

**Report on Proffered
Cash Payments and Expenditures
By Virginia's Counties, Cities and Towns
2010-2011**



**Commission on Local Government
Commonwealth of Virginia**

November 2011

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**REPORT OF THE COMMISSION ON LOCAL GOVERNMENT
DISCLOSURE OF PROFFERED CASH PAYMENTS AND EXPEDITURES
2010 – 2011**

INTRODUCTION

Section 15.2-2303.2 of the Code of Virginia directs the Commission on Local Government to collect annually data concerning local government revenues and expenditures resulting from the acceptance of voluntarily proffered cash payments.¹ These voluntarily proffered payments, also referred to as cash proffers, comprise either (1) any money voluntarily proffered in writing signed by the owner of property subject to rezoning, and accepted by a locality pursuant to the authority granted by §15.2-2298 or §15.2-2303 of the Code of Virginia; or (2) any payment of money made pursuant to a development agreement entered into under the authority granted by §15.2-2303.1 of the Code of Virginia.

Cash proffers are a form of conditional zoning in Virginia. Conditional zoning involves “proffered” conditions voluntarily offered by a developer or property owner that limit or qualify how the property subject to the conditions will be used or developed. These conditions are in addition to the general, uniform regulations otherwise applicable to land within the same zoning district, and they are made to lessen the potential negative effects of an unrestricted rezoning. Upon approval by the local governing body, the conditions become part of the rezoning and pass with the ownership of the property.² In some instances, the condition proffered by the developer or property owner may include cash contributions to the locality. Cash proffers generally are used to offset the impacts of a particular development by providing funding for new roads, schools, or other public facilities and services. Depending on the statutory authority under which the locality is eligible to accept the cash proffer, the development impacts being mitigated may or may not be directly related to the development at issue.³

Although the Code of Virginia has authorized every jurisdiction to use some form of conditional zoning since 1987, only localities meeting specific criteria may accept cash proffers. On the basis of these criteria and data from the 2000 Census of Population, 285 Virginia localities (88 counties, 36 cities, and 161 towns) were eligible to accept cash proffers during FY

¹ See Appendix A for the text of § 15.2-2303.2, Code of Virginia, which directs the Commission to collect data on local government proffered cash payments and expenditures for the preceding fiscal year and report by November 30 of each year to the Chairmen of the Senate Committee on Local Government and the House Committee on Counties, Cities and Towns.

² Virginia Citizens Planning Association and the Virginia Department of Housing and Community Development, *The Language of Planning*, Community Planning Series, V (June, 1986), p. 10.

³ John H. Foote, “Planning and Zoning,” *Handbook of Virginia Local Government Law*, ed. by Susan Warriner Custer, 2001 Edition, pp. 1-11 – 1-14.

2010.⁴ The table below shows the statutory authority for and categories of localities eligible to accept cash proffers.^{5 6}

Statutory Authority	Types of Localities Eligible to Accept Cash Proffers
§15.2-2298	<p>With the exception of localities eligible under the terms of § 15.2-2303:</p> <ul style="list-style-type: none"> • Any locality with a decennial census growth rate $\geq 5\%$; • Any city adjoining another city or county which had a decennial census growth rate $\geq 5\%$; • Any towns located within a county which had a decennial census growth rate $\geq 5\%$; • Any county contiguous with at least three counties which had a decennial census growth rate $\geq 5\%$; and • Any towns located within a county which was contiguous with at least three counties which had a decennial census growth rate $\geq 5\%$.
§15.2-2303	<ul style="list-style-type: none"> • Any county with an urban county executive form of government (i.e., Fairfax County); • Any town within a county with an urban county executive form of government; • Any city adjacent to or completely surrounded by a county with an urban county executive form of government; • Any county contiguous to a county with an urban county executive form of government; • Any city adjacent to or completely surrounded by a county contiguous to a county with an urban county executive form of government; • Any town within a county contiguous to a county with an urban county executive form of government; and • Any county east of the Chesapeake Bay.
§15.2-2303.1	<ul style="list-style-type: none"> • New Kent County.

⁴ U.S. Department of Commerce, Bureau of the Census, 1990 Census of Population, Number of Inhabitants, Table 4; U.S. Department of Commerce, Bureau of the Census, 2000 Census of Population and Housing, Summary File 1 (SF 1) 100-Percent Data for counties (includes Virginia cities) and places (includes towns). Sec. 1-235, Code of Va. states that unless otherwise specified, unadjusted population statistics are to be used in determining the decennial growth rate. See Appendix B for the list of Virginia localities with statutory authority to accept cash proffers.

⁵ HB 1506, enacted by the General Assembly in 2006, became effective on July 1, 2006 and amended § 15.2-2298 to permit a locality to accept proffered conditions if such locality has had population growth of five percent or more from the next-to-latest to latest decennial census year, based on population reported by the United States Bureau of the Census. Prior to the passage of HB 1506, the statute required population growth of ten percent or more. As a result of this change, seven additional counties, two additional cities and 20 additional towns became eligible to accept cash proffers in FY 2007.

⁶ The U.S. Census Bureau released unadjusted 2010 Census data on February 2, 2011, which enabled 13 additional jurisdictions to collect cash proffers based on their growth rates since 2000. Data for these localities will be reflected in the next edition of this report. See Notes for Appendix B.

SURVEY ON THE USE OF PROFFERED CASH PAYMENTS

On July 6, 2011, Commission staff mailed a survey instrument to the chief administrative officers of the 153 localities that were required to report their acceptance of cash proffers during FY 2010-11. Each locality was requested to return the completed survey by September 30, 2011.⁷ In early October, follow-up e-mails were sent to officials in those jurisdictions that had not responded to the initial request. A subsequent series of personal contacts was then made to assure a complete response. As a result of these efforts, the final combined jurisdictional response rate was 100%.

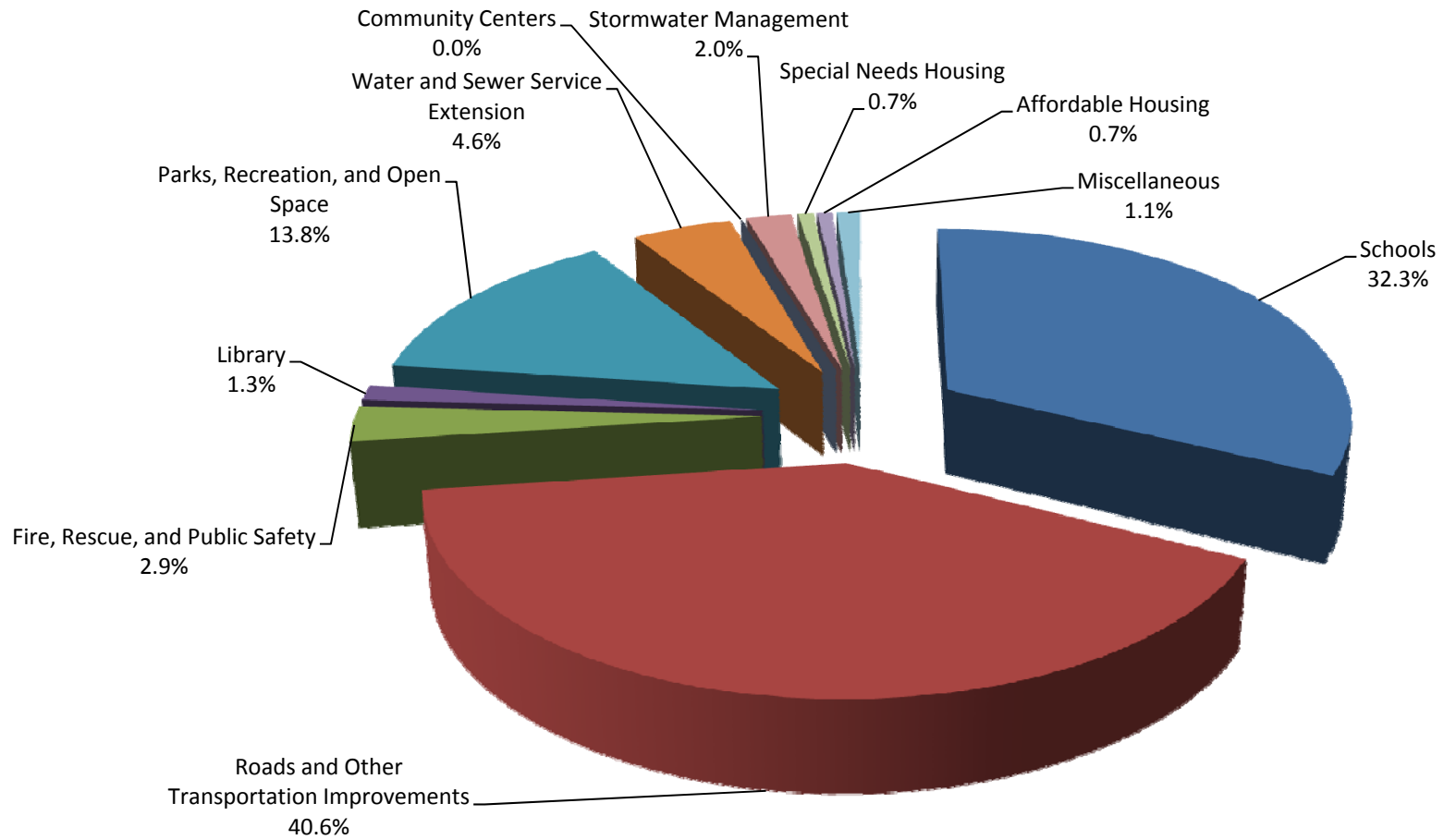
The survey found that 40 (26.14%) of the 153 eligible localities (27 counties, 7 cities, and 6 towns) reported cash proffer activity during FY 2011. This represents a decrease of three localities (7.0%) in the number of local governments accepting cash proffers over FY 2010. During the current period, the aggregate amount of cash proffers collected and expended by those jurisdictions was \$36,066,019 and \$28,031,345, respectively.⁸ This represents a 25.9% decrease in cash proffer collections from the previous fiscal year. Cash proffer expenditures decreased by 39.1% over the same time period.

The survey also revealed that the largest share of cash proffer revenue expended in FY 2011 went for roads and other transportation improvements (40.6% of total expenditures) and schools (32.3% of total expenditures). A chart showing the allocation of expenditures to various improvement categories is located on the next page. The summary survey results for individual local governments are reported in Appendix D.

⁷ Appendix C contains a copy of the survey instrument. In 2003, the General Assembly enacted HB 2600, which changed the scope of the Commission's survey on the acceptance of cash proffers. The legislature exempted localities with a resident population of less than 3,500 from the reporting requirement. Because of that provision, only 29 of the 161 eligible towns must report on their acceptance of cash proffers.

⁸ Depending on the total cost of the public facility or service to be supported by proffered cash payments, revenue may not be expended during the fiscal year in which it was received. Also, fiscal data reported by localities for FY 2010 is likely to be unofficial because local government audits are not published until the December following the end of the fiscal year.

Proffered Funds Expended by Category of Use, FY 2010-11



APPENDIX A

Section 15.2-2303.2, Code of Virginia

§15.2-2303.2. Proffered cash payments and expenditures. — A. The governing body of any locality accepting cash payments voluntarily proffered on or after July 1, 2005 pursuant to §15.2-2298, 15.2-2303 or 15.2-2303.1 shall, within seven years of receiving full payment of all cash proffered pursuant to an approved rezoning application, begin, or cause to begin (i) construction, (ii) site work, (iii) engineering, (iv) right-of-way acquisition, (v) surveying, or (vi) utility relocation on the improvements for which the cash payments were proffered. A locality that does not comply with the above requirement, or does not begin alternative improvements as provided for in subsection C, shall forward the amount of the proffered cash payments to the Commonwealth Transportation Board no later than December 31 following the fiscal year in which such forfeiture occurred for direct allocation to the secondary system construction program or the urban system construction program for the locality in which the proffered cash payments were collected. The funds to which any locality may be entitled under the provisions of Title 33.1 for construction, improvement, or maintenance of primary, secondary, or urban roads shall not be diminished by reason of any funds remitted pursuant to this subsection by such locality, regardless of whether such contributions are matched by state or federal funds.

B. The governing body of any locality eligible to accept any proffered cash payments pursuant to §15.2-2298, 15.2-2303 or 15.2-2303.1 shall, for each fiscal year beginning with the fiscal year 2007, (i) include in its capital improvement program created pursuant to §15.2-2239, or as an appendix thereto, the amount of all proffered cash payments received during the most recent fiscal year for which a report has been filed pursuant to subsection D, and (ii) include in its annual capital budget the amount of proffered cash payments projected to be used for expenditures or appropriated for capital improvements in the ensuing year.

C. Regardless of the date of rezoning approval, unless prohibited by the proffer agreement accepted by the governing body of a locality pursuant to §15.2-2298, 15.2-2303, or 15.2-2303.1, a locality may utilize any cash payments proffered for any road improvement or any transportation improvement that is incorporated into the capital improvements program as its matching contribution under 33.1-23.05. For purposes of this section, “road improvement” includes construction of new roads or improvement or expansion of existing roads as required by applicable construction standards of the Virginia Department of Transportation to meet increased demand attributable to new development. For purposes of this section, “transportation improvement” means any real or personal property acquired, constructed, improved, or used for constructing, improving, or operating any (i) public mass transit system or (ii) highway, or portion or interchange thereof, including parking facilities located within a district created pursuant to this title. Such improvements shall include, without limitation, public mass transit systems, public highways, and all buildings, structures, approaches, and facilities thereof and appurtenances thereto, rights-of-way, bridges, tunnels, stations, terminals, and all related equipment and fixtures.

Regardless of the date of zoning approval, unless prohibited by the proffer agreement accepted by the governing body of a locality pursuant to §15.2-2298, 15.2-2303, or 15.2-2303.1, a locality may utilize any cash payments proffered for capital improvements for alternative improvements of the same category within the locality in the vicinity of the improvements for which the cash payments were originally made. Prior to utilization of such cash payments for the alternative improvements, the governing body of the locality shall give at least 30 days' written notice of the proposed alternative improvements to the entity who paid such cash payment mailed to the last known address of such entity, or if proffer payment records no longer exist, then to the original zoning applicant, and conduct a public hearing on such proposal advertised as provided in subsection F of §15.2-1427. The governing body of the locality prior to the use of such cash payments for alternative improvements shall, following such public hearing, find: (i) the improvements for which the cash payments were proffered cannot occur in a timely manner; (ii) the alternative improvements are within the vicinity of the proposed improvements for which the cash payments were proffered; and (iii) the alternative improvements are

in the public interest. Notwithstanding the provisions of the Virginia Public Procurement Act, the governing body may negotiate and award a contract without competition to an entity that is constructing road improvements pursuant to a proffered zoning condition or special exception condition in order to expand the scope of the road improvements by utilizing cash proffers of others or other available locally generated funds. The local governing body shall adopt a resolution stating the basis for awarding the construction contract to extend the scope of the road improvements. All road improvements to be included in the state primary or secondary system of highways must conform to the adopted standards of the Virginia Department of Transportation.

D. The governing body of any locality with a population in excess of 3,500 persons accepting a cash payment voluntarily proffered pursuant to §15.2-2298, 15.2-2303 or 15.2-2303.1 shall within three months of the close of each fiscal year, beginning in fiscal year 2002 and for each fiscal year thereafter, report to the Commission on Local Government the following information for the preceding fiscal year:

1. The aggregate dollar amount of proffered cash payments collected by the locality;
2. The estimated aggregate dollar amount of proffered cash payments that have been pledged to the locality and which pledges are not conditioned on any event other than time; and
3. The total dollar amount of proffered cash payments expended by the locality, and the aggregate dollar amount expended in each of the following categories:

Schools	\$ _____
Road and other Transportation Improvements	\$ _____
Fire and Rescue/Public Safety	\$ _____
Libraries	\$ _____
Parks, Recreation, and Open Space	\$ _____
Water and Sewer Service Extension	\$ _____
Community Centers	\$ _____
Stormwater Management	\$ _____
Special Needs Housing	\$ _____
Affordable Housing	\$ _____
Miscellaneous	\$ _____
Total dollar amount expended	\$ _____

E. The governing body of any locality with a population in excess of 3,500 persons eligible to accept any proffered cash payments pursuant to §15.2-2298, 15.2-2303 or 15.2-2303.1 but that did not accept any proffered cash payments during the preceding fiscal year shall within three months of the close of each fiscal year, beginning in 2001 and for each fiscal year thereafter, so notify the Commission on Local Government.

F. The Commission on Local Government shall by November 30, 2001, and by November 30 of each fiscal year thereafter, prepare and make available to the public and the chairmen of the Senate Local Government Committee and the House Counties, Cities and Towns Committee an annual report containing the information made available to it pursuant to subsections D and E.

APPENDIX B

Localities Eligible by Statute to Accept Proffered Cash Payments

Localities Eligible to Accept Proffered Cash Payments in 2010-2011

County	Principal Reason Eligible to Accept Cash Proffers
ACCOMACK COUNTY	County east of Chesapeake Bay.
ALBEMARLE COUNTY	High growth locality (Decennial population growth of 5% or more).
ALLEGHANY COUNTY	County contiguous to three high growth counties.
AMELIA COUNTY	High growth locality (Decennial population growth of 5% or more).
AMHERST COUNTY	High growth locality (Decennial population growth of 5% or more).
APPOMATTOX COUNTY	High growth locality (Decennial population growth of 5% or more).
ARLINGTON COUNTY	County contiguous to Urban County Executive [UCE] locality.
AUGUSTA COUNTY	High growth locality (Decennial population growth of 5% or more).
BATH COUNTY	High growth locality (Decennial population growth of 5% or more).
BEDFORD COUNTY	High growth locality (Decennial population growth of 5% or more).
BLAND COUNTY	High growth locality (Decennial population growth of 5% or more).
BOTETOURT COUNTY	High growth locality (Decennial population growth of 5% or more).
BRUNSWICK COUNTY	High growth locality (Decennial population growth of 5% or more).
BUCKINGHAM COUNTY	High growth locality (Decennial population growth of 5% or more).
CAMPBELL COUNTY	High growth locality (Decennial population growth of 5% or more).
CAROLINE COUNTY	High growth locality (Decennial population growth of 5% or more).
CARROLL COUNTY	High growth locality (Decennial population growth of 5% or more).
CHARLES CITY COUNTY	High growth locality (Decennial population growth of 5% or more).
CHARLOTTE COUNTY	High growth locality (Decennial population growth of 5% or more).
CHESTERFIELD COUNTY	High growth locality (Decennial population growth of 5% or more).
CLARKE COUNTY	County contiguous to three high growth counties.
CRAIG COUNTY	High growth locality (Decennial population growth of 5% or more).
CULPEPER COUNTY	High growth locality (Decennial population growth of 5% or more).
CUMBERLAND COUNTY	High growth locality (Decennial population growth of 5% or more).
DINWIDDIE COUNTY	High growth locality (Decennial population growth of 5% or more).
ESSEX COUNTY	High growth locality (Decennial population growth of 5% or more).
FAIRFAX COUNTY	Urban County Executive [UCE] form of government.
FAUQUIER COUNTY	High growth locality (Decennial population growth of 5% or more).
FLOYD COUNTY	High growth locality (Decennial population growth of 5% or more).
FLUVANNA COUNTY	High growth locality (Decennial population growth of 5% or more).
FRANKLIN COUNTY	High growth locality (Decennial population growth of 5% or more).
FREDERICK COUNTY	High growth locality (Decennial population growth of 5% or more).
GILES COUNTY	County contiguous to three high growth counties.
GLOUCESTER COUNTY	High growth locality (Decennial population growth of 5% or more).
GOOCHLAND COUNTY	High growth locality (Decennial population growth of 5% or more).
GRAYSON COUNTY	High growth locality (Decennial population growth of 5% or more).
GREENE COUNTY	High growth locality (Decennial population growth of 5% or more).
GREENSVILLE COUNTY	High growth locality (Decennial population growth of 5% or more).
HALIFAX COUNTY	High growth locality (Decennial population growth of 5% or more).
HANOVER COUNTY	High growth locality (Decennial population growth of 5% or more).
HENRICO COUNTY	High growth locality (Decennial population growth of 5% or more).
HENRY COUNTY	County contiguous to three high growth counties.
ISLE OF WIGHT COUNTY	High growth locality (Decennial population growth of 5% or more).
JAMES CITY COUNTY	High growth locality (Decennial population growth of 5% or more).
KING AND QUEEN COUNTY	High growth locality (Decennial population growth of 5% or more).
KING GEORGE COUNTY	High growth locality (Decennial population growth of 5% or more).
KING WILLIAM COUNTY	High growth locality (Decennial population growth of 5% or more).
LANCASTER COUNTY	High growth locality (Decennial population growth of 5% or more).
LOUDOUN COUNTY	County contiguous to UCE locality.
LOUISA COUNTY	High growth locality (Decennial population growth of 5% or more).

Localities Eligible to Accept Proffered Cash Payments in 2010-2011

County	Principal Reason Eligible to Accept Cash Proffers
LUNENBURG COUNTY	High growth locality (Decennial population growth of 5% or more).
MADISON COUNTY	County contiguous to three high growth counties.
MATHEWS COUNTY	High growth locality (Decennial population growth of 5% or more).
MECKLENBURG COUNTY	High growth locality (Decennial population growth of 5% or more).
MIDDLESEX COUNTY	High growth locality (Decennial population growth of 5% or more).
MONTGOMERY COUNTY	High growth locality (Decennial population growth of 5% or more).
NELSON COUNTY	High growth locality (Decennial population growth of 5% or more).
NEW KENT COUNTY	High growth locality (Decennial population growth of 5% or more).
NORTHAMPTON COUNTY	County east of Chesapeake Bay.
NORTHUMBERLAND COUNTY	High growth locality (Decennial population growth of 5% or more).
NOTTOWAY COUNTY	County contiguous to three high growth counties.
ORANGE COUNTY	High growth locality (Decennial population growth of 5% or more).
PAGE COUNTY	High growth locality (Decennial population growth of 5% or more).
PATRICK COUNTY	High growth locality (Decennial population growth of 5% or more).
PITTSYLVANIA COUNTY	High growth locality (Decennial population growth of 5% or more).
POWHATAN COUNTY	High growth locality (Decennial population growth of 5% or more).
PRINCE EDWARD COUNTY	High growth locality (Decennial population growth of 5% or more).
PRINCE GEORGE COUNTY	High growth locality (Decennial population growth of 5% or more).
PRINCE WILLIAM COUNTY	County contiguous to UCE locality.
PULASKI COUNTY	County contiguous to three high growth counties.
RAPPAHANNOCK COUNTY	High growth locality (Decennial population growth of 5% or more).
RICHMOND COUNTY	High growth locality (Decennial population growth of 5% or more).
ROANOKE COUNTY	High growth locality (Decennial population growth of 5% or more).
ROCKBRIDGE COUNTY	High growth locality (Decennial population growth of 5% or more).
ROCKINGHAM COUNTY	High growth locality (Decennial population growth of 5% or more).
RUSSELL COUNTY	High growth locality (Decennial population growth of 5% or more).
SHENANDOAH COUNTY	High growth locality (Decennial population growth of 5% or more).
SMYTH COUNTY	County contiguous to three high growth counties.
SOUTHAMPTON COUNTY	County contiguous to three high growth counties.
SPOTSYLVANIA COUNTY	High growth locality (Decennial population growth of 5% or more).
STAFFORD COUNTY	High growth locality (Decennial population growth of 5% or more).
SURRY COUNTY	High growth locality (Decennial population growth of 5% or more).
SUSSEX COUNTY	High growth locality (Decennial population growth of 5% or more).
WARREN COUNTY	High growth locality (Decennial population growth of 5% or more).
WASHINGTON COUNTY	High growth locality (Decennial population growth of 5% or more).
WESTMORELAND COUNTY	High growth locality (Decennial population growth of 5% or more).
WYTHE COUNTY	High growth locality (Decennial population growth of 5% or more).
YORK COUNTY	High growth locality (Decennial population growth of 10% or more).
TOTAL COUNTIES ELIGIBLE = 88	

City	Principal Reason Eligible to Accept Cash Proffers
ALEXANDRIA CITY	City adjacent to or surrounded by UCE locality.
BEDFORD CITY	City adjoining high growth city or county.
BRISTOL CITY	City adjoining high growth city or county.
BUENA VISTA CITY	City adjoining high growth city or county.
CHARLOTTESVILLE CITY	High growth locality (Decennial population growth of 5% or more).
CHESAPEAKE CITY	High growth locality (Decennial population growth of 5% or more).
COLONIAL HEIGHTS CITY	High growth locality (Decennial population growth of 5% or more).
DANVILLE CITY	City adjoining high growth city or county.

Localities Eligible to Accept Proffered Cash Payments in 2010-2011

City	Principal Reason Eligible to Accept Cash Proffers
EMPORIA CITY	High growth locality (Decennial population growth of 5% or more).
FAIRFAX CITY	City adjacent to or surrounded by UCE locality.
FALLS CHURCH CITY	City adjacent to or surrounded by UCE locality.
FRANKLIN CITY	High growth locality (Decennial population growth of 5% or more).
FREDERICKSBURG CITY	City adjoining high growth city or county.
GALAX CITY	City adjoining high growth city or county.
HAMPTON CITY	High growth locality (Decennial population growth of 5% or more).
HARRISONBURG CITY	High growth locality (Decennial population growth of 5% or more).
HOPEWELL CITY	City adjoining high growth city or county.
LEXINGTON CITY	City adjoining high growth city or county.
LYNCHBURG CITY	City adjoining high growth city or county.
MANASSAS CITY	City adjacent to or surrounded by county contiguous to UCE locality.
MANASSAS PARK CITY	City adjacent to or surrounded by county contiguous to UCE locality.
NEWPORT NEWS CITY	High growth locality (Decennial population growth of 5% or more).
NORFOLK CITY	City adjoining high growth city or county.
PETERSBURG CITY	City adjoining high growth city or county.
POQUOSON CITY	High growth locality (Decennial population growth of 5% or more).
PORTSMOUTH CITY	City adjoining high growth city or county.
RADFORD CITY	City adjoining high growth city or county.
RICHMOND CITY	City adjoining high growth city or county.
ROANOKE CITY	City adjoining high growth city or county.
SALEM CITY	City adjoining high growth city or county.
STAUNTON CITY	City adjoining high growth city or county.
SUFFOLK CITY	High growth locality (Decennial population growth of 5% or more).
VIRGINIA BEACH CITY	High growth locality (Decennial population growth of 5% or more).
WAYNESBORO CITY	High growth locality (Decennial population growth of 5% or more).
WILLIAMSBURG CITY	City adjoining high growth city or county.
WINCHESTER CITY	High growth locality (Decennial population growth of 5% or more).
TOTAL CITIES ELIGIBLE = 36	

Town	Principal Reason Eligible to Accept Cash Proffers
*ABINGDON TOWN	High growth locality (Decennial population growth of 5% or more).
ACCOMAC TOWN	High growth locality (Decennial population growth of 5% or more).
ALBERTA TOWN	Town located in high growth county.
ALTAVISTA TOWN	Town located in high growth county.
AMHERST TOWN	High growth locality (Decennial population growth of 5% or more).
APPOMATTOX TOWN	Town located in high growth county.
*ASHLAND TOWN	High growth locality (Decennial population growth of 5% or more).
BERRYVILLE TOWN	Town located in county contiguous to three high growth counties.
*BLACKSBURG TOWN	High growth locality (Decennial population growth of 5% or more).
*BLACKSTONE TOWN	High growth locality (Decennial population growth of 5% or more).
BLOXOM TOWN	High growth locality (Decennial population growth of 5% or more).
BOONES MILL TOWN	High growth locality (Decennial population growth of 5% or more).
BOWLING GREEN TOWN	High growth locality (Decennial population growth of 5% or more).
BOYCE TOWN	Town located in county contiguous to three high growth counties.
BOYDTON TOWN	Town located in high growth county.
BOYKINS TOWN	Town located in county contiguous to three high growth counties.
BRANCHVILLE TOWN	High growth locality (Decennial population growth of 5% or more).

Localities Eligible to Accept Proffered Cash Payments in 2010-2011

Town	Principal Reason Eligible to Accept Cash Proffers
*BRIDGEWATER TOWN	High growth locality (Decennial population growth of 5% or more).
BROADWAY TOWN	High growth locality (Decennial population growth of 5% or more).
BRODNAX TOWN	Town located in high growth county.
BROOKNEAL TOWN	Town located in high growth county.
BUCHANAN TOWN	Town located in high growth county.
BURKEVILLE TOWN	Town located in county contiguous to three high growth counties.
CAPRON TOWN	High growth locality (Decennial population growth of 5% or more).
CHARLOTTE COURT HOUSE TOWN	Town located in high growth county.
CHASE CITY TOWN	Town located in high growth county.
CHATHAM TOWN	Town located in high growth county.
CHILHOWIE TOWN	Town located in county contiguous to three high growth counties.
*CHINCOTEAGUE TOWN	High growth locality (Decennial population growth of 5% or more).
*CHRISTIANSBURG TOWN	High growth locality (Decennial population growth of 5% or more).
CLAREMONT TOWN	Town located in high growth county.
CLARKSVILLE TOWN	High growth locality (Decennial population growth of 5% or more).
CLEVELAND TOWN	Town located in high growth county.
CLIFTON TOWN	Town located in UCE locality.
*CLIFTON FORGE TOWN	Town located in county contiguous to three high growth counties.
CLINCHPORT TOWN	High growth locality (Decennial population growth of 5% or more).
COLONIAL BEACH TOWN	Town located in high growth county.
COLUMBIA TOWN	Town located in high growth county.
COURTLAND TOWN	High growth locality (Decennial population growth of 5% or more).
CRAIGSVILLE TOWN	High growth locality (Decennial population growth of 5% or more).
CREWE TOWN	Town located in county contiguous to three high growth counties.
*CULPEPER TOWN	High growth locality (Decennial population growth of 5% or more).
DAMASCUS TOWN	High growth locality (Decennial population growth of 5% or more).
DAYTON TOWN	High growth locality (Decennial population growth of 5% or more).
DENDRON TOWN	Town located in high growth county.
DILLWYN TOWN	Town located in high growth county.
DRAKES BRANCH TOWN	Town located in high growth county.
DUBLIN TOWN	High growth locality (Decennial population growth of 5% or more).
DUFFIELD TOWN	High growth locality (Decennial population growth of 5% or more).
*DUMFRIES TOWN	Town located in county contiguous to UCE locality.
DUNGANNON TOWN	High growth locality (Decennial population growth of 5% or more).
EASTVILLE TOWN	High growth locality (Decennial population growth of 5% or more).
EDINBURG TOWN	Town located in high growth county.
ELKTON TOWN	High growth locality (Decennial population growth of 5% or more).
*FARMVILLE TOWN	High growth locality (Decennial population growth of 5% or more).
FINCASTLE TOWN	High growth locality (Decennial population growth of 5% or more).
FLOYD TOWN	High growth locality (Decennial population growth of 5% or more).
FRIES TOWN	Town located in high growth county.
*FRONT ROYAL TOWN	High growth locality (Decennial population growth of 5% or more).
GLADE SPRING TOWN	Town located in high growth county.
GLASGOW TOWN	Town located in high growth county.
GLEN LYN TOWN	Town located in county contiguous to three high growth counties.
GORDONSVILLE TOWN	High growth locality (Decennial population growth of 5% or more).
GOSHEN TOWN	High growth locality (Decennial population growth of 5% or more).
GRETNA TOWN	Town located in high growth county.
GROTTOES TOWN	High growth locality (Decennial population growth of 5% or more).
HALIFAX TOWN	High growth locality (Decennial population growth of 5% or more).
HALLWOOD TOWN	High growth locality (Decennial population growth of 5% or more).

Localities Eligible to Accept Proffered Cash Payments in 2010-2011

Town	Principal Reason Eligible to Accept Cash Proffers
HAMILTON TOWN	Town located in county contiguous to UCE locality.
HAYMARKET TOWN	Town located in county contiguous to UCE locality.
*HERNDON TOWN	Town located in UCE locality.
HILLSBORO TOWN	Town located in county contiguous to UCE locality.
HILLSVILLE TOWN	High growth locality (Decennial population growth of 5% or more).
HONAKER TOWN	Town located in high growth county.
HURT TOWN	Town located in high growth county.
INDEPENDENCE TOWN	Town located in high growth county.
IRON GATE TOWN	Town located in county contiguous to three high growth counties.
IRVINGTON TOWN	High growth locality (Decennial population growth of 5% or more).
IVOR TOWN	Town located in county contiguous to three high growth counties
JARRATT TOWN	High growth locality (Decennial population growth of 5% or more).
JONESVILLE TOWN	High growth locality (Decennial population growth of 5% or more).
KENBRIDGE TOWN	Town located in high growth county.
KEYSVILLE TOWN	High growth locality (Decennial population growth of 5% or more).
KILMARNOCK TOWN	High growth locality (Decennial population growth of 5% or more).
LA CROSSE TOWN	High growth locality (Decennial population growth of 5% or more).
LAWRENCEVILLE TOWN	Town located in high growth county.
LEBANON TOWN	Town located in high growth county.
*LEESBURG TOWN	Town located in county contiguous to UCE locality.
LOUISA TOWN	High growth locality (Decennial population growth of 5% or more).
LOVETTSVILLE TOWN	Town located in county contiguous to UCE locality.
*LURAY TOWN	High growth locality (Decennial population growth of 5% or more).
MADISON TOWN	Town located in county contiguous to three high growth counties
*MARION TOWN	Town located in county contiguous to three high growth counties
McKENNEY TOWN	High growth locality (Decennial population growth of 5% or more).
MELFA TOWN	High growth locality (Decennial population growth of 5% or more).
MIDDLEBURG TOWN	Town located in county contiguous to UCE locality.
MIDDLETOWN TOWN	Town located in high growth county.
MINERAL TOWN	Town located in high growth county.
MONTROSS TOWN	Town located in high growth county.
MOUNT CRAWFORD TOWN	High growth locality (Decennial population growth of 5% or more).
MOUNT JACKSON TOWN	High growth locality (Decennial population growth of 5% or more).
NARROWS TOWN	Town located in county contiguous to three high growth counties.
NEW CASTLE TOWN	High growth locality (Decennial population growth of 5% or more).
NEW MARKET TOWN	High growth locality (Decennial population growth of 5% or more).
NEWSOMS TOWN	Town located in county contiguous to three high growth counties.
NICKELSVILLE TOWN	High growth locality (Decennial population growth of 5% or more).
OCOQUAN TOWN	Town located in county contiguous to UCE locality.
ONANCOCK TOWN	High growth locality (Decennial population growth of 5% or more).
*ORANGE TOWN	High growth locality (Decennial population growth of 5% or more).
PAMPLIN CITY TOWN	Town located in high growth county.
PARKSLEY TOWN	High growth locality (Decennial population growth of 5% or more).
PEARISBURG TOWN	High growth locality (Decennial population growth of 5% or more).
PEMBROKE TOWN	High growth locality (Decennial population growth of 5% or more).
PHENIX TOWN	Town located in high growth county.
PORT ROYAL TOWN	Town located in high growth county.
POUND TOWN	High growth locality (Decennial population growth of 5% or more).
*PULASKI TOWN	Town located in county contiguous to three high growth counties.
*PURCELLVILLE TOWN	Town located in county contiguous to UCE locality.
QUANTICO TOWN	Town located in county contiguous to UCE locality.

Localities Eligible to Accept Proffered Cash Payments in 2010-2011

Town	Principal Reason Eligible to Accept Cash Proffers
REMINGTON TOWN	High growth locality (Decennial population growth of 5% or more).
RICH CREEK TOWN	Town located in county contiguous to three high growth counties.
RIDGEWAY TOWN	Town located in county contiguous to three high growth counties.
*ROCKY MOUNT TOWN	Town located in high growth county.
ROUND HILL TOWN	Town located in county contiguous to UCE locality.
RURAL RETREAT TOWN	High growth locality (Decennial population growth of 5% or more).
ST. PAUL TOWN	Town located in high growth county.
SALTVILLE TOWN	Town located in county contiguous to three high growth counties.
SCOTTSBURG TOWN	Town located in high growth county.
SCOTTSVILLE TOWN	High growth locality (Decennial population growth of 5% or more).
SHENANDOAH TOWN	Town located in high growth county.
*SMITHFIELD TOWN	High growth locality (Decennial population growth of 5% or more).
*SOUTH BOSTON TOWN	High growth locality (Decennial population growth of 5% or more).
*SOUTH HILL TOWN	Town located in high growth county.
STANARDSVILLE TOWN	High growth locality (Decennial population growth of 5% or more).
STANLEY TOWN	High growth locality (Decennial population growth of 5% or more).
STEPHENS CITY TOWN	Town located in high growth county.
STONY CREEK TOWN	Town located in high growth county.
*STRASBURG TOWN	High growth locality (Decennial population growth of 5% or more).
STUART TOWN	Town located in high growth county.
SURRY TOWN	High growth locality (Decennial population growth of 5% or more).
TAPPAHANNOCK TOWN	High growth locality (Decennial population growth of 5% or more).
THE PLAINS TOWN	High growth locality (Decennial population growth of 5% or more).
TIMBERVILLE TOWN	High growth locality (Decennial population growth of 5% or more).
TOMS BROOK TOWN	High growth locality (Decennial population growth of 5% or more).
TROUTDALE TOWN	High growth locality (Decennial population growth of 5% or more).
TROUTVILLE TOWN	Town located in high growth county.
URBANNA TOWN	Town located in high growth county.
VICTORIA TOWN	Town located in high growth county.
*VIENNA TOWN	Town located in UCE locality.
*VINTON TOWN	Town located in high growth county.
VIRGILINA TOWN	Town located in high growth county.
WAKEFIELD TOWN	Town located in high growth county.
*WARRENTON TOWN	High growth locality (Decennial population growth of 5% or more).
WARSAW TOWN	High growth locality (Decennial population growth of 5% or more).
WASHINGTON TOWN	Town located in high growth county.
WAVERLY TOWN	Town located in high growth county.
WEST POINT TOWN	Town located in high growth county.
WHITE STONE TOWN	Town located in high growth county.
WINDSOR TOWN	Town located in high growth county.
*WOODSTOCK TOWN	High growth locality (Decennial population growth of 5% or more).
*WYTHEVILLE TOWN	Town located in high growth county.
TOTAL TOWNS ELIGIBLE = 161	

Localities Eligible to Accept Proffered Cash Payments in 2010-2011

NOTES:

* Indicates those towns that are required to respond to the survey. 2003 revisions to § 15.2-2303.2 limited the requirement for the reporting on the acceptance of proffered cash payments to only those localities with a population in excess of 3,500 persons or more. Thus, only 29 of the 161 eligible towns were surveyed for the 2010-2011 report.

The preceding table indicates those localities that were permitted to accept cash proffers based on their population growth between the 1990 Census and 2000 Census. The 2010 Census reveals that additional localities are now enabled to collect cash proffers, and more will be required to report cash proffer activity. Data for those jurisdictions will be included in the next edition of this report. Those jurisdictions are listed below:

Previously permitted to collect proffers without reporting, now required to report activity because the 2010 Census revealed the population now exceeds 3,500	Newly enabled to collect cash proffers as of the 2010 Census, and required to report activity	Newly enabled to collect cash proffers as of the 2010 Census, not required to report activity
<u>TOWNS</u> Berryville Broadway Colonial Beach	<u>CITIES</u> Covington <u>COUNTIES</u> Lee <u>TOWNS</u> Big Stone Gap Bluefield Richlands Tazewell	<u>TOWNS</u> Belle Haven Coeburn Exmore Haysi Pennington Gap St. Charles Tangier

I. Eligibility for acceptance of cash proffers under § 15.2-2298 (High-growth localities):

- A. any locality which had a decennial Census growth rate of 5% or more;
- B. any city adjoining another city or county which had a decennial Census growth rate of 5% or more;
- C. any towns located within a county which had a decennial Census growth rate of 5% or more; and
- D. any county contiguous with at least three counties which had a decennial Census growth rate of 5% or more, and any town located in that county.

II. Eligibility for acceptance of cash proffers under § 15.2-2303:

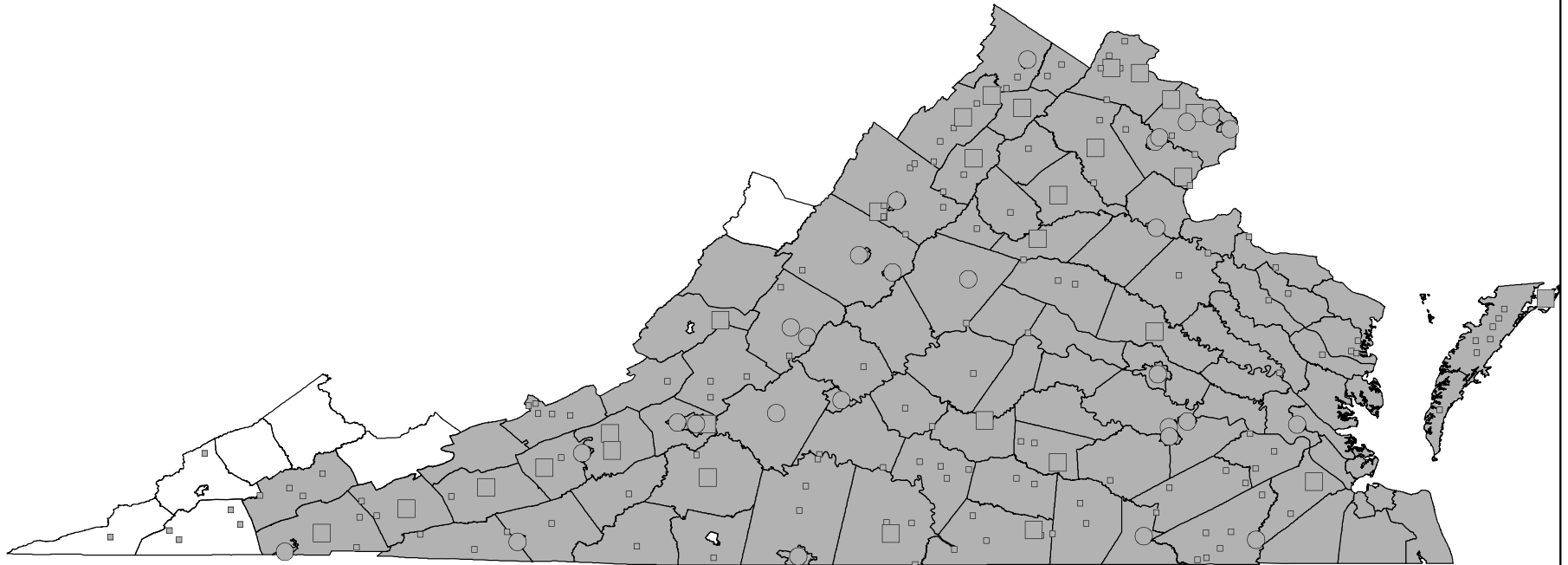
- A. any county with urban county executive form of government (i.e., Fairfax County);
- B. Any town within Fairfax County;
- C. any city adjacent to or completely surrounded by Fairfax County;
- D. any county contiguous to Fairfax County;
- E. any city adjacent to or completely surrounded by a county contiguous to Fairfax County;
- F. any town within a county contiguous to Fairfax County; and
- G. any county east of the Chesapeake Bay.

III. Eligibility for acceptance of cash proffers under § 15.2-2303.1:

- A. New Kent County.

Localities Eligible to Collect Cash Proffers

Based on 1990 & 2000 Census Data



● Cities Eligible

■ Counties Eligible

■ Towns Eligible
(Required to report)

□ Towns Eligible
(Exempt from Reporting)

APPENDIX C

**Survey Instrument for
Local Government Revenues and Expenditures
Derived from Proffered Cash Payments
2010 – 2011**

Commission on Local Government 2011 Survey of Cash Proffers Accepted by Local Governments

Date: _____

Locality: _____ County City Town

Name: _____ Title: _____

Phone: _____ Fax: _____

Email: _____

YES	NO
<input type="checkbox"/>	<input type="checkbox"/>

Did your locality accept cash proffers at any time during the 2010-2011 Fiscal Year?
If you answered "No" for the 2010-2011 Fiscal Year, additional information is not needed. Please return the survey to the Commission on Local Government as indicated on the next page.

If you answered "Yes" for the 2010-2011 Fiscal Year, provide the following information concerning the cash proffers accepted by your locality: (See definitions on next page.)

	FY2010-2011
1. Total Amount of <u>Cash Proffer Revenue Collected</u> by the Locality during the 2011-2011 Fiscal Year:	\$
2. Estimated Amount of <u>Cash Proffers Pledged</u> during the 2010-2011 Fiscal Year and <u>Whose Payment Was Conditioned Only on Time</u> :	\$
3. Total Amount of <u>Cash Proffer Revenue Expended</u> by the Locality during the 2010-2011 Fiscal Year:	\$

4. Indicate the Purpose(s) and Amount(s) for Which the Expenditures in Number 3 Above Were Made:

Schools	\$
Roads and Other Transportation Improvements	\$
Fire and Rescue/Public Safety	\$
Libraries	\$
Parks, Recreation, and Open Space	\$
Water and Sewer Service Extension	\$
Community Centers	\$
Stormwater Management	\$
Special Needs Housing	\$
Affordable Housing	\$
Miscellaneous	\$

Total Dollar Amount Expended
(Should Equal Amount in Number 3 Above) \$

Please see other side.

Comments: Use additional sheet if necessary.	
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QUESTIONS?
CONTACT ZACK ROBBINS AT THE COMMISSION ON LOCAL GOVERNMENT,
(804) 371-8010 or zachary.robbins@dhcd.virginia.gov

Commission on Local Government 2011 Survey of Cash Proffers Accepted by Local Governments

Please complete this form and return it to the Commission on Local Government by September 30, 2011, using one of the following methods:

- By Mail: Zack Robbins
Commission on Local Government
600 E. Main Street, Suite 300
Richmond, VA 23219
- By Fax: (804) 371-7090
- By Email: A Microsoft Word template of this form may be downloaded at <http://www.dhcd.virginia.gov/CommissiononLocalGovernment/pages/cashproffersurvey.htm>
Once completed, send it by email to: zachary.robbins@dhcd.virginia.gov

DEFINITIONS

Cash Proffer: (i) any money voluntary proffered in a writing signed by the owner of property subject to rezoning, submitted as part of a rezoning application and accepted by a locality pursuant to the authority granted by Va. Code Ann. § 15.2-2303, or § 15.2-2298, or (ii) any payment of money made pursuant to a development agreement entered into under authority granted by Va. Code Ann. § 15.2-2303.1.

Cash Proffer Revenue Collected [§15.2-2303.2(D)(1), Code of Virginia]: Total dollar amount of revenue collected from cash proffers in the specified fiscal year regardless of the fiscal year in which the cash proffer was accepted. Unaudited figures are acceptable.

Cash Proffers Pledged and Whose Payment Was Conditioned Only on Time [§15.2-2303.2(D)(2), Code of Virginia]: Cash proffers conditioned only on time approved by the locality as part of a rezoning case. Unaudited figures for the specified fiscal year are acceptable.

Cash Proffer Revenue Expended [§15.2-2303.2(D)(3), Code of Virginia]: Total dollar amount of public projects funded with cash proffer revenue in the specified fiscal year. Unaudited figures are acceptable.

QUESTIONS?

CONTACT ZACK ROBBINS AT THE COMMISSION ON LOCAL GOVERNMENT,
(804) 371-8010 or zachary.robbins@dhcd.virginia.gov

APPENDIX D

**Summary of Survey Responses from Localities
Accepting Proffered Cash Payments
2010 – 2011**

Appendix D
Summary of Survey Responses from Localities Accepting Proffered Cash Payments
Fiscal Year 2010-2011

Locality	Total Cash Proffer Revenue Collected	Total Pledged But Payment Conditioned Only on Time	Total Cash Proffer Revenue Expended	Purpose and Amount For Which Cash Proffer Expenditures Were Made											
				Roads and Other Transportation Improvements		Fire, Rescue, and Public Safety	Parks, Recreation, and Open Space		Water and Sewer Service Extension		Community Centers	Stormwater Management	Special Needs Housing	Affordable Housing	Miscellaneous
				Schools	Improvements		Library	Space	Extension						
Albemarle	209,880	-	186,265	-	-	-	-	-	-	-	74,880	-	111,385	-	
Amelia	7,460	-	-	-	-	-	-	-	-	-	-	-	-	-	
Caroline	208,409	-	368,716	-	368,716	-	-	-	-	-	-	-	-	-	
Chesterfield	4,421,828	-	5,276,024	1,436,600	2,757,224	325,000	-	757,200	-	-	-	-	-	-	
Culpeper	75,000	-	755,795	755,795	-	-	-	-	-	-	-	-	-	-	
Dinwiddie	5,984	-	-	-	-	-	-	-	-	-	-	-	-	-	
Fairfax	4,193,562	1,762,690	4,296,952	2,182,480	1,298,575	-	-	618,668	-	-	119,700	-	77,529	-	
Fauquier	73,089	-	63,603	-	13,603	-	-	-	-	-	-	-	-	50,000	
Fluvanna	33,000	-	-	-	-	-	-	-	-	-	-	-	-	-	
Frederick	263,346	-	83,000	-	-	-	83,000	-	-	-	-	-	-	-	
Goochland	139,272	-	2,400	-	-	-	2,400	-	-	-	-	-	-	-	
Greene	14,000	-	-	-	-	-	-	-	-	-	-	-	-	-	
Hanover	1,018,395	-	934,888	118,000	371,847	-	-	445,041	-	-	-	-	-	-	
Isle of Wight	89,945	78,323	-	-	-	-	-	-	-	-	-	-	-	-	
James City	458,333	-	448,946	161,133	82,450	73,291	-	-	132,072	-	-	-	-	-	
King and Queen	2,224	-	2,224	-	-	2,224	-	-	-	-	-	-	-	-	
King William	5,976	-	-	-	-	-	-	-	-	-	-	-	-	-	
Loudoun	13,941,546	568,327	5,903,879	615,262	3,711,324	297,328	151,657	715,994	-	-	-	198,000	-	214,314	
Louisa	59,360	-	59,360	9,360	-	50,000	-	-	-	-	-	-	-	-	
New Kent	41,546	-	-	-	-	-	-	-	-	-	-	-	-	-	
Powhatan	43,475	-	-	-	-	-	-	-	-	-	-	-	-	-	
Prince George	936,415	-	416,597	416,597	-	-	-	-	-	-	-	-	-	-	
Prince William	6,066,975	889,871	5,709,766	3,223,771	1,520,464	68,078	-	521,315	-	-	376,138	-	-	-	
Rockingham	14,000	-	-	-	-	-	-	-	-	-	-	-	-	-	
Southampton	5,192	-	-	-	-	-	-	-	-	-	-	-	-	-	
Spotsylvania	196,649	-	44,628	-	-	-	-	14,808	-	-	-	-	-	29,820	
Stafford	467,363	-	247,938	112,831	54,501	-	19,926	50,000	-	-	-	-	-	10,680	
Total Counties	\$ 32,992,224	\$ 3,299,211	\$ 24,800,982	\$ 9,031,830	\$ 10,178,704	\$ 815,921	\$ 256,983	\$ 3,123,026	\$ 132,072	\$ -	\$ 570,718	\$ 198,000	\$ 188,914	\$ 304,814	
Chesapeake	358,234	1,600,974	117,776	8,084	-	-	109,693	-	-	-	-	-	-	-	
Fairfax	65,000	-	-	-	-	-	-	-	-	-	-	-	-	-	
Fredericksburg	121,400	-	50,000	-	50,000	-	-	-	-	-	-	-	-	-	
Manassas	690,698	-	-	-	-	-	-	-	-	-	-	-	-	-	
Suffolk	19,564	-	-	-	-	-	-	-	-	-	-	-	-	-	
Williamsburg	1,580,000	-	1,198,840	-	55,000	-	-	-	1,143,840	-	-	-	-	-	
Winchester	17,500	-	17,500	10,000	-	-	-	7,500	-	-	-	-	-	-	
Total Cities	\$ 2,852,396	\$ 1,600,974	\$ 1,384,116	\$ 18,084	\$ 105,000	\$ -	\$ 109,693	\$ 7,500	\$ 1,143,840	\$ -	\$ -	\$ -	\$ -	\$ -	
Ashland	25,000	25,000	-	-	-	-	-	-	-	-	-	-	-	-	
Culpeper	17,000	-	-	-	-	-	-	-	-	-	-	-	-	-	
Herndon	49,100	-	195,065	-	96,966	-	-	98,099	-	-	-	-	-	-	
Leesburg	96,299	-	1,626,182	-	987,322	-	-	637,706	-	-	1,154	-	-	-	
Purcellville	25,000	-	25,000	-	25,000	-	-	-	-	-	-	-	-	-	
Strasburg	9,000	-	-	-	-	-	-	-	-	-	-	-	-	-	
Total Towns	\$ 221,399	\$ 25,000	\$ 1,846,247	\$ -	\$ 1,109,288	\$ -	\$ -	\$ 735,805	\$ -	\$ -	\$ 1,154	\$ -	\$ -	\$ -	
Grand Total	\$ 36,066,019	\$ 4,925,185	\$ 28,031,345	\$ 9,049,914	\$ 11,392,992	\$ 815,921	\$ 366,676	\$ 3,866,331	\$ 1,275,912	\$ -	\$ 571,872	\$ 198,000	\$ 188,914	\$ 304,814	
Percent of Total Cash Proffer Expenditures				32.3%	40.6%	2.9%	1.3%	13.8%	4.6%	0.0%	2.0%	0.7%	0.7%	1.1%	