office?
- Low voter turnout is a perennial problem in local elections.
- What percentage of your locality's registered voters actually voted in the last local election? How many eligible citizens are registered to vote?

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

Thinking seriously about the future points out the paradox of American governance today. More than ever in American history, public attention is concentrated on daily events at the federal and state levels. The intense scrutiny of individuals and short-term controversies seem to have made it more difficult for these levels to make important long-range decisions. Even simple house-keeping matters like keeping budgets in balance take up more and more time and energy, leaving fewer opportunities for considering broader questions.

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

Bibliography and Resources

Resources for the teacher to locate

Local government manager

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

Local government documents

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

Maps

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

<http://www.virginia.org/VirginiaMap/?adref=vgov2012maps>

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

- Geological and Topographical Maps of Virginia
- Local Government Maps
- Map of Virginia

<http://www.virginiadot.org/travel/maps-default.asp>

This website is the official website of the Virginia Department of Transportation. This website offers many resources for transportation in Virginia to include:

- VDOT Maps, and a means to order hard copies of VDOT maps.

Historical materials

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

The Virginia Department of Historical Resources at:

<http://www.dhr.virginia.gov>

The Virginia Library at:

<http://www.lva.virginia.gov>

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

Printed Materials

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

The International City/County Management Association (ICMA) features various resources for instructors through their website at, <http://icma.org/en/press/academics>

Scenario 1

Governmental Structure and Functions

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



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

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

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

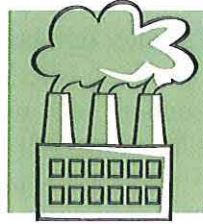
accepted at one of Virginia's state universities, the same one to which the girl who will probably be class valedictorian is going. The second senior wants to get a construction job working on the new shopping center and says that after he buys himself a car, he'll "start saving to go to community college."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

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

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



After dinner they get back onto the bus. It's dark, but there are plenty of bright lights around - headlights, streetlights, tall! lights over the parking lots, brightly lit commercial buildings, and new glass-walled office buildings with entire floors lit from within. The night before, one of the players had listened to his father at home criticize how the TV news reputed a proposal to build a new electric power plant not far away. The 1-epmter had stressed environmental objections to the new plant, and his father had pointed out that if the plant came "it would mean steady work for a lot of people who needed it."



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

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



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

Scenario 2

Policymaking and Public Participation



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

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

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

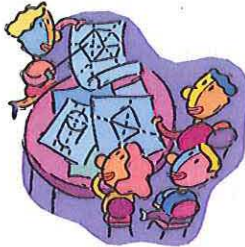
Her first major assignment had involved just this place - the dry land and salt marsh around it known as Grassy Point. Rolfe Road dead-ended here, about a half a mile after it passed through a subdivision of small houses. The secluded area had always been regarded by the Baytown police as a minor problem;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



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

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

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



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

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

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

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



The group took a lot of pride in the recommendation they had developed. The manager congratulated them on their good work, and one of the city council members who had seen a draft of their proposal had been complimentary, saying it was "really a good idea - practical and forward-looking." The newspaper reporter who covered city hall had talked to the council member and had written a story about the proposed park. The article that appeared in the paper was favorable, but the headline set everything off. On the front page of the second section of the Sunday paper, it trumpeted "Paving and Parking Lots for Grassy Point." Then the storm began. A steady stream of phone calls came into city hall asking about the project. Many of the callers objected to paving a beautiful natural area, especially at a time when everyone was supposed to be more sensitive to environmental problems. Two council members called for a public hearing at the next possible council meeting, with full legal notice in the newspaper and additional publicity. The idea that the study team thought would be popular was turning into a controversy.

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

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

The answer surprised her: "No. They wouldn't listen to anything I have to say."

"What do you mean? You liked the idea. We need people to say that at the meeting!"

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

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



Data Set 1

VIRGINIA COUNTIES & CITIES COMBINED, LISTED IN ALPABETICAL ORDER WITH PEOPLE PER SQUARE MILE INDICATED

Name	Population 2010	Population Density (2000)
Accomack	33,164	84.1
Albermarle	98,970	109.7
Alleghany	16,250	29.1
Amelia	12,690	32
Amherst	32,353	67.1
Appomattox	14,973	41.1
Arlington	207,627	7232.3
Augusta	73,750	67.6
Bath	4,731	9.5
Bedford	68,676	80
Bland	6,824	19.2
Botetourt	33,184	56.2
Brunswick	17,434	32.5
Buchanan	24,098	53.5
Buckingham	17,146	26.9
Campbell	58,842	101.2
Caroline	28,545	41.5
Carroll	30,042	61.4
Charles City	7,256	37.9
Charlotte	12,586	26.3
Chesterfield	316,236	610.5
Clarke	14,034	71.6
Craig	5,190	15.4
Culpepper	46,689	89.9
Cumberland	10,052	30.2
Dickenson	15,903	49.4
Dinwiddie	28,001	-
Essex	11,151	-
Fairfax	1,081,726	2454.8
Fauquier	65,203	84.9
Floyd	15,270	36.4
Fluvanna	25,691	69.8
Franklin	56,159	68.3
Frederick	78,305	142.8
Giles	17,286	46.6
Gloucester	36,858	160.6

Goochland	21,717	59.3
Grayson	15,533	40.5
Greene	18,403	97.4
Greensville	12,243	39.1
Halifax	36,241	45.6
Hanover	99,863	182.6
Henrico	306,935	1101.8
Henry	54,151	151.5
Highland	2,321	6.1
Isle of Wight	35,270	94.1
James City	67,009	336.6
King and Queen	6,945	21
King George	23,584	93.4
King William	15,935	30.5
Lancaster	11,391	86.9
Lee	25,587	54
Loudoun	312,311	326.2
Louisa	33,153	51.5
Lunenburg	12,914	30.5
Madison	13,308	39
Mathews	8,978	107.5
Mecklenburg	32,727	51.9
Middlesex	10,959	76.2
Montgomery	94,392	215.4
Nelson	15,020	30.6
New Kent	18,429	64.2
Northampton	12,389	63.1
Northumberland	12,330	63.7
Nottoway	15,853	50
Orange	33,481	75.7
Page	24,042	74.5
Patrick	18,490	40.2
Pittsylvania	63,506	63.6
Powhatan	28,046	85.6
Prince Edward	23,368	55.9
Prince George	35,725	124.4
Prince William	402,002	831.3
Pulaski	34,872	109.6
Rappahannock	7,373	26.2

Richmond	9,254	46
Roanoke	92,376	341.9
Rockbridge	22,307	34.7
Rockingham	76,314	79.6
Russell	28,897	63.9
Scott	23,177	43.6
Shenandoah	41,993	68.5
Smyth	32,208	73.2
Southampton	18,570	29.2
Spotsylvania	122,397	225.5
Stafford	128,961	341.9
Surry	7,058	24.5
Sussex	12,087	25.5
Tazewell	45,078	85.5
Warren	37,575	147.8
Washington	54,876	90.8
Westmoreland	17,454	72.9
Wise	41,452	99.3
Wythe	29,235	59.6
York	65,464	532.9
Alexandria	139,966	8452
Bedford	6,222	914
Bristol	17,835	1346.4
Buena Vista	6,650	929.5
Charlottesville	43,475	4389
Chesapeake	222,209	584.6
Colonial Heights	17,411	2260.3
Covington	5,961	1111.3
Danville	43,055	1124.2
Emporia	5,927	821.9
Fairfax	22,565	3406.9
Falls Church	12,332	5225.8
Franklin	8,582	999.2
Fredericksburg	24,286	1833
Galax	7,042	830.9
Hampton	137,436	2828
Harrisonburg	48,914	2304.4
Hopewell	22,591	2182.3
Lexington	7,042	2753

Lynchburg	75,568	1321.5
Manassas	37,821	3537
Manassas Park	14,273	4129
Martinsville	13,821	1407.1
Newport News	180,719	2637.9
Norfolk	242,803	4362.8
Norton	3,958	518.5
Petersburg	32,420	1474.6
Poquoson	12,150	745.4
Portsmouth	95,535	3032.7
Radford	16,408	1615.2
Richmond	204,214	3292.6
Roanoke	97,032	2213.2
Salem	24,802	1696.4
South Boston	-	-
Staunton	23,746	1210.3
Suffolk	84,585	159.2
Virginia Beach	437,994	1712.7
Waynesboro	21,006	1270.8
Williamsburg	14,068	1404.1
Winchester	26,203	2526.7

Data Set 2

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

Name	Population 2010	Population Density (2000)
South Boston	-	-
Fairfax	1,081,726	2454.8
Virginia Beach	437,994	1712.7
Prince William	402,002	831.3
Chesterfield	316,236	610.5
Loudoun	312,311	326.2
Henrico	306,935	1101.8
Norfolk	242,803	4362.8
Chesapeake	222,209	584.6
Arlington	207,627	7232.3
Richmond	204,214	3292.6
Newport News	180,719	2637.9
Alexandria	139,966	8452
Hampton	137,436	2828
Stafford	128,961	341.9
Spotsylvania	122,397	225.5
Hanover	99,863	182.6
Albermarle	98,970	109.7
Roanoke	97,032	2213.2
Portsmouth	95,535	3032.7
Montgomery	94,392	215.4
Roanoke	92,376	341.9
Suffolk	84,585	159.2
Frederick	78,305	142.8
Rockingham	76,314	79.6
Lynchburg	75,568	1321.5
Augusta	73,750	67.6
Bedford	68,676	80
James City	67,009	336.6

York	65,464	532.9
Fauquier	65,203	84.9
Pittsylvania	63,506	63.6
Campbell	58,842	101.2
Franklin	56,159	68.3
Washington	54,876	90.8
Henry	54,151	151.5
Harrisonburg	48,914	2304.4
Culpepper	46,689	89.9
Tazewell	45,078	85.5
Charlottesville	43,475	4389
Danville	43,055	1124.2
Shenandoah	41,993	68.5
Wise	41,452	99.3
Manassas	37,821	3537
Warren	37,575	147.8
Gloucester	36,858	160.6
Halifax	36,241	45.6
Prince George	35,725	124.4
Isle of Wight	35,270	94.1
Pulaski	34,872	109.6
Orange	33,481	75.7
Botetourt	33,184	56.2
Accomack	33,164	84.1
Louisa	33,153	51.5
Mecklenburg	32,727	51.9
Petersburg	32,420	1474.6
Amherst	32,353	67.1
Smyth	32,208	73.2
Carroll	30,042	61.4
Wythe	29,235	59.6
Russell	28,897	63.9
Caroline	28,545	41.5
Powhatan	28,046	85.6
Dinwiddie	28,001	-

Winchester	26,203	2526.7
Fluvanna	25,691	69.8
Lee	25,587	54
Salem	24,802	1696.4
Fredericksburg	24,286	1833
Buchanan	24,098	53.5
Page	24,042	74.5
Staunton	23,746	1210.3
King George	23,584	93.4
Prince Edward	23,368	55.9
Scott	23,177	43.6
Hopewell	22,591	2182.3
Fairfax	22,565	3406.9
Rockbridge	22,307	34.7
Goochland	21,717	59.3
Waynesboro	21,006	1270.8
Southampton	18,570	29.2
Patrick	18,490	40.2
New Kent	18,429	64.2
Greene	18,403	97.4
Bristol	17,835	1346.4
Westmoreland	17,454	72.9
Brunswick	17,434	32.5
Colonial Heights	17,411	2260.3
Giles	17,286	46.6
Buckingham	17,146	26.9
Radford	16,408	1615.2
Alleghany	16,250	29.1
King William	15,935	30.5
Dickenson	15,903	49.4
Nottoway	15,853	50
Grayson	15,533	40.5
Floyd	15,270	36.4
Nelson	15,020	30.6
Appomattox	14,973	41.1

Manassas Park	14,273	4129
Williamsburg	14,068	1404.1
Clarke	14,034	71.6
Martinsville	13,821	1407.1
Madison	13,308	39
Lunenburg	12,914	30.5
Amelia	12,690	32
Charlotte	12,586	26.3
Northampton	12,389	63.1
Falls Church	12,332	5225.8
Northumberland	12,330	63.7
Greensville	12,243	39.1
Poquoson	12,150	745.4
Sussex	12,087	25.5
Lancaster	11,391	86.9
Essex	11,151	-
Middlesex	10,959	76.2
Cumberland	10,052	30.2
Richmond	9,254	46
Mathews	8,978	107.5
Franklin	8,582	999.2
Rappahannock	7,373	26.2
Charles City	7,256	37.9
Surry	7,058	24.5
Galax	7,042	830.9
Lexington	7,042	2753
King and Queen	6,945	21
Bland	6,824	19.2
Buena Vista	6,650	929.5
Bedford	6,222	914
Covington	5,961	1111.3
Emporia	5,927	821.9
Craig	5,190	15.4
Bath	4,731	9.5
Norton	3,958	518.5
Highland	2,321	6.1

Data Set 3

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

Name	Median Household Income (2010)	Local Revenue Capacity
Accomack	\$40,780	\$1,789.27
Albermarle	\$67,797	\$2,665.94
Alleghany	\$46,133	\$1,265.69
Amelia	\$50,596	\$1,695.56
Amherst	\$42,020	\$1,419.20
Appomattox	\$50,092	\$1,430.35
Arlington	\$102,459	\$2,821.99
Augusta	\$50,970	\$1,732.40
Bath	\$51,528	\$5,226.85
Bedford	\$56,906	\$2,012.70
Bland	\$42,658	\$1,456.68
Botetourt	\$66,053	\$1,813.90
Brunswick	\$33,859	\$1,268.99
Buchanan	\$29,821	\$1,549.93
Buckingham	\$37,843	\$1,347.50
Campbell	\$45,432	\$1,309.06
Caroline	\$58,044	\$1,535.37
Carroll	\$33,600	\$1,358.41
Charles City	\$48,208	\$1,947.15
Charlotte	\$33,562	\$1,299.49
Chesterfield	\$72,363	\$1,810.52
Clarke	\$80,186	\$2,399.98
Craig	\$47,691	\$1,519.88
Culpepper	\$65,567	\$1,724.79
Cumberland	\$43,137	\$1,464.69
Dickenson	\$32,622	\$1,351.86
Dinwiddie	\$51,582	\$1,526.84
Essex	\$42,446	\$1,989.21
Fairfax	\$109,383	\$2,951.35
Fauquier	\$88,687	\$2,703.85
Floyd	\$41,442	\$1,642.94

Fluvanna	\$71,181	\$1,851.07
Franklin	\$45,049	\$1,867.27
Frederick	\$67,694	\$1,722.72
Giles	\$45,231	\$1,274.52
Gloucester	\$60,752	\$1,882.89
Goochland	\$82,683	\$3,693.31
Grayson	\$31,931	\$1,598.91
Greene	\$58,804	\$1,769.83
Greensville	\$38,423	\$1,032.22
Halifax	\$35,191	\$1,465.76
Hanover	\$76,719	\$2,162.16
Henrico	\$61,300	\$1,932.05
Henry	\$34,373	\$1,127.71
Highland	\$50,136	\$3,713.31
Isle of Wight	\$64,491	\$2,010.39
James City	\$76,767	\$2,447.92
King and Queen	\$49,410	\$1,812.12
King George	\$82,195	\$1,898.10
King William	\$63,151	\$1,782.48
Lancaster	\$49,516	\$3,264.95
Lee	\$31,729	\$838.59
Loudoun	\$122,068	\$2,816.62
Louisa	\$55,765	\$2,596.85
Lunenburg	\$35,455	\$1,143.24
Madison	\$54,510	\$2,030.74
Mathews	\$55,590	\$2,678.08
Mecklenburg	\$35,399	\$1,741.20
Middlesex	\$55,625	\$2,940.97
Montgomery	\$44,166	\$1,256.51
Nelson	\$48,888	\$2,635.29
New Kent	\$70,978	\$2,092.35
Northampton	\$34,304	\$2,405.69
Northumberland	\$51,911	\$3,418.72
Nottoway	\$38,209	\$1,100.98
Orange	\$59,501	\$1,827.90
Page	\$43,745	\$1,525.45
Patrick	\$35,599	\$1,469.06
Pittsylvania	\$42,229	\$1,211.14
Powhatan	\$76,495	\$2,007.46

Prince Edward	\$36,743	\$1,130.88
Prince George	\$63,031	\$1,353.03
Prince William	\$96,160	\$1,861.62
Pulaski	\$43,072	\$1,346.07
Rappahannock	\$57,837	\$3,598.70
Richmond	\$48,958	\$1,782.47
Roanoke	\$61,686	\$1,692.55
Rockbridge	\$45,859	\$1,960.38
Rockingham	\$51,721	\$1,774.22
Russell	\$32,637	\$1,160.89
Scott	\$37,544	\$979.66
Shenandoah	\$49,953	\$1,739.07
Smyth	\$34,394	\$1,064.80
Southampton	\$46,703	\$1,584.74
Spotsylvania	\$79,402	\$1,713.94
Stafford	\$96,355	\$1,761.48
Surry	\$52,955	\$3,358.21
Sussex	\$39,603	\$1,270.44
Tazewell	\$36,080	\$1,218.08
Warren	\$61,693	\$1,727.98
Washington	\$42,844	\$1,543.41
Westmoreland	\$48,672	\$1,998.60
Wise	\$35,120	\$1,034.93
Wythe	\$40,564	\$1,498.62
York	\$82,454	\$2,082.84
Alexandria	\$83,996	\$3,386.18
Bedford	\$35,863	\$1,335.57
Bristol	\$30,636	\$1,375.81
Buena Vista	\$35,921	\$1,003.29
Charlottesville	\$44,535	\$1,964.24
Chesapeake	\$70,244	\$1,813.21
Colonial Heights	\$51,612	\$1,957.42
Covington	\$36,067	\$1,165.35
Danville	\$30,505	\$1,175.52
Emporia	\$29,093	\$1,252.53
Fairfax	\$98,563	\$3,629.93
Falls Church	\$122,844	\$3,921.96
Franklin	\$33,447	\$1,383.53
Fredericksburg	\$45,951	\$2,265.51

Galax	\$24,059	\$1,349.84
Hampton	\$51,584	\$1,355.48
Harrisonburg	\$36,853	\$1,245.71
Hopewell	\$37,029	\$1,241.07
Lexington	\$36,511	\$1,449.92
Lynchburg	\$37,774	\$1,298.79
Manassas	\$70,634	\$1,792.73
Manassas Park	\$71,810	\$1,223.04
Martinsville	\$28,840	\$1,143.19
Newport News	\$50,744	\$1,383.15
Norfolk	\$44,164	\$1,322.32
Norton	\$38,983	\$1,551.16
Petersburg	\$35,126	\$1,076.05
Poquoson	\$85,033	\$2,082.35
Portsmouth	\$46,269	\$1,290.32
Radford	\$29,757	\$870.14
Richmond	\$39,455	\$1,698.01
Roanoke	\$38,265	\$1,427.72
Salem	\$47,776	\$1,655.82
Staunton	\$42,918	\$1,420.95
Suffolk	\$66,479	\$1,745.26
Virginia Beach	\$65,980	\$1,970.73
Waynesboro	\$43,844	\$1,581.78
Williamsburg	\$50,865	\$2,142.51
Winchester	\$45,959	\$1,978.10

Data Set 4

VIRGINIA COUNTIES & CITIES, LISTED ALPHABETICALLY, WITH THE FISCAL STRESS INDEX

Name	Fiscal Stress 2010
Accomack	166.23
Albermarle	152.49
Alleghany	174.58
Amelia	161.97
Amherst	166.53
Appomattox	165.1
Arlington	141.81
Augusta	159.59
Bath	136.79
Bedford	156.75
Bland	167.91
Botetourt	157.82
Brunswick	168.42
Buchanan	178.43
Buckingham	168.59
Campbell	166.56
Caroline	163.16
Carroll	171.47
Charles City	162.1
Charlotte	170.59
Chesterfield	158.59
Clarke	151.97
Craig	163.72
Culpepper	159.95
Cumberland	168.55
Dickenson	174.68
Dinwiddie	164.68
Essex	160.13
Fairfax	144.03
Fauquier	147.7
Floyd	164.41
Fluvanna	154.45

Franklin	160.57
Frederick	160.87
Giles	172.88
Gloucester	159.21
Goochland	137.03
Grayson	166.18
Greene	160.47
Greensville	174.33
Halifax	168.95
Hanover	153.49
Henrico	161.92
Henry	170.53
Highland	148.67
Isle of Wight	157.86
James City	153.48
King and Queen	167.5
King George	156.57
King William	159.28
Lancaster	150.47
Lee	173.57
Loudoun	142.39
Louisa	155.2
Lunenburg	170.63
Madison	158.21
Mathews	152.53
Mecklenburg	164.23
Middlesex	151.89
Montgomery	167.73
Nelson	156.19
New Kent	154.89
Northampton	162.13
Northumberland	146
Nottoway	170.17
Orange	160.54
Page	166.3
Patrick	166.93
Pittsylvania	167.15
Powhatan	153.1
Prince Edward	170.15

Prince George	164.21
Prince William	156.02
Pulaski	171.6
Rappahannock	144.51
Richmond	162.57
Roanoke	164.59
Rockbridge	163.43
Rockingham	161.88
Russell	172.3
Scott	173.38
Shenandoah	160.94
Smyth	173.78
Southampton	164.79
Spotsylvania	158.15
Stafford	155.42
Surry	153.69
Sussex	175.45
Tazewell	171.55
Warren	160.42
Washington	165.14
Westmoreland	159.29
Wise	175.02
Wythe	167
York	154.44
Alexandria	148.14
Bedford	174.97
Bristol	181.7
Buena Vista	180.36
Charlottesville	174.36
Chesapeake	164.32
Colonial Heights	170.67
Covington	188.6
Danville	179.13
Emporia	187.3
Fairfax	147.13
Falls Church	137.97
Franklin	181.17
Fredericksburg	169.33
Galax	180.92

Hampton	177.7
Harrisonburg	177.47
Hopewell	181.98
Lexington	172.09
Lynchburg	181.39
Manassas	166.46
Manassas Park	172.88
Martinsville	183.36
Newport News	178.55
Norfolk	180.04
Norton	179.3
Petersburg	184.92
Poquoson	151.62
Portsmouth	181.59
Radford	180.33
Richmond	177.31
Roanoke	179.25
Salem	173.94
Staunton	174.66
Suffolk	166.1
Virginia Beach	163.24
Waynesboro	172.84
Williamsburg	166.87
Winchester	170.64

Lesson 1

Knowing Your Locality

Objective

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

Materials

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

Vocabulary

County

Independent city

Town

Population density

Exercises

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

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

1.3 *Assign individual students or teams to find out some additional information about your locality. When was it established? What happened in the locality during specific 20-year periods in history? How much growth has occurred since the Census of 1980 (or any other Census for which information is available)? Has there been a change of local government boundaries or a change in the type of jurisdiction in the past 10 or 20 years?*

Lesson 2

Governmental Structure

Objective

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

Materials

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

Vocabulary

City (or town) manager

County administrator

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

Constitutional officers

Election

Referendum

Exercises

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

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

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

Lesson 3

Governmental Functions

Objective

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

Materials

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

Vocabulary

Public utilities

Revenue

Expenditure

Budget

Exercises

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

3.2 *Discuss the budget summary. Rank the budget expenditure items in descending order. Do these priorities reflect what the class considers the most important services for their community?*

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

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

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

Lesson 4

Policymaking

Objective

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

Materials

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

Vocabulary

Professionalism in government

Applied research

State aid

Dillon's Rule

Exercises

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

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

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

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

Lesson 5

Public Participation

Objective

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

Materials

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

Vocabulary

*Public hearing
News media
Public opinion
Neighborhood organization*

Exercises

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

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

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

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

Glossary for Students

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Referendum - Direct public vote at an election on a specific issue.
Revenue-Money taken in by local government through taxes, fees, payments for service, aid from other levels of government, and other sources.

