

**The Economic and Fiscal Impact of the
Proposed Team Crucible Training Complex
on Spotsylvania County, Virginia**

By

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Executive Summary

The proposed Team Crucible Training Complex in its initial phase would generate both positive economic and fiscal benefits for Spotsylvania County. These benefits will be generated by the construction spending required to prepare the site for initial operations and by future construction spending to buildout the site for expanded operations by Team Crucible and to provide office space for other federal security contractors at a future time and be measured by increased job and income growth to the benefit of residents and businesses located in Spotsylvania County.

The initial construction spending of \$1.1 million would contribute a total of \$1.7 million to the County's economy during the construction period, generate \$341,000 in new wage income for workers residing in the County and support a total of 7.3 full-time, year-round equivalent jobs locally and elsewhere. These economic benefits would be achieved exclusively during the construction period.

These positive construction impacts are complemented by the annual operating outlays by Team Crucible and by the per diem spending of trainees enrolled in security training programs on-site. In its initial stage, Team Crucible's estimate annual operating budget totaled \$940,000. This budget provides for four full-time, regular on-site employees supplemented by 20 contract trainers. This level of operations would support 2,650 daily visits (trainee days) annually on-site generating per diem local spending for accommodations and meals totaling \$363,000. At this initial scale, the total impact of operations outlays, including trainee expenditures, would contribute \$1.9 million to the County's economy each year, generate \$538,000 in new local labor income for workers residing in the County and support a total of 12.5 full-time, year-round equivalent jobs beyond those employed at the Training Complex.

The buildout proposal for this site provides for the expansion of Team Crucible's Training Complex by 12,000 square feet and the addition of 40,000 square of office space that would be available to other federal security contractors. This added capacity for Team Crucible would accommodate up to 10,000 daily visits (trainee days) annually and requires annual operating outlays totaling \$5.3 million. This scale of operation would include 15 full-time regular employees on-site with up to an additional 75 contract trainers. Inclusive of the annual flow of trainees and their spending for accommodations and meals (not including other personal outlays for retail and incidentals), the buildout proposal would generate \$6.7 million in annual (recurring) spending directly to the benefit of the local economy. This direct spending, reflecting a composite multiplier of 1.511, would contribute a total of \$10.1 million to the County's economy, generate \$2.2 million in new wage income for County residents working within the County, and support a total of 65 jobs of which 39 full-time, year round equivalent jobs would be held by County residents.

Complementing the positive income and employment benefits that would accrue to Spotsylvania County, its resident workers and businesses, Team Crucible's proposed Training Complex has been shown to generate a positive fiscal benefit to the County in

its initial stage of operation (+\$15,823.40) with its net fiscal benefit increasing at the full buildout scale of operations (+\$63,681.50).

The net fiscal benefit of Team Crucible’s proposal is conservative as its revenue impacts are underestimated by design (they reflect non-residential revenue flows that incorporate tax exempt uses) and they reflect non-residential public expenditure demand (for County provided services) that assume access to services that would not be required to support Team Crucible’s daily functions. These economic and fiscal benefits are summarized in the following table.

Economic and Fiscal Impacts of the Proposed Team Crucible
Training Complex on Spotsylvania County
(in millions of 2016 dollars)

Phases	Direct Outlays	Total Output	Personal Earnings	Jobs Supported
Initial proposal				
Construction	\$1.100	\$1.687	\$0.341	7.3
Operations	\$0.904	\$1.375	\$0.291	8.5
Trainee Spending ¹	0.363	0.538	0.110	4.0
Total Operations	\$1.267	\$1.913	\$0.401	12.5
Buildout				
Construction	\$5.500	\$8.436	\$1.704	36.3
Operations	\$5.319	\$8.087	\$1.709	49.8
Trainee Spending ¹	1.370	2.023	0.413	15.3
Total Operations	\$6.689	\$10.11	\$2.122	65.1

Fiscal Impacts

Jobs	Revenues	-	Expenditures	=	Fiscal Impact
Initial					
24 ²	\$31,805.96		\$15,982.56		\$15,823.40
Buildout					
90 ³	\$88,778.60		\$59,934.60		\$28,844.00
295 ⁴	\$260,136.80		\$196,455.30		\$63,681.50

Source: The Stephen S. Fuller Institute at the Schar School, GMU

¹includes per diem allowances of \$91 and \$46 for hotel and food per trainee

²includes 4 fulltime regular jobs and 20 contract jobs at Crucible

³includes 15 fulltime regular jobs and 75 contract jobs at Crucible

⁴includes 90 Team Crucible jobs plus 205 jobs in the proposed 40,000 square foot office building

Introduction

The objective of this analysis is to estimate the economic and fiscal impacts on the Spotsylvania County of the proposed Team Crucible development and operations of a new Training Complex to be located on a 70-acre site, currently zoned A-2, with access directly to U.S. Route 1. Two levels of economic and fiscal impact analysis are reported: the initial phase and buildout that includes expansion capacity for Team Crucible and the co-location of other federal contractors in office space on the site.

The economic impacts generated by the construction, operation and local spending by trainees of Team Crucible's proposed training complex reflect the direct expenditures associated during the construction phase, both soft and hard costs, and the continuing annual outlays to operate the on-site training programs as well as the new spending for overnight accommodations and meals by the trainees enrolled in Team Crucible's training programs. As this new spending circulates within the County's economy it will generate additional business transactions and support the payroll of local workers. And, with this re-spending of these new monies additional income and additional employment will be generated. These economic effects are measured using "multipliers" calculated by the U.S. Bureau of Economic Analysis for Spotsylvania County. These multipliers will be used to derive the total contribution of this new spending to Spotsylvania County's economy, the new personal earnings generated to the benefit of workers residing in Spotsylvania County and the total jobs this new spending will support annually locally and elsewhere in the region and state.

The County's FY 2016 Comprehensive Annual Financial Analysis (CAFR) will provide the basis for the fiscal impact analysis as its audited expenditures and revenues provide the best available information on the distribution of public services and their beneficiaries and the sources of the County's revenues. The full fiscal analysis methodology is outlined in the appendix.

Project Description

Team Crucible has proposed a training complex to be sited on a 70-acre parcel with direct access from U.S. Route 1. The initially development phase would involve \$1.1 million in capital outlays (including \$100,000 in soft costs) to prepare the site and support facilities designed to support a total of 2,650 daily visits (trainee days) annually over the first year of operation. Trainees typically attend a five-day program spending five nights in local hotels/motels and receive a per diem government allowance of \$91 per night for accommodations and \$46 per day for meals. This initial training program would have four fulltime, regular employees on-site supported by 20 contract employees for a total workforce of 24. Annual operating outlays for this initial stage of operation are estimated at \$904,284 inclusive of payroll. Trainee spending for accommodations and meals, based on 2,650 total daily visits in the first year, would total \$363,000. This trainee spending only includes lodging and meals; additional spending for recreation, retail purchases, transportation and incidental consumer services would be expected.

The buildout scenario includes the construction of a 40,000 square foot office building and an additional 12,000 square feet of training space to accommodate Team Crucible’s expanded security training programs. These expanded facilities would result in new construction outlays of \$5.5 million, increased training capacity for 10,000 daily visits (trainee days) annually with trainee per diem spending of \$1.7 million for accommodations and meals, annual operating outlays for Team Crucible totaling \$5.319 million, and staffing of 15 full-time regular employees supplemented by 75 contract trainers for a total of 90 jobs within the Team Crucible Training Complex. The additional office building space, designed to accommodate other federal security-related contractors, is projected to accommodate up to 205 employees, based on an industry occupancy norm of 195 gross square feet per worker. These design parameters are the drivers of the proposal’s economic and fiscal impacts on Spotsylvania County that are reflected in the following analyses.

Economic Impact Analysis

The construction (hard and soft costs) and operation of the proposed Team Crucible Training Complex represent an important new economic development in Spotsylvania County. The economic impacts of the initial training facilities and programs, for construction and site preparations and the facility’s operating outlay and spending by trainees are summarized in Table 1.

Table 1

Initial Impact of the Proposed Team Crucible Training Complex
on the Spotsylvania County Economy
(in millions of 2016 dollars)

Sources	Direct Outlays	Total Output ¹	Personal Earnings ²	Jobs Supported ³
Construction Outlays*	\$1.100	\$1.687	\$0.341	7.3
Operating Outlays	\$0.904	\$1.375	\$0.291	8.5
Trainee Spending**	0.363	0.538	0.110	4.0
Total Annual Outlays	\$1.267	\$1.913	\$0.401	12.5
Combined Impacts	\$2.367	\$3.600	\$0.742	19.8

Sources: Team Crucible, LLC; The Stephen S. Fuller Institute at the Schar School, GMU.

*hard and soft costs, **spending by trainees for hotels and meals.

¹the total value of goods and services generated directly and indirectly as a result of construction spending and annual operating outlays and local occupant spending in the Spotsylvania County economy; ²the additional earnings generated within the Spotsylvania County economy from outlays for initial construction and subsequent annual operating outlays and resident spending;

³the total full-time, year-round equivalent jobs supported locally and elsewhere by the spending and re-spending of direct expenditures for construction and operation of the Training Complex.

Table 2

Buildout Impact of the Proposed Team Crucible Training Complex
on the Spotsylvania County Economy
(in millions of 2016 dollars)

Sources	Direct Outlays	Total Output ¹	Personal Earnings ²	Jobs Supported ³
Construction Outlays*	\$5.500	\$8.436	\$1.704	36.3
Operating Outlays	\$5.319	\$8.087	\$1.709	49.8
Trainee Spending**	1.370	2.023	0.413	15.3
Total Annual Outlays	\$6.689	\$10.110	\$2.122	65.1
Combined Impacts	\$12.189	\$19.546	\$3.826	101.4

Sources: Team Crucible, LLC; The Stephen S. Fuller Institute at the Schar School, GMU.

*See Table 1 for notes.

The initial development of Team Crucible’s Training Complex will contribute \$1.1 million in new construction spending into the Spotsylvania County economy. This new spending will generate a total of \$1.7 million in direct and indirect impacts reflecting a construction multiplier of 1.53. Additionally, this one-time construction spending will generate \$0.341 million in personal earnings (labor income) for residents of Spotsylvania County (representing approximately annual earnings for 6 full-time employees) and support as many as 7.3 full-time, year-round equivalent jobs in the County, region, state and elsewhere. These economic benefits will accrue to the County during the initial construction period.

Buildout plans call for the development of a 40,000 square foot office building and the addition of 12,000 square feet of training space to be occupied by Team Crucible. The projected cost for this additional office and operating space is \$5.5. As shown in Table 2, the economic impacts of these construction outlays are: \$8.4 million total contribution to the County’s economy over the construction period; the addition of \$1.7 million in new wages and salaries accruing to workers residing in the County (the equivalent of 31 full-time, year-round local jobs); and a total of 36.3 full-time, year-round equivalent local and non-local jobs being supported by these construction outlays.

Following construction, the operation of the proposed facility will generate annual benefits from outlays by Team Crucible to support on-site annual operations and additional annual economic impacts will be generated by the spending of the estimated 2,650 daily visits (trainee days) annually to the Training Complex over the course of its first full year of operation. Annual operation outlays are estimated to total \$904,284 including payroll of approximately \$391,000 to support 4 full-time

regular employees and 20 contract trainers. These operating outlays will recur annually and would be expected to grow proportionally with the number of trainees.

With the proposed buildout of the facility, an operating budget totaling \$5.3 is projected including 15 full-time regular positions and 75 contract employees. The economic impact of these operational outlays is shown to total \$8.1 million to the benefit of Spotsylvania County. Additionally, \$1.7 million in new personal earnings will be generated annually upon buildout to the benefit of workers residing in Spotsylvania County, the equivalent payroll of 31 full-time, year-round jobs; and altogether, these outlays would support a total of 49.8 full-time, year-round equivalent jobs locally and elsewhere.

Beyond the spending to build and operate the proposed Training Complex, the trainees represent a major source of continuing spending potential to the benefit of local businesses. Each trainee—2,650 projected training (person) days in the first year and up to 10,000 daily visits (trainee days) annually at buildout—will receive a per diem of \$91 for accommodations and \$46 for meals (in today's dollars). This spending alone will total \$363,000 at the initial stage of operations and increase to \$1.4 million at buildout. This trainee spending only includes lodging and meals; additional spending for recreation, retail purchases, transportation and incidental consumer services would be expected. Given the site location, businesses located in Spotsylvania County would be the principal beneficiaries of these trainee expenditures. This spending has been shown to generate beneficial impact on: the County's economy, the resident workforce in the form of new labor income, and the local and regional employment base.

Summarizing the total economic benefits from the initial development phase, the direct spending for construction and operations, including trainee per diem spending of \$2.367 million, would generate total benefits of: \$3.600 million in new economic growth, \$742,000 in new personal earnings to the benefit of an estimated 13.5 full-time, year-round equivalent workers residing in the County, and support a total of 18.3 full-time, year-round equivalent jobs locally and elsewhere not including the jobs located on site.

The economic benefits flowing from the proposed buildout of these facilities, including 40,000 in office space for use by other federal security contractors (but excluding those contractors' operating outlays from the impact calculations), would increase Team Crucible's training capacity to 10,000 daily visits (trainee days) annually and support total direct spending \$12.2 million (including \$5.5 million in capital construction). This spending in Spotsylvania County would generate a total of \$19.5 million to the County's economy, support \$3.8 million in new personal earnings to the benefit of workers residing in the County (estimated 69.6 full-time, year-round equivalent jobs) and support a total of 101.4 jobs locally and elsewhere in addition to the jobs generated on site. These post-construction benefits will recur annually over the lifetime of Team Crucible's Training Complex.

Fiscal Impact Analysis: Countywide

This analysis is based on the expenditure and revenue data presented in the most current Spotsylvania County Comprehensive Annual Financial Report (CAFR), for FY 2016. The first step in this fiscal analysis is to divide the County's expenditures and revenues into those that serve or are generated by the residents of the County (its population) and those that are related to or generated by the County's non-residential functions with these being assigned to the workers who work within the County. This assignment of expenditures (demands for County services) and revenues is expressed for the County's 131,305 residents in 2016 on a per capita basis and for the County's non-residential functions based on its 34,186 at-place jobs across all sectors on a per employee basis.

In 2016, an analysis of the County's revenues, including all taxes, fees, permits, fines, user charges, and intergovernmental transfers, found that these were divided between residential and non-residential functions, respectively, on an 80.9% and 19.1% basis. An analysis of the County's expenses (demand for services) in 2016 found that these were distributed between residential and non-residential functions, respectively, on a 90.8% and 9.2% basis. As the County's expenditures reflected capital project outlays, the County's revenues and expenditures were not initially balanced and required bond sales, transfers, and other adjustments that ultimately generated a revenue surplus of \$6.2 million that was added to the County's Fund Balance. As this fiscal impact analysis assumes a balanced budget, this fund transfer and other adjustments were assigned to residents and non-resident revenues reflecting the overall split across all revenue sources between residential and non-residential revenue sources. The results of these analyses are presented in Table 3.

On average, each resident of Spotsylvania County cost the County \$1,711.25 for the services provided during fiscal year 2016, inclusive of education. This value represents the cost of making county-funded services available to its residents whether they actually used these services or not during the year. The largest single source of county expenditure was for public education, totaling \$118.8 million in 2016. While on a per capita basis this education cost (which is all assigned to the city's population as they are the direct beneficiaries of these services) was \$905.11 per capita, for the 23,678 students enrolled in the County's public schools in 2016 the County's per student cost of education was \$5,019.26. With each Spotsylvania County resident accounting for \$1,711.25 in County expenditures but only generating \$1,524.05 in County revenues in 2016, each resident represented a fiscal cost of \$187.19.

Offsetting these residentially based fiscal costs in Spotsylvania County are the fiscal surpluses generated on average by the County's taxable non-residential land uses. In 2016, all non-residential land uses (including non-taxable uses) generated a total expenditure demand on the County of \$665.94 on average per at-place job in the County and generated revenues averaging \$1,384.95 on average per at-place job. This surplus of revenues in excess of public expenditure demand totaled \$719.01 per job and provided the revenue surplus to support the fiscal costs of residential land uses.

Table 3

Expenditures and Revenues Associated With
Residential and Non-Residential Uses in Spotsylvania County, FY 2016
(in 2016 dollars)

Source	Per capita ¹	Per Job ²
Expenditures:		
County-wide average	\$1,711.25	\$665.94
County-wide average less Schools Education Only	806.14 905.11	
Revenues:		
Countywide average	\$1,524.05	\$1,384.95
Countywide average less real property tax revenue	786.38	670.04
Real property	737.67	714.91
Net Fiscal Impact	- \$187.19	+ \$719.01

Source: The Stephen S. Fuller Institute at the Schar School, GMU

¹the County's population in 2016 was estimated to at 131,305 (CAFR).

²the County's at place employment in 2016 was estimated at 34,186 (BEA).

Fiscal Impact Analysis: Team Crucible Proposal

The fiscal impact of Team Crucible's Training Complex is a function of the local tax revenues it will generate and the local public expenditure demand its activities and employment base will represent. Employing the fiscal impact methodology outlined above and in the Appendix, and (1) basing the initial phase analysis on a total employment base of 24 full-time, year-round employees (this includes 20 contract trainers who are not all likely to be on site every training day) and (2) estimating the real estate value of the proposed Training Complex based on the land purchase value for the 70-acre site plus the capital improvements associated with only this initial development stage, the fiscal analysis shows that if the proposed Training Complex has existing during FY 2016 it would have generated a surplus of revenues over expenditures of \$15,823.40 or \$659.31 net fiscal benefit per on-site job. These fiscal flows are shown in Table 4 on page 9. In fact, the estimate revenues associated with Team Crucible's Training Complex are shown to be almost double the estimate cost of providing County services to the Training Complex.

A similar fiscal analysis for the buildout scenario, as outlined on page 4, reflecting the potential expansion of Team Crucible's scale of operations to 10,000 daily visits (trainee days) annually and the addition of 12,000 square feet of building space, with

a total of 90 full-time regular and contract trainers generates a fiscal benefit for Spotsylvania County totaling \$28,844.00. These results are presented in Table 5.

Table 4

Fiscal Impact of Team Crucible’s Initial Phase Training Complex
on Spotsylvania County in 2016
(in 2016 dollars)

Source	Per Job ¹	Fiscal Impact
Revenues		
Less Real Estate	\$670.04	\$16,080.95
Real Estate Revenue	655.21	15,725.00
Total Revenues	\$1,325.25	\$31,805.96
Expenditures		
	\$665.94	\$15,982.55
Net Fiscal Impact	\$659.31	\$15,823.40

Source: The Stephen S. Fuller Institute at the Schar School, GMU
¹based on 4 full-time regular and 20 contract jobs on-site

Table 5

Fiscal Impact of Team Crucible’s Buildout
Training Complex on Spotsylvania County in 2016
(in 2016 dollars)

Source	Per Job ¹	Fiscal Impact
Revenues		
Less Real Estate	\$670.04	\$60,303.60
Real Estate Revenue	316.39	\$28,475.00
Total Revenues	\$986.43	\$88,778.60
Expenditures		
	\$665.94	\$59,934.60
Net Fiscal Impact	\$320.49	\$28,844.00

Source: The Stephen S. Fuller Institute at the Schar School, GMU
¹based on 15 full-time regular and 75 contract jobs on-site

The buildout scenario also includes the construction of a 40,000 square foot office building to house other federal contractors compatible with Team Crucible’s services that may seek to co-locate to this site from other locations in the Washington region. The inclusion of the office building (@\$4 million construction cost) and the loading of this building with workers (full occupancy at 195 gross square feet per worker) would add 205 jobs to the site. Adding the fiscal impacts of these additional jobs and the related increase in real estate value to the buildout scenario, exclusive to Team Crucible as presented on Table 5, shows the full buildout proposal to generate a net fiscal benefit of \$63,681.50.

Table 6

Fiscal Impact of Team Crucible’s Buildout Training Complex
With Office Building on Spotsylvania County in 2016
(in 2016 dollars)

Source	Per Job ¹	Fiscal Impact
Revenues		
Less Real Estate	\$670.04	\$197,661.80
Real Estate Revenue	211.78	\$62,475.00
Total Revenues	\$881.82	\$260,136.80
Expenditures		
	\$665.94	\$196,455.30
Net Fiscal Impact	\$215.87	\$63,681.50

Source: The Stephen S. Fuller Institute at the Schar School, GMU

¹based on 90 Team Crucible employees and 205 office jobs housed in the proposed 40,000 square foot office building.

The site proposed for the Team Crucible Training Complex, as currently zoned, would accommodate 10 single-family detached residential units. If these 10 residential units had been built on this site, their fiscal impact would have generated \$39,831.35 in revenues during 2016 to the benefit of Spotsylvania County. However, they also would have placed a demand on County services totaling \$53,065.42 including educational costs of \$28,609.78 for 5.7 school-age children generated by these units. The net fiscal impact of developing this site under its by-right zoning would result in a cost to the County of \$13,234.07. However, by-right development of this site would cost the County not only \$13,234.07 but also the foregone fiscal benefits totaling \$15,823.40 that would have been generated had the site been used as proposed by Team Crucible. Consequently, by-right development would represent a total fiscal cost to the County of \$29,056.47. This fiscal cost would only increase under the build out proposal shown in Tables 5 and 6.

Summary of Findings

The proposed Team Crucible Training Complex has been shown to generate continuing and important economic activity to the benefit of Spotsylvania County, its workforce and business base, and a net fiscal surplus to Spotsylvania County's budget as shown in Table 7.

Table 7

Economic and Fiscal Impacts of the Proposed Team Crucible
Training Complex on Spotsylvania County
(in millions of 2016 dollars)

Phases	Direct Outlays	Total Output	Personal Earnings	Jobs Supported
Initial Proposal				
Construction	\$1.100	\$1.687	\$0.341	7.3
Operations	\$0.904	\$1.375	\$0.291	8.5
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Total Operations	\$6.689	\$10.11	\$2.122	65.1

Fiscal Impacts

Jobs	Revenues	-	Expenditures	=	Fiscal Impact
Initial					
24 ²	\$31,805.96		\$15,982.56		\$15,823.40
Buildout					
90 ³	\$88,778.60		\$59,934.60		\$28,844.00
295 ⁴	\$260,136.80		\$196,455.30		\$63,681.50

Source: The Stephen S. Fuller Institute at the Schar School, GMU

¹includes per diem allowances of \$91 and \$46 for hotel and food per trainee

²includes 4 fulltime regular jobs and 20 contract jobs at Crucible

³includes 15 fulltime regular jobs and 75 contract jobs at Crucible

⁴includes 90 Team Crucible jobs plus 205 jobs in the proposed 40,000 square foot office building

These positive economic and fiscal impacts reflect the Team Crucible Training Complex's large and continuing annual operating outlays and expenditures by trainees enrolled at the Training Complex. The Complex's positive fiscal impacts reflect its lower demand for County-provided services compared to its generation of revenues. These economic and fiscal benefits will occur in the first year of operations and are shown to expand with the growth in the level of training services provided at the Complex in future years. These economic and the fiscal benefits will recur annually and accumulate over the lifetime of the Training Complex

Appendix: Fiscal Impact Calculation

Spotsylvania County's FY 2016 Comprehensive Annual Financial Analysis (CAFR) will provide the basis for this fiscal impact analysis as its audited expenditures and revenues provide the best publicly available information on the distribution of County expenditures and the sources of the County's revenues. These fiscal data cannot be accurately projected into the future as both the future patterns of public service demands and the levels of revenues are subject to change: as the population grows and its spending patterns change, as the local economy slows down or accelerates, as levels of local public services vary, and as the magnitudes of intergovernmental transfers change. Given these uncertainties, the best practice for assessing fiscal impact is to insert the proposed project into the most recent budget year and calculate the budgetary impact it would have had, had it existed at that time, contributing revenues and placing demands on public services similar to those of other residents and businesses in the County during that year.

This analysis distinguishes between the revenues and expenditure demands placed on the County budget by its residential and non-residential functions; that is, its residents and its business activities and their associated employment base. This allocation of fiscal flows between residents and non-residential functions assigns revenues and expenditures as averages although it is recognized that some residents and some businesses demand more services from Spotsylvania County than other residents and businesses and, similarly, some residents generate more revenues than others as do some businesses, while others may be largely exempt from taxes (e.g., publicly owned properties and churches). Calculating the average per capita cost of providing services to the County's residents or its employment base and the per capita or per worker revenues generated by residents or in-county workers permits the potential fiscal impact of any proposed residential or commercial project to be compared to the County's current expenditure and revenue structure across its entire residential and non-residential base.

This analysis will show that not all residential or commercial projects will have the same fiscal impact. It will show where these fiscal impacts are positive or negative as well as the magnitudes of these fiscal impacts. Where specific revenue and expenditure determinations for a proposed project cannot be differentiated from the countywide averages (e.g., cost of General Government), countywide averages can be used in the equation. But where a specific expenditure or revenue flow can be estimated for a proposed project (e.g., real estate tax revenues and public school costs), the actual values can be substituted for average costs to reflect the differences between the proposed project and countywide averages.

The result of this fiscal analysis will provide the answer to the question: would the proposed development as proposed be a fiscal burden or a fiscal asset to Spotsylvania County?