

**Report on Proffered
Cash Payments and Expenditures
By Virginia's Counties, Cities and Towns
FY2025**



**Commission on Local Government
Commonwealth of Virginia**

November 2025

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Commission on Local Government (CLG)***

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REPORT OF THE COMMISSION ON LOCAL GOVERNMENT DISCLOSURE OF PROFFERED CASH PAYMENTS AND EXPENDITURES FY2025

INTRODUCTION

Section 15.2-2296 of the Code of Virginia generally authorizes local governing bodies to accept proffers through conditional zoning. A proffer, as implied by §15.2-2296 of the Code of Virginia, is a voluntary offer from a property owner and can be an act, donation of money, a product, or services¹ that limit or qualify how the property will be used or developed. These proffered conditions are in addition to the general, uniform regulations otherwise applicable to land within the same zoning district. Upon approval by the local governing body, the proffered conditions become part of the rezoning and pass with the ownership of the property.² Cash proffers are a form of conditional zoning where cash payments are offered to offset the impacts of a particular development by providing funding for new roads, schools, or other public facilities and services. Cash proffers can be used to fund onsite or offsite improvements to offset impacts from a new commercial or residential development.³

In 2016, the Virginia General Assembly passed legislation addressing residential developments and cash proffers; stipulating that onsite or offsite cash proffers must be specifically attributable to a proposed new residential development and must directly address an impact to an offsite facility. A voluntary cash proffer is considered unreasonable unless the residential development created a need for one or more public facility improvements and the new development would receive a direct benefit from those improvements. Localities are only allowed to accept cash proffers for roads, schools, public safety or parks and recreation that would need improvements or a brand-new facility as a direct impact of a new residential development. This limits how cash proffers can be used for residential developments in the future, however; localities can still expend cash proffers for commercial developments for 11 different types of uses as listed under §15.2-2303.2 Code of Virginia if the proffers were collected prior to 2016.⁴

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. The basic rule is stated in § 15.2-2297 of the Code of Virginia, which stipulates that a zoning ordinance may include and provide for the voluntary proffering in writing, by the owner, of reasonable conditions, prior to a public hearing before the governing body, in addition to regulations provided for in the zoning district or zone by the ordinance, as part of a rezoning or amendment to a zoning map. However, among other restrictions, the conditions shall not include a cash contribution to the locality. Sections 15.2-2298, 15.2-2303, and 15.2-2303.1 create exemptions to the general rule that allow voluntary cash proffers in high-growth localities, localities in certain geographic regions, and New Kent County respectively.

¹ Kamptner, Greg, *The Albemarle County Land Use Law Handbook*. (June 2017) Chapter 11, Page 11-1

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.

⁴ Appendix A

Section 15.2-2303.2 of the Code of Virginia directs the Commission on Local Government to annually collect data concerning local government revenues and expenditures resulting from the acceptance of voluntary cash proffers. These cash proffers comprise either (1) the aggregate dollar amount of cash payments collected by the locality; (2) the estimated aggregate dollar amount of proffered cash proffers 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 in each of the following categories: 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, and miscellaneous.

The table below shows the statutory authority for and categories of localities eligible to accept cash proffers. On the basis of these criteria and decennial census data from the United States Bureau of the Census, a total of 162 Virginia localities (49 counties, 27 cities, and 86 towns) were eligible to accept cash proffers during FY2025.⁵ Appendix B provides a list of localities eligible by statute to accept cash proffers.

Statutory Authority	Types of Localities Eligible to Accept Cash Proffers
§15.2-2298	With the exception of localities eligible under the terms of § 15.2-2303: <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.

⁵ 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

SURVEY ON THE USE OF PROFFERED CASH PAYMENTS

Section 15.2-2303.2 of the Code of Virginia requires localities with populations greater than 3,500 that are eligible to accept cash proffers to submit a report of cash proffer activity to the Commission within three months of the close of each fiscal year. In July of 2025, Commission staff sent by electronic mail a survey⁶ to the chief administrative officers of the localities that were required to report their acceptance of cash proffers during FY 2025. Each locality was requested to complete the survey by September 30, 2025. In October, additional follow up was made to the jurisdictions that had not responded to the initial request.

The survey revealed that 37 localities (24 counties, 5 cities, and 8 towns) reported cash proffer activity during FY2025. This is a decrease from FY2024, where 41 localities (30 counties, 4 cities, and 7 towns) reported cash proffer activity. During the current period, the aggregate amount of cash proffers collected and expended by those jurisdictions was \$121,907,444 and \$93,159,494, respectively. Cash proffer collections increased by 73.0% from FY2024, and expenditures increased by 27.1%.

The survey results revealed that the largest category of expenditures for cash proffers in FY2025 was Roads and Other Transportation Improvements (37.2%), followed by Community Centers (20.6%), Schools (15.0%), and Parks, Recreation, and Open Space (12.5%). This distribution generally follows recent trends in which Roads and Other Transportation Improvements, Schools, and Parks, Recreation, and Open Space have typically been the top three categories each year for cash proffer expenditures. Not all of these categories for expenditures are compliant with section §15.2-2303.4 of the Code of Virginia, which only allows cash proffers from residential developments to be proffered and expended towards schools, public safety, parks and recreation, or roads and other transportation improvements. However, the survey still collects data for the 11 categories authorized for cash proffers under §15.2-2303.2 Code of Virginia because localities can still collect cash proffers for any of the categories listed in §15.2-2303.2 Code of Virginia for commercial developments⁷ and due to code provisions that allow localities to hold cash proffers for up to twelve years before they need to be expended.⁸ Therefore, some expenditures in FY25 that are not in compliance with §15.2-2303.4 are from proffers that were accepted before §15.2-2303.4 of the Code of Virginia went into effect on July 1, 2016.⁹

A chart depicting the allocation of expenditures to various improvement categories is provided on the next page. All responses from the FY2025 survey for individual local governments' cash proffer activity are reported in Appendix D. Appendix E includes a chart of the cash proffer revenues and expenditures for all localities for each fiscal year from FY2000 through present.

(SF 1) 100-Percent Data; U.S. Department of Commerce, Bureau of the Census, 2010 Census Redistricting Data (Public Law 94-171) Summary File; U.S. Department of Commerce, Bureau of the Census, 2020 Census Redistricting Data (Public Law 94-171) Summary File. Sec. 1-235, Code of Va. states that unless otherwise specified, unadjusted population statistics are to be used in determining the decennial growth rate.

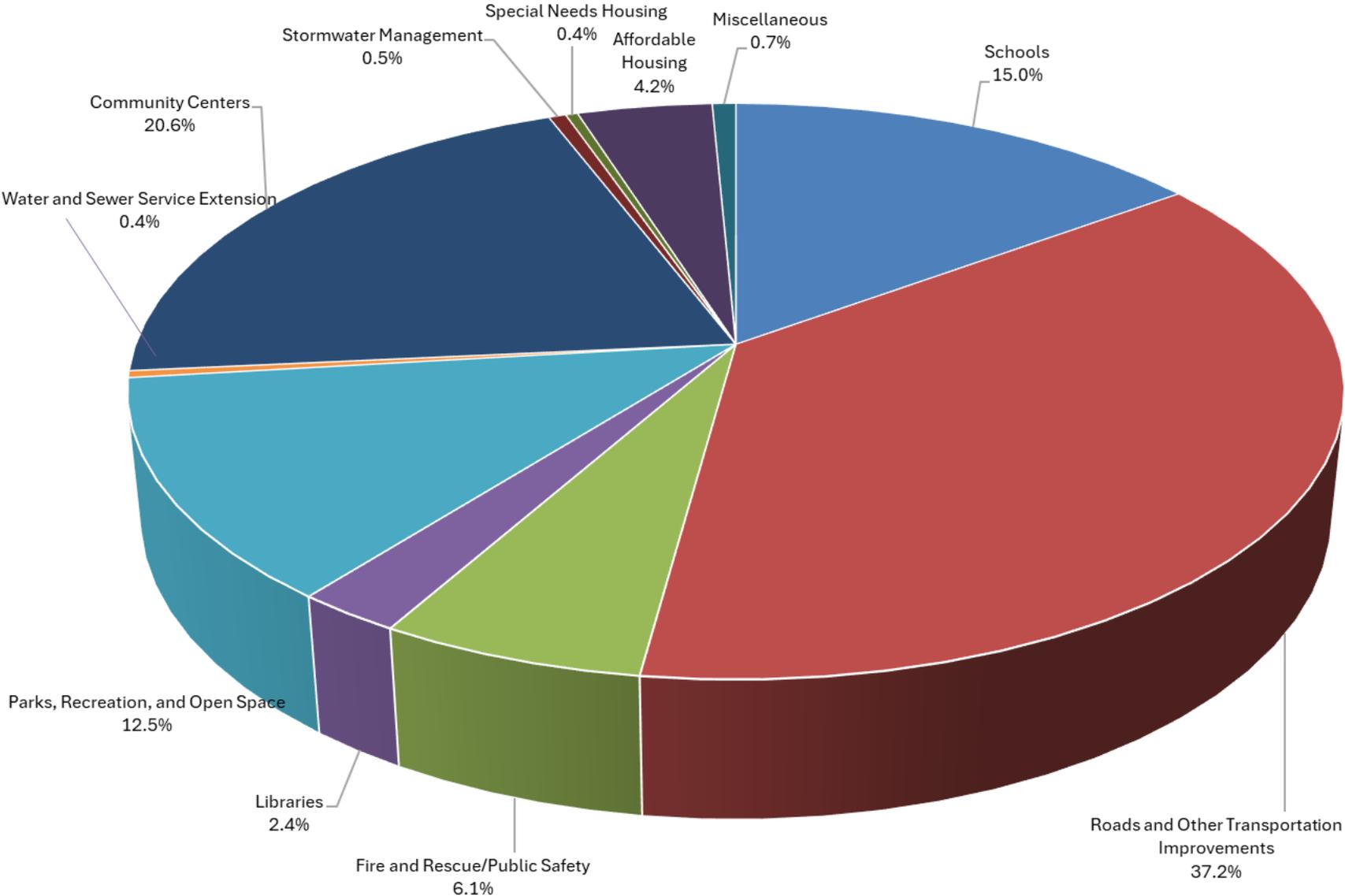
⁶ Appendix C contains a copy of the electronic survey instrument. In 2003, the General Assembly enacted HB 2600, which changed the scope of the Commission's survey on the acceptance of cash proffers, exempting localities with a resident population of less than 3,500 from the reporting requirement.

⁷ Appendix A

⁸ § 15.2-2303.2 section A of the Code of Virginia

⁹ 2016 Va. Acts Chapter 322

Proffered Funds Expended by Category of Use, FY2025



APPENDIX A

Section 15.2-2303.2 of the 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 12 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 33.2 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 E, 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 § 33.2-357. 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 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 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: (a) the improvements for which the cash payments were proffered cannot occur in a timely manner or the functional purpose for which the cash payment was made no longer exists; (b) the alternative improvements are within the vicinity of the proposed improvements for which the cash payments were proffered; and (c) 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. Notwithstanding any provision of this section or any other provision of law, general or special, no cash payment proffered pursuant to § 15.2-2298, 15.2-2303, or 15.2-2303.1 shall be used for any capital improvement to an existing facility, such as a renovation or technology upgrade, that does not expand the capacity of such facility or for any operating expense of any existing facility such as ordinary maintenance or repair.

E. 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	\$_____

F. 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.

G. 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 E and F.

APPENDIX B

**Localities Eligible by Statute to Accept
Proffered Cash Payments in FY2025**

**Principal Reason Eligible
to Accept Cash Proffers**

CITIES	2000	2010	2020
Alexandria	IIC	IIC	IIC
Bristol	IB	IB	
Buena Vista	IB	IB	
Charlottesville	IA	IB	IA
Chesapeake	IA	IA	IA
Colonial Heights	IA	IB	IB
Covington		IB	
Danville	IB		
Emporia	IA	IB	
Fairfax	IIC	IIC	IIC
Falls Church	IIC	IIC	IIC
Franklin	IA	IB	IB
Fredericksburg	IB	IA	IA
Galax	IB		
Hampton	IA	IB	IB
Harrisonburg	IA	IA	IA
Hopewell	IB	IB	IB
Lexington	IB	IB	
Lynchburg	IB	IA	IB
Manassas	IIE	IIE	IIE
Manassas Park	IIE	IIE	IIE
<i>Martinsville</i>			
Newport News	IA	IB	IB
Norfolk	IB	IB	IB
<i>Norton</i>			
Petersburg	IB	IB	IB
Poquoson	IA	IA	IB
Portsmouth	IB	IB	IB
Radford	IB	IB	IB
Richmond	IB	IB	IA
Roanoke	IB	IB	
Salem	IB	IB	
Staunton	IB	IB	IA
Suffolk	IA	IA	IA
Virginia Beach	IA	IB	IB
Waynesboro	IA	IA	IA
Williamsburg	IB	IA	IA
Winchester	IA	IA	IA

COUNTIES	2000	2010	2020
Accomack	IIG	IIG	IIG
Albemarle	IA	IA	IA
Alleghany	ID	IA	
Amelia	IA	IA	
Amherst	IA	ID	

**Principal Reason Eligible
to Accept Cash Proffers**

COUNTIES (Cont'd)	2000	2010	2020
Appomattox	IA	IA	IA
Arlington	IID	IID	IID
Augusta	IA	IA	IA
Bath	IA	ID	
Bedford	IA	IA	IA
Bland	IA		
Botetourt	IA	IA	
Brunswick	IA		
<i>Buchanan</i>			
Buckingham	IA	IA	ID
Campbell	IA	IA	
Caroline	IA	IA	IA
Carroll	IA		
Charles City	IA	ID	ID
Charlotte	IA	ID	
Chesterfield	IA	IA	IA
Clarke	ID	IA	IA
Craig	IA	ID	
Culpeper	IA	IA	IA
Cumberland	IA	IA	ID
<i>Dickenson</i>			
Dinwiddie	IA	IA	
Essex	IA	IA	ID
Fairfax	IIA	IIA	IIA
Fauquier	IA	IA	IA
Floyd	IA	IA	
Fluvanna	IA	IA	IA
Franklin	IA	IA	
Frederick	IA	IA	IA
Giles	ID		
Gloucester	IA	IA	IA
Goochland	IA	IA	IA
Grayson	IA		
Greene	IA	IA	IA
Greensville	IA	IA	
Halifax	IA		
Hanover	IA	IA	IA
Henrico	IA	IA	IA
Henry	ID		
<i>Highland</i>	*		
Isle of Wight	IA	IA	IA
James City	IA	IA	IA
King and Queen	IA	ID	ID
King George	IA	IA	IA
King William	IA	IA	IA

**Principal Reason Eligible
to Accept Cash Proffers**

COUNTIES (Cont'd)	2000	2010	2020
Lancaster	IA	ID	
Lee		IA	
Loudoun	IID	IID	IID
Louisa	IA	IA	IA
Lunenburg	IA		
Madison	ID	IA	ID
Mathews	IA		
Mecklenburg	IA		
Middlesex	IA	IA	
Montgomery	IA	IA	IA
Nelson	IA	ID	ID
New Kent	IIIA	IIIA	IIIA
Northampton	IIG	IIG	IIG
Northumberland	IA		
Nottoway	ID	ID	
Orange	IA	IA	IA
Page	IA	ID	ID
Patrick	IA		
Pittsylvania	IA	ID	
Powhatan	IA	IA	IA
Prince Edward	IA	IA	
Prince George	IA	IA	IA
Prince William	IID	IID	IID
Pulaski	ID	ID	
Rappahannock	IA	IA	ID
Richmond	IA	IA	
Roanoke	IA	IA	
Rockbridge	IA	IA	
Rockingham	IA	IA	IA
Russell	IA		
<i>Scott</i>			
Shenandoah	IA	IA	IA
Smyth	ID		
Southampton	ID	IA	
Spotsylvania	IA	IA	IA
Stafford	IA	IA	IA
Surry	IA	ID	ID
Sussex	IA	ID	
<i>Tazewell</i>			
Warren	IA	IA	IA
Washington	IA	IA	
Westmoreland	IA	ID	IA
<i>Wise</i>			
Wythe	IA	IA	
York	IA	IA	IA

**Principal Reason Eligible
to Accept Cash Proffers**

TOWNS	2000	2010	2020
Abingdon	IA	IA	
Accomac	*	IA	
Alberta	*	IC	
Altavista	*	IC	IC
Amherst	*	IA	ID
<i>Appalachia</i>	*		
Appomattox	*	IC	IC IA
Ashland		IA	IA IC
Bedford		IB	IB IA
Belle Haven	*		IA
Berryville		ID	IA IA
Big Stone Gap			IA
Blacksburg		IA	IA IA
Blackstone	*	IA	ID
Bloxom	*	IA	
Bluefield			IA
Boones Mill	*	IA	IC IA
Bowling Green	*	IA	IA IA
Boyce	*	ID	IA IA
Boydton	*	IC	
Boykins	*	ID	IC
Branchville	*	IA	IC
Bridgewater		IA	IA IA
Broadway		IA	IA IA
Brodnax	*	IC	
Brookneal	*	IC	IC
Buchanan	*	IC	IC
Burkeville	*	ID	ID
Cape Charles	*		IA
Capron	*	IA	IC
<i>Cedar Bluff</i>	*		
Charlotte Court House	*	IC	IA
Chase City	*	IC	
Chatham	*	IC	ID
<i>Cheriton</i>	*		
Chilhowie	*	ID	
Chincoteague	*	IA	IA
Christiansburg		IA	IA IA
Claremont	*	IC	IA ID
Clarksville	*	IA	IA
Cleveland	*	IC	IA
Clifton	*	IIB	IIB IIB
Clifton Forge		ID	IC
<i>Clinchco</i>	*		
Clinchport	*	IA	

**Principal Reason Eligible
to Accept Cash Proffers**

TOWNS (Cont'd)	2000	2010	2020
<i>Clintwood</i>	*		
Coeburn	*	IA	
Colonial Beach	IC	IA	IA
Courtland	* IA	IC	
Craigsville	* IA	IC	IC
Crewe	* ID	ID	
Culpeper	IA	IA	IA
Damascus	* IA	IC	
Dayton	* IA	IA	IA
Dendron	* IC	ID	ID
Dillwyn	* IC	IC	ID
Drakes Branch	* IC	IA	
Dublin	* IA	IA	IA
Duffield	* IA	IA	
Dumfries	IIF	IIF	IIF
Dungannon	* IA		
Eastville	* IA	IA	
Edinburg	* IC	IA	IA
Elkton	* IA	IA	IA
Exmore	*	IA	
Farmville	IA	IA	ID
Fincastle	* IA	IC	IA
Floyd	* IA	IC	IA
Fries	* IC		
Front Royal	IA	IA	IC
<i>Gate City</i>	*		
Glade Spring	* IC	IA	
Glasgow	* IC	IA	
Glen Lyn	* ID		
Gordonsville	* IA	IC	IC
Goshen	* IA	IC	
Gretna	* IC	ID	
Grottoes	* IA	IA	IA
<i>Grundy</i>	*		
Halifax	* IA		
Hallwood	* IA		
Hamilton	* IIF	IIF	IIF
Haymarket	* IIF	IIF	IIF
Haysi	*	IA	
Herndon	IIB	IIB	IIB
Hillsboro	* IIF	IIF	IIF
Hillsville	* IA		IA
Honaker	* IC	IA	
Hurt	* IC	ID	
Independence	* IC		IA

**Principal Reason Eligible
to Accept Cash Proffers**

TOWNS (Cont'd)	2000	2010	2020
Iron Gate	* ID	IC	
Irvington	* IA	ID	IA
Ivor	* ID	IA	
Jarratt	* IA	IA	
Jonesville	* IA	IC	
<i>Keller</i>	*		
Kenbridge	* IC		
Keysville	* IA	ID	
Kilmarnock	* IA	IA	
La Crosse	* IA		
Lawrenceville	* IC	IA	
Lebanon	* IC		
Leesburg	IIF	IIF	IIF
Louisa	* IA	IA	IA
Lovettsville	* IIF	IIF	IIF
Luray	IA	ID	ID
Madison	* ID	IA	ID
Marion	ID		
McKenney	* IA	IA	
Melfa	* IA		
Middleburg	* IIF	IIF	IIF
Middletown	* IC	IA	IA
Mineral	* IC	IA	IC
Monterey	*		IA
Montross	* IC	IA	IC
Mount Crawford	* IA	IA	IC
Mount Jackson	* IA	IA	IC
Narrows	* ID		
Nassawadox	*		IA
New Castle	* IA	ID	
New Market	* IA	IA	IC
Newsoms	* ID	IA	
Nickelsville	* IA		
Occoquan	* IIF	IIF	IIF
Onancock	* IA		
<i>Onley</i>	*		
Orange	IA	IA	IC
Painter	*		IA
Pamplin City	* IC	IA	IC
Parksley	* IA		
Pearisburg	* IA		
Pembroke	* IA		
Pennington Gap	*	IC	
Phenix	* IC	IA	
<i>Pocahontas</i>	*		

**Principal Reason Eligible
to Accept Cash Proffers**

TOWNS (Cont'd)	2000	2010	2020
Port Royal	* IC	IC	IA
Pound	* IA		
Pulaski	ID	ID	
Purcellville	IIF	IIF	IIF
Quantico	* IIF	IIF	IIF
Remington	* IA	IC	IC
Rich Creek	* ID	IA	
Richlands		IA	
Ridgeway	* ID		
Rocky Mount	IC	IA	
Round Hill	* IIF	IIF	IIF
Rural Retreat	* IA	IA	
Saltville	* IC	IC	
<i>Saxis</i>	*		
Scottsburg	* IC		IA
Scottsville	* IA	IC	IC
Shenandoah	* IC	IA	ID
Smithfield	IA	IA	IA
South Boston	IA		
South Hill	IC	IA	
St. Paul	* IC		
Stanardsville	* IA	IC	IC
Stanley	* IA	IA	ID
Stephens City	* IC	IA	IA
Stony Creek	* IC	ID	IA
Strasburg	IA	IA	IA
Stuart	* IC	IA	

**Principal Reason Eligible
to Accept Cash Proffers**

TOWNS (Cont'd)	2000	2010	2020
Surry	* IA	ID	ID
Tangier	*	IA	
Tappahannock	* IA	IA	ID
Tazewell		IA	
The Plains	* IA	IC	IA
Timberville	* IA	IA	IA
Toms Brook	* IA	IC	IA
Troutdale	* IA		
Troutville	* IC	IC	IA
Urbanna	* IC	IC	
Victoria	* IC		
Vienna	IIB	IIB	IIB
Vinton	IC	IC	
Virgilina	* IC		
Wachapreague	*		IA
Wakefield	* IC	ID	
Warrenton	IA	IA	IC
Warsaw	* IA	IA	IA
Washington	* IC	IC	ID
Waverly	* IC	ID	
<i>Weber City</i>	*		
West Point	* IC	IA	IC
White Stone	* IC	ID	IA
Windsor	* IC	IA	IC
<i>Wise</i>	*		
Woodstock	IA	IA	IA
Wytheville	IC	IA	

See "Notes" at end for explanation of "Principal Reason Eligible to Accept Cash Proffers."

Italicized localities have never qualified to collect cash proffers.

NOTES:

* = Localities not required to report cash proffer activity. 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. Thus, all eligible cities and counties and only 22 of the 86 eligible towns are required to report proffered cash payments.

Principal Reasons Eligible to Accept Cash Proffers

- 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 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 the 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

APPENDIX C

**Survey Instrument for
Local Government Revenues and Expenditures
Derived from Proffered Cash Payments
FY2025**

Virginia Commission on Local Government: Fiscal Year 2025 Cash Proffer Survey

Section [15.2-2303.2](#) of the *Code of Virginia* requires the Virginia Commission on Local Government to annually survey the acceptance and use of cash proffers by eligible localities. The objective of the survey is to assist the General Assembly in determining the amount of cash proffer revenues and expenditures of local governments and the purposes for which such expenditures were made during Fiscal Year 2025 (July 1, 2024 - June 30, 2025). Accordingly, the Commission is asking the chief administrative officer or other appropriate official in each affected county, city, and town to provide essential information about the locality's acceptance and use of cash proffers.

Please respond to this online questionnaire by September 30, 2025. Please ensure that only one response is generated for your locality.

Information about the survey is also available on the Department of Housing and Community Development's [website](#). The data that you furnish is essential for the preparation of a report that the Commission is required to submit to the General Assembly by November 30, 2025.

If you have any questions concerning these matters, please contact Chase Sawyer at chase.sawyer@dhcd.virginia.gov. Thank you for your cooperation.

Please provide your contact information: *

Contact Name

Position/Title

Phone Number:

Email Address

Locality Information

Please provide the following information:

Is the locality a county, city, or town? *

Locality Name *

A cash proffer is (i) any money voluntarily proffered in 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](#). This does NOT include cash contributions imposed through conditional/provisional/special use permits as authorized by § [15.2-2286](#) (A)(3).

Did the locality accept cash proffers at any time during FY2025?

If "No" for FY2025, additional information is not needed. *

-- Please Select -- ▾

Enter the total amount of cash proffer revenue collected by the locality during FY2025:

This is the 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.

Enter the estimated amount of cash proffers pledged during FY2025 by which payment is conditioned only on time:

These are cash proffers conditioned only on time (i.e. linked to a specific date or specified time following rezoning approval but NOT an unknown date such as at the time of certificate of occupancy) approved by the locality as part of a rezoning case. Unaudited figures for the specified fiscal year are acceptable.

Did the locality expend cash proffer revenue at any time during FY2025?

If "No" for FY2025, additional information is not needed. *

-- Please Select -- ▾

Enter the total amount of cash proffer revenue expended by the locality during FY2025:

This is the total dollar amount of public projects expended with cash proffer revenue in the specified fiscal year. Unaudited figures are acceptable.

Indicate the purpose(s) and amount(s) (in whole numbers) for which the expenditures in the previous question were made: *

The Total amount at the bottom should equal the amount reported in the cash proffer revenue expended box above.

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 : 0

Please share any additional comments regarding any unique circumstances surrounding the information provided in this survey.

APPENDIX D

**Summary of Survey Responses from Localities
Accepting Proffered Cash Payments
FY2025**

Appendix D
Summary of Survey Responses from Localities Accepting Proffered Cash Payments
Fiscal Year 2025

Locality	Purpose and Amount for Cash Proffer Expenditures													
	Total Cash Proffer Revenue Collected	Total Pledged But Payment Conditioned Only on Time	Total Cash Proffer Revenue Expended	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
				Schools	Improvements	Safety		Open Space	Service Extension					
Albemarle	\$ 2,461,159	\$ -	\$ 1,356,911	\$ -	\$ 1,250,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 106,911	\$ -
Amelia	\$ 4,470	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Caroline	\$ 1,452,800	\$ -	\$ 1,377,300	\$ 1,377,300	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Chesterfield	\$ 3,228,421	\$ -	\$ 561,059	\$ 153,460	\$ 407,421	\$ -	\$ 178	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Culpeper (County)	\$ 1,837,057	\$ -	\$ 118,000	\$ -	\$ -	\$ 118,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Fairfax	\$ 31,458,300	\$ -	\$ 19,587,035	\$ 145,183	\$ 12,126,301	\$ 83,000	\$ -	\$ 3,562,921	\$ -	\$ -	\$ -	\$ -	\$ 3,669,630	\$ -
Fauquier	\$ 1,708,738	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Frederick	\$ 5,812,932	\$ -	\$ 7,463,419	\$ 7,463,419	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Goochland	\$ 2,153,648	\$ 469,201	\$ 282,548	\$ 282,548	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Greene	\$ 86,500	\$ -	\$ 54,758	\$ 49,650	\$ 2,108	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 6,000	\$ -
Hanover	\$ 9,749,155	\$ -	\$ 236,221	\$ -	\$ 236,221	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Isle of Wight	\$ 205,500	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
James City	\$ 1,447,830	\$ -	\$ 1,447,830	\$ 368,817	\$ 515,291	\$ 4,789	\$ 1,080	\$ 19,033	\$ 286,476	\$ 3,532	\$ 120,000	\$ -	\$ 128,812	\$ -
King William	\$ 127,168	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Loudoun	\$ 41,032,343	\$ -	\$ 38,816,928	\$ -	\$ 10,795,960	\$ 1,334,167	\$ 224,266	\$ 6,888,413	\$ -	\$ 19,225,978	\$ -	\$ 348,143	\$ -	\$ -
Louisa	\$ 84,228	\$ -	\$ 84,228	\$ -	\$ -	\$ 84,228	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Middlesex	\$ 6,923	\$ -	\$ -	\$ -	\$ -	\$ 6,923	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
New Kent	\$ 1,533,356	\$ -	\$ 1,641,439	\$ 142,600	\$ -	\$ 742,401	\$ -	\$ 111,727	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 644,711
Powhatan	\$ -	\$ 33,866	\$ 274,574	\$ -	\$ -	\$ 199,614	\$ -	\$ 74,959	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Prince William	\$ 9,691,333	\$ -	\$ 7,477,560	\$ -	\$ 5,297,641	\$ 1,750,000	\$ 28,191	\$ 250,000	\$ -	\$ -	\$ 151,728	\$ -	\$ -	\$ -
Rockingham	\$ -	\$ -	\$ 13,950	\$ -	\$ -	\$ 13,950	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Shenandoah	\$ 51,800	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Spotsylvania	\$ 3,174,855	\$ -	\$ 308,365	\$ -	\$ 127,539	\$ 112,616	\$ -	\$ 11,210	\$ 57,000	\$ -	\$ -	\$ -	\$ -	\$ -
Stafford	\$ 1,350,623	\$ 134,379	\$ 4,779,370	\$ 1,329,928	\$ 1,517,442	\$ 1,092,392	\$ -	\$ 712,883	\$ -	\$ -	\$ 101,690	\$ -	\$ -	\$ 25,035
Total Counties	\$ 118,659,139	\$ 637,446	\$ 85,881,493	\$ 11,312,904	\$ 32,275,922	\$ 5,542,081	\$ 253,716	\$ 11,631,146	\$ 343,476	\$ 19,229,510	\$ 373,418	\$ 348,143	\$ 3,911,353	\$ 669,746
Chesapeake	\$ 350,871	\$ 100,000	\$ 4,841,115	\$ 2,306,685	\$ 528,324	\$ -	\$ 2,006,106	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Fredericksburg	\$ -	\$ -	\$ 14,413	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 14,413
Manassas	\$ 122,603	\$ -	\$ 59,275	\$ 36,695	\$ 7,112	\$ -	\$ -	\$ 15,468	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Manassas Park	\$ 196,000	\$ -	\$ 451,552	\$ -	\$ 451,552	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Suffolk	\$ 208,629	\$ 2,873,768	\$ 1,124,449	\$ -	\$ 1,124,449	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Total Cities	\$ 878,103	\$ 2,973,768	\$ 6,490,804	\$ 2,343,380	\$ 2,111,438	\$ -	\$ 2,006,106	\$ -	\$ 15,468	\$ -	\$ -	\$ -	\$ -	\$ 14,413
Culpeper (Town)	\$ 333,761	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Herdon	\$ 810,512	\$ -	\$ 5,840	\$ -	\$ -	\$ 5,840	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Leesburg	\$ 1,003,346	\$ -	\$ 778,040	\$ 305,000	\$ 234,262	\$ 110,000	\$ -	\$ -	\$ -	\$ -	\$ 128,778	\$ -	\$ -	\$ -
Luray	\$ 75,548	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Smithfield	\$ 3,317	\$ -	\$ 3,317	\$ -	\$ -	\$ 3,317	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
South Boston	\$ 75,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Strasburg	\$ 67,200	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Warrenton	\$ 1,519	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Total Towns	\$ 2,370,203	\$ -	\$ 787,197	\$ 305,000	\$ 234,262	\$ 119,157	\$ -	\$ -	\$ -	\$ -	\$ 128,778	\$ -	\$ -	\$ -
GRAND TOTAL	\$ 121,907,444	\$ 3,611,214	\$ 93,159,494	\$ 13,961,284	\$ 34,621,621	\$ 5,661,238	\$ 2,259,822	\$ 11,631,146	\$ 358,944	\$ 19,229,510	\$ 502,196	\$ 348,143	\$ 3,911,353	\$ 684,159

APPENDIX E

**Additional Charts Showing Trends in Statewide Cash Proffer Revenues and
Expenditures
FY 2000 through FY 2025**

Cash Proffer Revenues and Expenditures, FY2000 - FY2025

