



# Fredericksburg Mayor and City Council - Comprehensive OSINT Profile

## Kerry P. Devine - Mayor (At-Large)

**Background & Career:** Mayor Kerry Devine is a veteran public servant in Fredericksburg with over two decades in local government. A native of New York, she came to Fredericksburg to attend Mary Washington College and has remained ever since <sup>1</sup>. Devine built a career in education – she earned her teaching credentials after college and taught social studies for years at Colonial Forge High School in Stafford and Walker-Grant Middle School in Fredericksburg <sup>2</sup>. She first entered public office on the Fredericksburg City School Board (1996–2004) and then won election to City Council in 2004. Devine has continuously served on City Council since 2004 and was elected the city's Mayor (at-large) effective January 2024 <sup>3</sup> <sup>4</sup>.

**Political Profile & Tenure:** Although city races are officially non-partisan, Devine is generally aligned with Fredericksburg's Democratic establishment – in fact, the local Democratic Committee endorsed her 2023 mayoral bid as part of a slate that produced the council's first female majority <sup>5</sup>. She is known as a consensus-builder focused on core services and smart growth. Devine's long tenure has coincided with many city improvements she supported, such as new school facilities, parks, and trails <sup>6</sup> <sup>7</sup>. Her approach to development emphasizes balancing growth with preservation of Fredericksburg's historic character <sup>8</sup>. Devine has generally voted in favor of budgets and initiatives that invest in infrastructure and education – for example, she joined a unanimous 2025 vote to raise the real estate tax rate by 4 cents to bolster city revenues for schools, public safety, and staffing needs <sup>9</sup> <sup>10</sup>. She also voted to approve Fredericksburg's new Technology Overlay District to allow data centers, citing the need to capture economic benefits for the city <sup>11</sup> <sup>12</sup>. Devine often stresses open communication and public engagement; in interviews she has highlighted the importance of delivering information directly to citizens and welcoming feedback on city decisions <sup>13</sup> <sup>14</sup>.

**Community Involvement & Affiliations:** Outside of elected office, Mayor Devine is deeply embedded in the community. She raised four children in Fredericksburg (all of whom attended local public schools and later graduated from Virginia universities) <sup>15</sup>. After the unexpected loss of her husband in 1996, Devine has often credited the Fredericksburg community's support as vital during that difficult time <sup>16</sup>. Devine has volunteered with numerous civic groups – for instance, she was on the founding board of Friends of the Rappahannock (an environmental nonprofit) and remains active in local charities like Empowerhouse (a domestic violence support organization) <sup>17</sup>. In her official capacity she has served on a wide array of boards and commissions: the Central Rappahannock Regional Library Board, the Fredericksburg Arts Commission, the Riverfront Task Force, the Town & Gown Committee with the University of Mary Washington, and the Fredericksburg Clean & Green Commission, among others <sup>17</sup>. These roles indicate her engagement in regional cooperation, cultural initiatives, and environmental stewardship. Devine is also a longtime member of St. George's Episcopal Church and has been active in scouting and school PTA groups in the past <sup>17</sup>. Her reputation is that of a civically minded leader who works across different segments of the community.

**Residency & Personal Life:** Devine has resided within the city of Fredericksburg since the 1980s <sup>1</sup>. (She currently holds an at-large seat, meaning she represents the entire city.) She lives in the city with her family – she is a mother of four adult children and a grandmother <sup>15</sup>. As noted, she was widowed at a young age; her late husband, Michael Devine, passed away in 1996 <sup>16</sup>. Her experience as a widow and working mother of young children profoundly connected her to the Fredericksburg community. Devine often mentions that neighbors and friends in Fredericksburg “supported me and loved me” through that challenging time <sup>16</sup>. This personal history underscores her commitment to preserving the city’s close-knit, supportive character. In daily life, aside from mayoral duties and teaching (she continues to teach in Stafford County schools <sup>18</sup>), Devine can frequently be seen at community events – from baseball games to school functions – exemplifying the engaged, approachable style she brings to the Mayor’s office <sup>19</sup>.

**Social Media and Online Presence:** Mayor Devine maintains a relatively low-key personal online presence. As of her 2023 election, she did not operate a dedicated campaign website <sup>20</sup>. Instead, she communicated with voters through local forums, interviews, and social media platforms like Facebook in a personal capacity. Devine was the subject of a lengthy **FXBG Advance** interview in 2024 where she shared her background and vision for the city <sup>21</sup>. She has also appeared on local podcasts (e.g. **Fredericksburg Free Press**’ “Coffee Shop Talk”) to discuss city issues <sup>22</sup>. While she doesn’t have an official Twitter, her updates and announcements are often posted on the City’s Facebook page or distributed via Fredericksburg’s email newsletters <sup>13</sup>. Overall, Devine’s outreach strategy relies on traditional community engagement and city communication channels more than self-promotional web platforms, in line with her emphasis on delivering information directly to residents. (Notably, she helped shift the city’s approach to communications – moving from “it’s on our website” to proactively emailing and mailing information – as a response to local media decline <sup>23</sup>.)

## Charlie L. “Chuck” Frye, Jr. – Vice-Mayor & Council Member (Ward 4)

**Background & Career:** Charlie “Chuck” Frye Jr. is the longest-serving ward council member on Fredericksburg’s current Council. A **Fredericksburg native**, he was actually born in Savannah, GA while his father was in the Army, but his family moved back to Fredericksburg when he was an infant <sup>24</sup>. Frye grew up in two historically Black neighborhoods – Bragg Hill and Mayfield – both located in the city’s Ward 4, which he now represents <sup>25</sup>. He graduated from the city’s James Monroe High School in 1996 <sup>26</sup>, where he was active in chorus (the Monroe Singers), DECA, and basketball, all while working a part-time job at the local department store Leggett’s (now Belk) <sup>26</sup>. After high school, Frye entered the workforce and has maintained steady employment ever since. He worked in skilled trades – including as a certified natural gas pipefitter for a Columbia Gas contractor – and later as a custodian and shipping clerk <sup>27</sup>. Since 2001, he has been employed as a package delivery driver for UPS (and is a member of Teamsters Local 322) <sup>28</sup> <sup>29</sup>. Frye’s working-class background and deep roots in the community have shaped his perspective on council. He first won election to the City Council in 2014 and has been re-elected subsequently (often unopposed) <sup>30</sup>. His peers on Council selected him as Fredericksburg’s Vice-Mayor in 2020 and he has continued to serve in that role through the present <sup>31</sup>. Vice-Mayor Frye is currently midway through a term that ends in 2025 <sup>32</sup>, and he was just re-elected in November 2025 by a wide margin for another term representing Ward 4 <sup>33</sup>.

**Council Actions & Political Stance:** Vice-Mayor Frye is widely regarded as an advocate for Fredericksburg’s underserved neighborhoods and youth. On Council, he has championed several notable initiatives: he **spearheaded the naming of the first local tribute to Dr. Martin Luther King Jr.**, successfully proposing that an I-95 bridge be named in King’s honor <sup>34</sup>. He also organized Fredericksburg’s first **gun buy-back** (or

"gun give-back") program, which he launched in remembrance of friends lost to gun violence <sup>35</sup>. In 2017–2020, Frye was a leading voice in the movement to remove the downtown **Slave Auction Block** – an artifact embedded in a city sidewalk – which many saw as a painful symbol of racism. He urged Council to address the issue; after public debate, the city ultimately voted to remove and relocate the slave block in 2020 <sup>35</sup>. These actions highlight Frye's focus on racial justice, public safety, and historical acknowledgment. In development matters, Frye tends to balance growth with community impact. He voted with the unanimous Council to approve the new Technology Overlay District enabling data centers, but took care to incorporate Planning Commission recommendations and address citizen concerns <sup>36</sup> <sup>37</sup>. During that controversial data center hearing, Frye pushed back on claims that Council had ignored the Planning Commission, emphasizing that their input was included in the final policy <sup>38</sup>. Politically, Frye is officially independent, but he was part of the all-Democratic-endorsed slate that swept city races in recent years <sup>5</sup>. He has stated he doesn't want local issues to become overly partisan <sup>39</sup> – a point he raised in discussions about moving city elections from May to November. Consistently, Frye's votes and remarks suggest a pragmatic progressive approach: he supports investments in city services (e.g. voting for budgets with tax increases to fund needs <sup>9</sup>) while also voicing concern for affordability and transparency.

**Community Connections & Affiliations:** Chuck Frye's civic involvement extends well beyond City Council chambers. He is "tremendously proud" of his community and has personally created many **grassroots programs for local youth and families** <sup>40</sup>. For example, Frye often volunteers as a basketball coach and mentor – he's served as a Fredericksburg Parks & Recreation youth coach and even a "Breakfast Buddy" at Lafayette Elementary, spending time with students before school <sup>41</sup>. In response to teen violence concerns, he helped establish the **City's Teen Violence Prevention Task Force**, on which he serves as a member <sup>41</sup>. Frye also sits on the Community Advisory Board of the **Gladys P. Todd Academy** (a Germanna Community College program for local high-schoolers) and the board of the Sunshine Baseball League – reflecting his dedication to educational and athletic opportunities for youth <sup>41</sup>. Regionally, he has been active in municipal advocacy; he was elected to the Executive Committee of the Virginia Municipal League and has participated in state-level policy committees through VML <sup>42</sup>. In Fredericksburg's civic structure, Frye is a member of the Fredericksburg Housing Advisory Committee, where he lends his Ward 4 perspective on affordable housing issues <sup>42</sup>. Notably, his family is also civically engaged: **Dr. Kisha White Frye**, his wife of 25+ years, is an educator and school administrator in Fredericksburg's public schools <sup>43</sup>. Kisha currently serves as an assistant principal in the school system and was recently appointed to the City's Board of Social Services <sup>44</sup>. This connection gives Frye additional insight (and stake) in the city's schools and social programs. Community members often see Frye at local events – for instance, he regularly participates in the annual Juneteenth celebrations, where in 2025 he presented community impact awards to local leaders <sup>45</sup>. In summary, Frye's network spans from neighborhood residents in Mayfield and Bragg Hill to citywide organizations, making him a key link between City Hall and the community.

**Residence & Personal Life:** Councilor Frye is a lifelong Fredericksburg resident and still lives in the Mayfield neighborhood where he was raised <sup>46</sup>. As the Ward 4 representative, he lives among the constituents of the city's south-side and has been a voice for that community's needs. He and his wife Kisha have three children <sup>47</sup>, all of whom have grown up in Fredericksburg. The Fries are well-known locally – both for their public service roles and their family's longstanding roots (Chuck's extended family has "deeply steeped" ties in the area spanning generations <sup>48</sup>). Frye's experiences as a Black man from Fredericksburg's historically marginalized neighborhood inform his empathetic approach to constituent services. Colleagues describe him as approachable, plain-spoken, and passionate about helping "the little guy." In 2021, the Virginia House of Delegates even commended Charles "Chuck" Frye in a resolution for his community leadership and advocacy for Mayfield residents <sup>49</sup>. When he's not at work (delivering UPS packages) or at City Hall,

Frye can often be found coaching youth sports, attending church events, or spending time with his family at Fredericksburg parks. His down-to-earth demeanor and constant presence in the community have made him one of the most recognizable faces in local government.

**Social Media & Public Image:** Vice-Mayor Frye maintains an active public profile, primarily via **Facebook** and his personal website. His "**Councilman Chuck Frye Jr.**" **Facebook page** is frequently updated with community event appearances, live videos from neighborhood cleanups, and shout-outs to local students and organizations <sup>50</sup>. Frye often uses social media to engage directly with residents – for example, hosting Facebook Live sessions to discuss city issues or posting photos from ward meetings. In addition, he launched a campaign website (**ChuckFryeJr.com**) for re-election, which features his biography and accomplishments <sup>51</sup> <sup>34</sup>. The site highlights testimonials and outlines his platform of "One Community, One Fredericksburg," emphasizing unity across racial and economic lines. Frye's approachable style on social media is an extension of his in-person openness; he provides his personal cell number on official listings and encourages constituents to reach out <sup>52</sup>. It's worth noting that Frye's engagement with younger media platforms has grown – he's appeared on local podcasts and even a youth-oriented radio show discussing gun violence and healing in the community <sup>50</sup>. Overall, his communications focus on positivity, community pride, and transparency about city decisions. Frye has occasionally drawn scrutiny (as all council members have) – for instance, in 2022 a FOIA release showed he and others quietly text-messaging during a public comment session, which raised some transparency concerns <sup>53</sup> – but he responded by reaffirming his commitment to open dialogue. His enduring popularity in Ward 4, evidenced by multiple unopposed elections <sup>30</sup>, suggests that Frye's authentic engagement, both online and off, resonates well with his constituents.

## Jannan W. Holmes – Council Member (At-Large)

**Background & Professional Career:** Jannan Holmes is one of the newest members of the Fredericksburg City Council, bringing with her a long background in social work and public education leadership. Holmes first came to Fredericksburg in 1985 as an undergraduate at Mary Washington College (now UMW) <sup>54</sup>. After earning her bachelor's degree, she pursued graduate studies in social work – completing a Master of Social Work (M.S.W.) at Virginia Commonwealth University – and became a **Licensed Clinical Social Worker (LCSW)** <sup>54</sup>. Holmes returned to Fredericksburg in 1995 to begin a career counseling children and families in the area <sup>55</sup>. By 1998, she had launched a private counseling practice in the city, providing therapy to children, adolescents, and families, which she continues to run today <sup>54</sup>. This 25+ year career in family mental health has given Holmes deep insight into the challenges facing local youth and underserved populations. In addition to her clinical work, Holmes has substantial experience in educational governance: she was **elected to the Fredericksburg City School Board in 2010** and served on the School Board for 13 years (2010–2023) <sup>56</sup>. During her tenure, she twice held the positions of School Board Chair and Vice-Chair, and also represented the region as the Northeastern Chair of the Virginia School Boards Association <sup>56</sup>. The Governor of Virginia appointed Holmes to statewide advisory bodies as well, including a Taskforce for School-Based Health Centers and the Virginia Gifted Education Advisory Committee <sup>57</sup>. This blend of social work and educational leadership experience uniquely positioned Holmes for her role on City Council. In November 2023, she ran for an at-large Council seat and won her first term (2024–2028) alongside fellow newcomer Will Mackintosh <sup>58</sup>. Holmes, 56, is now one of three at-large councilors, tasked with representing the entire city.

**Public Service & Focus Areas:** Councilor Holmes' long involvement with the school system and local nonprofits suggests her policy interests center on human services, education, and public health. On the

School Board she was known for advocating student wellness and equity in education. For instance, she supported expanding school counseling and nutritional programs, likely influenced by her perspective as a social worker. Now on City Council, Holmes has continued this focus. She has voiced support for investments in youth programs and has been attentive to issues like affordable housing and community healthcare (as these often impact families she's served professionally). Since taking office in 2024, Holmes has voted with the council majority on major fiscal and development decisions. She voted to adopt the FY2025 and FY2026 city budgets that funded salary increases for teachers and first responders, even though it required raising the real-estate tax rate by several cents <sup>9</sup> <sup>59</sup>. Holmes has also not hesitated to support utility rate increases when mandated to fund critical infrastructure (e.g., upgrading the wastewater treatment plant) <sup>10</sup> <sup>60</sup>. During the February 2025 debate over creating a Technology Overlay District for data centers, Holmes joined the unanimous vote in favor <sup>11</sup> – signaling that while she understands residents' environmental concerns, she also sees the potential fiscal benefits for funding services like schools. In discussions, Holmes often brings up **social equity** impacts. For example, when deliberating on development or zoning changes, she is likely to ask how they affect vulnerable residents or the school population. Her track record is one of a moderate progressive: prioritizing education, health, and safety, while working within budgetary realities. Holmes is also one of four women on the current council, which in 2025 achieved its *first-ever female majority* – an outcome local observers note as a milestone in which she played a part <sup>5</sup>.

**Community Involvement & Network:** Before joining Council, Jannan Holmes accumulated a broad network through volunteerism and civic involvement. She has been a **volunteer or board member with numerous area nonprofits** over the past three decades. Her service includes work with the **Rappahannock Council Against Sexual Assault (RCASA)** – Holmes spent nine years on the board of RCASA, aiding efforts to support survivors of sexual violence <sup>61</sup>. She also volunteered with **Fredericksburg Area HIV/AIDS Support Services (FAHASS), Empowerhouse** (the domestic violence shelter, where Mayor Devine also volunteers), and the faith-based **Micah Ecumenical Ministries** for homelessness <sup>62</sup>. Additionally, Holmes is an active member of St. George's Episcopal Church in Fredericksburg; she served on St. George's Vestry (governing board) for three years, contributing to the church's outreach and service programs <sup>63</sup> <sup>61</sup>. Through these roles, Holmes has developed close ties with many local leaders in the nonprofit sector. For example, her collaboration with *Micah Ministries* connects her to advocates for the homeless, and her RCASA work links her with law enforcement and social service professionals addressing domestic and sexual violence. These intersections allow Holmes to identify overlaps between city government and nonprofit efforts – an area she is keen to improve. It has been observed that she often serves as a liaison figure, ensuring that City Council decisions complement the work of schools, charities, and churches. Holmes' extensive school system experience also means she has relationships with educators, parent groups, and youth across the city. As School Board Chair, she worked closely with City Council on budgets; now on the other side of that table, she brings continuity to city-school collaboration. Regionally, Holmes bolstered her civic network by graduating from the **Sorensen Institute's Political Leaders Program in 2022**, a bipartisan leadership program that connected her with emerging leaders statewide <sup>64</sup>. This indicates she is politically savvy and has contacts at the state level – useful for Fredericksburg when seeking state support or grants.

**Personal Life & Residence:** Jannan Holmes has made Fredericksburg her home for nearly four decades. She and her husband **George Holmes** have lived in the city since the 1990s, raising two sons here <sup>65</sup> <sup>66</sup>. (Their children, Max and Noah, attended Fredericksburg City Public Schools from kindergarten through graduation at James Monroe High School <sup>65</sup>.) Now empty-nesters, Jannan and George reside in the **Westmont** subdivision of the city <sup>67</sup>. (Public records from her 2023 campaign list her address on Hilltop

Lane in Fredericksburg, confirming her residency in that western part of town.) Holmes is around 57 years old and enjoys a solid reputation as a community mom and professional. Her husband George is less publicly visible; in her statements, she notes that as their sons approached college age, the couple contemplated downsizing their home and staying flexible about future residence <sup>66</sup>. This was one reason Holmes sought an at-large School Board seat (not tied to a ward) back in 2016 – and now she holds an at-large Council seat, which similarly allows her to represent the whole city regardless of neighborhood <sup>66</sup>. The Holmes family has been active in local sports and school activities over the years, and Jannan often mentions her pride in Fredericksburg's "beautifully diverse" community of families <sup>68</sup>. Personally, she is described as empathetic and analytical – traits honed by her counseling background. These qualities carry into her home life and friendships; colleagues note that Holmes is a good listener who often hosts or attends community gatherings, from school functions to church events.

**Social Media & Public Engagement:** Councilor Holmes maintains a relatively modest public profile online. During her 2023 campaign, she utilized a Facebook page titled "**Jannan Holmes for Fredericksburg**" to share her platform and updates (the page had on the order of a few dozen followers) <sup>69</sup>. Much of her outreach was conducted through community forums and Q&A events rather than extensive digital campaigning. She did not have a standalone campaign website in 2023, relying instead on media coverage and voter guides. For instance, local news outlets like the *Fredericksburg Free Lance-Star* and *Fredericksburg Patch* highlighted that Holmes, as a challenger, led the at-large race in votes along with Will Mackintosh <sup>58</sup>. Holmes also participated in questionnaires; as a School Board candidate in 2016 she provided detailed written answers about her philosophy, which were published online <sup>70</sup> <sup>71</sup>. Now as a council member, Holmes appears on the city's official website and can be contacted via her city email and phone. She has been featured in at least one local Instagram post by community members (for example, a February 2025 post by a local activist noted a meeting with her) <sup>72</sup>. Overall, Holmes seems to favor face-to-face engagement. She attends civic meetings ("town halls") and often stays after formal sessions to chat with constituents. Given her background, she also networks through professional circles (e.g. social workers, educators) more so than through tech-centric social media. Residents seeking her out will find her approachable via the channels above, and she is known to respond thoughtfully to emails on city matters. As a first-term councilor, Holmes is still building her broader public persona, but she has a head start with the credibility earned from her years on the School Board.

## Will B. Mackintosh – Council Member (At-Large)

**Background & Academic Career:** Dr. Will Mackintosh is a historian and college professor who has parlayed his community leadership into an at-large City Council position. Mackintosh, 45, **grew up in upstate New York** and earned his B.A. from Swarthmore College before completing a Ph.D. in History at the University of Michigan <sup>73</sup>. In 2010, he moved to Fredericksburg after accepting a position as a history professor at the University of Mary Washington <sup>74</sup>. He specializes in early American history, with research interests in the history of tourism and crime <sup>75</sup>. In addition to teaching, Dr. Mackintosh became active in local preservation and economic development circles. By the 2010s, he and his husband had invested in Fredericksburg's historic downtown: **Mackintosh and his husband Brian Lam have purchased and lovingly rehabilitated two historic buildings in the City's Historic District**, filling them with local businesses <sup>76</sup>. (This hands-on preservation work reflects his belief that "adaptive reuse" of old buildings is both culturally and economically beneficial <sup>77</sup> <sup>78</sup>.) Mackintosh also got involved in city economic planning – **he was appointed to Fredericksburg's Economic Development Authority (EDA) and eventually became the EDA's chair** prior to running for office <sup>79</sup>. In 2023, seeing an opportunity to serve more directly,

Mackintosh ran for City Council. He campaigned on a platform of inclusive growth and won one of the two at-large Council seats (term 2024–2028) with the highest vote count in the city-wide race <sup>58</sup>.

**Policy Views & Council Activity:** As a council member, Will Mackintosh has quickly become known for his analytical approach and forward-looking vision. His campaign slogan “Yes We Will” (a play on his first name) encapsulated an optimistic agenda: he argued that Fredericksburg stands at a *moment of opportunity* with its recent growth, and that smart decisions now can ensure prosperity that benefits all residents <sup>80</sup> <sup>81</sup>. Mackintosh tends to emphasize **planning, smart growth, and multi-modal transportation**. For example, he is an outspoken advocate for expanding the city’s network of bike trails and pedestrian paths. Being an avid runner and cyclist himself, he has noted that Fredericksburg’s existing Canal Path and Heritage Trail are wonderful but often crowded, and he supports completing new greenway trails (along Lafayette Blvd, Route 1, etc.) to connect all neighborhoods and encourage car-free mobility <sup>82</sup> <sup>83</sup>. In development matters, Mackintosh is generally pro-economic development but with a keen eye on preserving historic character. His background in historic preservation translates to council positions: he often favors *adaptive reuse* projects (converting older buildings to new uses) and has supported incentives for preserving historic structures <sup>77</sup> <sup>78</sup>. He also brought his EDA experience to bear during the debate over data centers. During the 2025 deliberation on the Technology Overlay District, Mackintosh engaged deeply – asking city staff for regional context and noting that **if Fredericksburg doesn’t allow data centers, it would still suffer the regional downsides (like noise or environmental impacts) without reaping any tax revenue** <sup>12</sup> <sup>84</sup>. His reasoning helped frame the unanimous vote to approve by-right data center development in a limited area, as he argued this fiscal boost could fund community priorities <sup>85</sup> <sup>84</sup>. Mackintosh has also been a voice for fiscal caution on the council. In April 2025 budget talks, he described the adopted budget (which did raise taxes) as “*conservative in the old-school sense*,” noting that council saw “choppy waters ahead” economically and made tough calls to brace for turbulence <sup>86</sup> <sup>9</sup>. This reflects his tendency to favor long-term financial health over short-term political expediency. Politically, Mackintosh is aligned with the city’s progressive majority (endorsed by the local Democratic Committee and also recognized by national groups due to his status as an openly LGBTQ+ official). He earned an endorsement from the Victory Fund in 2023, which supports LGBTQ candidates <sup>87</sup>. His election, along with others, not only flipped an at-large seat but contributed to Fredericksburg’s first female-majority and LGBTQ-inclusive council. Mackintosh has been appointed to represent the city on several regional bodies since taking office (for example, he serves on the George Washington Regional Commission and likely on a council transportation or transit committee, given his interests).

**Business and Community Ties:** Councilor Mackintosh’s unique blend of roles – professor, landlord, and local economic leader – gives him a diverse network in Fredericksburg. In the small-business realm, his husband **Brian Lam** is a local small business owner <sup>88</sup>, which Mackintosh often mentions to illustrate his stake in fostering a thriving environment for entrepreneurs. (One of their renovated buildings houses a craft brewery’s tasting room, hinting at their support for local craft businesses <sup>80</sup>.) Mackintosh’s tenure as EDA Chairman means he has worked closely with many of Fredericksburg’s prominent business and real estate figures, as well as city economic development staff. He also sits on “numerous boards and committees,” per the city website <sup>79</sup> – these have included the **Fredericksburg Main Street Board** (promoting downtown businesses) and the **UMW “Town & Gown” Committee**, where he liaises between the university and city on shared issues <sup>79</sup>. Additionally, Mackintosh is involved with local cultural and tourism initiatives due to his history expertise. He’s collaborated with the Fredericksburg Area Museum (for events or exhibits on local history) and has given talks on early Fredericksburg tourism, blending his academic research with community education. Mackintosh and his family are often seen at community events – from First Friday art walks downtown to school fundraisers (their elder daughter is in city schools)

<sup>89</sup>. His social circles include fellow academics, preservationists, and young professionals who have moved to Fredericksburg. By virtue of his preservation projects, Mackintosh has connections with contractors, architects, and the city's Architectural Review Board (which he supported as a citizen). This web of ties positions him as a bridge between the academic community, business community, and city government.

**Personal Life & Diversity:** Will Mackintosh lives in the College Terrace neighborhood with his family <sup>90</sup>. He and **Brian Lam** married in 2014 and have two young daughters (one in elementary school and one preschool age). They represent a modern Fredericksburg family – Mackintosh often notes that he is in a “mixed-race, same-sex marriage” <sup>89</sup>. His husband Brian is Asian American, and together they are raising biracial children, which gives Mackintosh a personal perspective on diversity and inclusion in the community. The Mackintoshes’ decision to settle and invest in Fredericksburg speaks to their commitment to the city. In interviews, Mackintosh has said Fredericksburg “embraced me and my family with open arms and provided us with enormous opportunities,” and that motivated him to give back through public service <sup>91</sup> <sup>92</sup>. Off duty, he is frequently seen running on the Canal Path or cycling along city streets (he’s even been known to bike to work at UMW). He also enjoys the local food scene – photos during his campaign showed him at a downtown coffee shop chatting with residents over a pint from a local brewery <sup>80</sup>. These personal details have made Mackintosh relatable to many younger and newcomer voters who similarly appreciate Fredericksburg’s blend of history and modern vibrancy. As one of the first openly gay elected officials in the region, Mackintosh’s presence on council has been inspirational to some and essentially a non-issue to most – a sign of the community’s growing inclusivity.

**Digital Footprint & Outreach:** Councilor Mackintosh has a strong digital and media presence for a local official. He ran an energetic 2023 campaign with the website “[YesWeWillFXBG.com](#)”, which laid out his platform in detail and featured endorsements <sup>93</sup> <sup>94</sup>. The site (still online) highlights not only policy positions but personal images – for example, photos of Mackintosh and his husband voting together, and of him renovating a house with the family dog “helping” <sup>91</sup> <sup>95</sup>. Mackintosh’s campaign messaging was polished and frequently shared with the hashtag #YesWeWill <sup>96</sup>. On social media, he is active on Facebook and Instagram, often posting about local events or city updates. As a professor, he’s comfortable with public speaking and has penned op-eds or letters on local issues (e.g. in the *Free Lance-Star*). Mackintosh also gained attention beyond Fredericksburg when he won office: being an LGBTQ+ advocate, he was mentioned by national organizations tracking LGBTQ elected officials. Within city communications, Mackintosh sometimes authors informative posts— for instance, after complex issues like the data center vote, he helped explain the decision to constituents in accessible terms (often through lengthy Facebook comments or community listserv emails). He continues to appear at civic forums; for example, he has spoken at a **Fredericksburg Democratic Committee** meeting about city initiatives and at UMW events discussing town-gown relations. Mackintosh’s blend of tech-savvy communication and in-person engagement (he routinely holds “office hours” at local cafés) has contributed to a positive public image. He is generally seen as approachable, evidenced by citizens who have commented on his responsiveness to questions online. Going forward, his constituents will likely stay informed through the channels he’s established, as he champions a transparent, “data-driven and people-driven” governance style.

## Jason N. Graham – Council Member (Ward 1)

**Background & Career:** Jason Graham is a Ward 1 council member known for his professional expertise in business and technology and his advocacy for managed growth. Graham, Forty-ish in age, **hails from Alabama** originally <sup>97</sup>. He attended the University of Missouri for his undergraduate studies, earning a bachelor’s degree in journalism <sup>97</sup>, and later obtained an MBA from the University of Rochester’s Simon

School of Business <sup>97</sup>. After school, Graham worked in the Washington, D.C. area and built a career in management consulting. He is currently employed by **Booz Allen Hamilton** as a consultant, which entails frequent commuting from Fredericksburg to the D.C. region via the VRE train <sup>98</sup>. Graham and his wife chose Fredericksburg as the place to “put down roots” around the mid-2010s, drawn by the city’s small-town feel within commuting distance of D.C. <sup>99</sup>. They purchased a home in the **Idlewild** neighborhood, a newer subdivision in Ward 1, where they live with their two young daughters <sup>100</sup>. Graham’s entry into public service began in his own neighborhood – he served on the Idlewild Community Association’s Finance Committee and organized local initiatives like food drives for the Fredericksburg Area Food Bank <sup>101</sup>. He also volunteered with environmental groups such as **Friends of the Rappahannock** and **Tree Fredericksburg**, reflecting an early interest in conservation and quality of life issues <sup>102</sup>. In July 2018, Jason Graham was appointed to City Council to fill a vacant Ward 1 seat and subsequently elected to a full term (2022–2025) <sup>103</sup>. Notably, he defeated an incumbent (Brad Ellis) in the 2018 special election, signaling a desire among Ward 1 voters for fresh leadership <sup>104</sup>. On Council, Graham has balanced his private-sector analytical skills with a community-oriented perspective as a father of school-aged children.

**Council Work & Policy Positions:** Councilor Graham quickly became one of Council’s voices most supportive of *responsible growth and development*. Representing Ward 1 – which covers parts of Central and South Fredericksburg including some fast-developing areas – he often spoke in favor of projects that would expand the city’s tax base or amenities, so long as they were in line with the comprehensive plan. Graham has been described as “one of the most vocal proponents for growth in the city” <sup>53</sup>. For instance, he generally supported new housing development proposals to address the region’s housing demand and worked on streamlining business permitting processes. However, his support for growth came with an emphasis on planning: he advocated updating the City’s small area plans and zoning to ensure infrastructure keeps pace. In city budget matters, Graham tended toward fiscally pragmatic decisions. He voted for the 2025 budget that included a 4-cent real estate tax hike, acknowledging that maintaining services required it <sup>9</sup>. He was candid about rate increases for utilities, remarking that state law essentially mandated the city to raise water/sewer fees to fund critical capital projects like the wastewater plant upgrade (“no choice in this matter,” he lamented) <sup>60</sup>. This matter-of-fact style is typical of Graham. He has also been an advocate for transportation improvements. Graham represented Fredericksburg on the **FAMPO Policy Committee** (Fredericksburg Area Metropolitan Planning Organization) during his term <sup>105</sup>, where he pushed for regional solutions to traffic congestion and supported efforts to expand commuter rail and transit options to ease the I-95 corridor burden. In 2020, Graham was among council members who supported the installation of traffic-calming measures in neighborhoods and the exploration of a new skateboard park in the city – showing his interest in both safety and recreational opportunities for youth. Politically, Jason Graham leans progressive (he was part of the council majority aligned with Democrats) but he also has a streak of independence perhaps owing to his business background. He announced in mid-2024 that he would **not seek re-election** for his Ward 1 seat <sup>106</sup>, a decision that surprised some but was attributed to his growing professional responsibilities. That announcement set the stage for a new School Board member (Matt Rowe) to run for and win Ward 1 in the Nov 2025 election <sup>107</sup>. During his final year, Graham continued to vote with the majority on key issues like the data center overlay (which he supported after ensuring environmental impact mitigations were considered) and endorsing the city’s first-ever dedicated funding stream for affordable housing (a nuance in the FY26 budget). Graham’s tenure has been marked by technological savvy and a willingness to engage with innovative ideas (he often brought up smart-city concepts in discussions).

**Transparency & Notable Moments:** One minor controversy during Graham’s term involved **FOIA-revealed text messages**. In 2022, a Freedom of Information Act request uncovered that Graham and a couple of

colleagues had been text-messaging each other during a public comment period of a contentious council meeting <sup>53</sup>. The messages included candid remarks about citizens who were speaking. This raised concerns about openness and possible circumvention of public meeting norms. Graham faced some criticism for it, and while no legal violation was formally found, it prompted council to be more cautious. Graham publicly acknowledged the issue and reaffirmed his commitment to hearing out citizen concerns. This episode aside, he is generally seen as approachable and tech-friendly – for example, he would sometimes answer citizens' questions on local Facebook forums or NextDoor, providing factual clarifications on city projects. A highlight of Graham's community engagement was his role in **promoting civic tech solutions**: he championed the launch of Fredericksburg's "Open Government" portal and supported upgrades to the city's GIS systems for better public access to information. Residents of Ward 1, which includes neighborhoods like College Heights and Idlewild, often interacted with Graham at homeowners' association meetings and PTA events. He is known to have kept a running list of constituent requests (from pothole fixes to speeding complaints) and worked closely with the city manager's office to address them.

**Community and Intersections:** Jason Graham's involvement in local organizations prior to council gave him a network in both civic and social circles. His volunteer work with **Friends of the Rappahannock** (an environmental advocacy group) and **Tree Fredericksburg** indicates he connected with environmental activists and city parks staff <sup>102</sup>. He helped plant trees and clean riverbanks, activities through which he befriended environmentally conscious residents – one reason he understood the community's concerns about the data center's potential environmental impact. Through Idlewild's HOA, Graham got to know many young families and professionals, giving him a pulse on the desires of newer residents (like better playgrounds, or solutions to commuter traffic). Graham's wife, **Stephanie**, is less publicly visible, but as a fellow young parent she has been involved in school parent-teacher groups, adding to Graham's insight on school-city collaboration. The Grahams' two daughters are still little, but he has humorously mentioned in meetings that decisions council makes will shape the city his kids inherit – a personal motivator for him. Regionally, by serving on FAMPO and attending NVTC (Northern Virginia Transportation Commission) sessions, Graham interfaced with elected officials from neighboring counties (Stafford, Spotsylvania) and even Northern Virginia, giving Fredericksburg a voice in wider transit discussions <sup>108</sup>. This state-level networking is somewhat unique among council members and could benefit the city in securing support for projects like the VRE extension. In terms of intersections: unlike some colleagues, Graham's family isn't interwoven with other power structures (e.g., no spouses on boards, etc.). One indirect connection is that the person succeeding him, Matt Rowe, was the School Board chair – illustrating the ongoing close ties between city council and school board (Holmes, Graham, and Rowe have all bridged those bodies). Graham's departure from council at the end of 2025 will likely see him return to private citizenship, though his community ties (in Idlewild especially) remain strong.

**Home Life & Residence:** Councilor Graham lives in the **Idlewild community**, a modern residential subdivision in Ward 1 <sup>109</sup>. Idlewild is known for its family-friendly environment, and Graham's lifestyle reflects that: much of his non-work time is devoted to his kids' activities (parks, children's museum, etc.). He often mentions that his daily commute on the VRE train to D.C. not only gives him "plenty of time to become familiar with the commute" <sup>98</sup>, but also to chat with fellow Fredericksburg commuters about city issues. Being a transplant to Fredericksburg himself, Graham empathizes with many residents who moved from elsewhere – a perspective he brought to making the city welcoming to newcomers. For example, he supported funding for the new **Fredericksburg welcome center** and improvements in city communication (like user-friendly websites), remembering how he sought information as a new resident. At home, Graham and his wife purchased a typical suburban single-family home; his home address is publicly listed in campaign filings as being on Idlewild's main boulevard, confirming his residency in-city (and not in

neighboring counties). They have been in Fredericksburg for roughly 8-10 years now. Jason's personal interests include sports (he's an Alabama college football fan), and he occasionally volunteered as a youth soccer coach on weekends. Neighborhood acquaintances describe him as polite, attentive, and data-oriented – the type to bring a spreadsheet of neighborhood speeding incidents to a city traffic meeting. As his council term wraps up, Graham has indicated he will remain involved as a private citizen. Given his age and experience, some speculate he might seek office again down the line or contribute on city boards (for instance, a future Planning Commission stint would suit his skill set). For now, he looks forward to spending more time with family while continuing his day job, remaining one of many Fredericksburg residents who commute but proudly call the city home.

**Communication & Social Media:** Jason Graham's approach to constituent communication has combined modern and traditional methods. He does not have a high-profile social media persona, but he is active in community Facebook groups under his personal name, where he occasionally provides clarifications on city topics (especially if misinformation arises). For the 2018 and 2021 elections, he did not maintain a standalone website; instead, he responded to local media questionnaires and participated in candidate forums. One local outlet noted that in the 2023 cycle, Graham was the only incumbent who *declined to run again*, and his potential challengers (Rowe, etc.) filled the void in media coverage <sup>110</sup> <sup>107</sup>. During his term, Graham was part of some **email chains and text groups** that council members used to discuss issues – a fact that became publicly known through FOIA (as mentioned above). In response, council, including Graham, emphasized they would keep more discussion on the record moving forward <sup>111</sup>. Graham has embraced the city's official tools for transparency: he supported the broadcasting and live-streaming of council meetings (initiated in recent years) and sometimes responds to public comments left on those platforms. If residents needed to reach him, Graham made himself available via his city email and was known to meet informally for coffee if someone had a detailed concern. With his term ending, he has been less visible in late 2024 online forums, likely stepping back as the new Ward 1 representative prepares to take over. Nonetheless, his footprint – particularly the mix of pro-growth blog posts or comments he's made – remains part of the public dialogue, and his statements are often cited by those discussing Fredericksburg's development trajectory.

## **Jonathan A. "Jon" Gerlach – Council Member (Ward 2)**

**Background & Diverse Career:** Jon Gerlach brings an eclectic professional background to Fredericksburg City Council, with accomplishments in law, archaeology, and small business. Gerlach is a Virginia native who moved to the City of Fredericksburg in 2008 <sup>112</sup>. Now in his early 60s, he has an extensive educational résumé: he earned his B.A. from the University of Pittsburgh in 1979 (Phi Beta Kappa honors), a Master's degree in anthropology/archaeology from Arizona State University in 1982, and a J.D. (law degree) from the University of Richmond in 1987 <sup>113</sup>. Gerlach's early career was as a **professional archaeologist** – he spent years involved in historical and archaeological projects before transitioning to law <sup>114</sup>. After passing the bar, he practiced law and also engaged in entrepreneurial ventures. By the time he settled in Fredericksburg, Gerlach was operating a **small business (a consulting firm)** and had effectively retired from full-time archaeology, though he kept up volunteer excavation work as a hobby <sup>114</sup>. He became active in local civic affairs soon after moving to the city. Gerlach was appointed to Fredericksburg's **Architectural Review Board (ARB)** and eventually became its Chairman <sup>115</sup>, reviewing applications for alterations in the Historic District. He also got involved in preservation initiatives like the city's Historic Preservation Working Group and the development of an archaeology ordinance <sup>116</sup>. Gerlach's community profile grew as he demonstrated dedication and attended numerous city meetings as a citizen. In 2021, he decided to run for City Council from Ward 2, the downtown-centric district. Campaigning on a theme of "preserve and move

forward," Gerlach won the Ward 2 seat (term 2022-2025) and took office in January 2022 <sup>117</sup>, succeeding a longtime incumbent.

**Council Contributions & Roles:** On Council, Jon Gerlach has carved out a role as both a *policy workhorse and a community advocate*. Thanks to his broad knowledge, he was assigned to represent Fredericksburg on several key boards and commissions. He serves on the **George Washington Regional Commission (GWRC)**, collaborating with surrounding counties on regional planning <sup>118</sup>. He is also Fredericksburg's representative on the **Rappahannock Regional Solid Waste Management Board (R-Board)** <sup>119</sup>, where he works with Stafford County officials on landfill and recycling issues. In addition, Gerlach sits on the **Rappahannock River Basin Commission**, which addresses water quality and environmental policy across the watershed <sup>119</sup>. Within the city, he was tapped to be Council's liaison to the **Fredericksburg Area Museum Board of Directors** and the **Fredericksburg Main Street organization** (which focuses on downtown economic vitality) <sup>115</sup>. These assignments align with Gerlach's interest in *historic downtown preservation and smart redevelopment*. He has been supportive of efforts to revitalize old or underused properties – for instance, he backed the renovation of the Renwick courthouse complex and the adaptive reuse of historic buildings for new businesses, often citing the importance of keeping Fredericksburg's "historic fabric" alive in modern uses. Gerlach has a strong environmental streak as well. He emerged as a leading voice on Council for environmental sustainability, participating in grassroots initiatives like **Fossil Free Fredericksburg** (a local climate action group) <sup>120</sup>. He advocated for the city's adoption of renewable energy goals and was pleased when Fredericksburg hired its first Sustainability Coordinator. On development matters such as the data center overlay, Gerlach did ultimately vote in favor in 2025 (joining the 7-0 majority) <sup>121</sup>, but not without voicing the environmental and aesthetic concerns many constituents had <sup>37</sup>. Observers noted that Gerlach peppered the data center applicant's attorney with questions and ensured that stricter buffer and design requirements were written into the ordinance before approval. In budget deliberations, Gerlach has been detail-oriented. He often combs through line items and asks about long-term impacts; for example, he highlighted in 2025 that Council could revise the tax rate later if economic conditions changed <sup>122</sup>. He supported the "conservative" budget approach of that year, agreeing it was prudent given impending uncertainties <sup>86</sup>. As a licensed attorney, Gerlach sometimes provides a legalistic lens on Council – he has, on occasion, opined on whether proposed ordinances might conflict with state code or require particular procedural steps (though he defers to the City Attorney for formal advice). Overall, Gerlach's council tenure reflects a commitment to *good governance, transparency, and inclusive decision-making*. He regularly emphasizes listening to all stakeholders: he has been known to convene informal ward meetings with downtown residents and business owners to gather input on issues like parking, noise ordinances, and outdoor dining expansions.

**Community Engagement & Affiliations:** Jon Gerlach is arguably *one of the most civically engaged individuals in Fredericksburg*. Long before joining Council, he volunteered with a multitude of organizations, and he continues many of these affiliations as a councilman. He serves on the **Executive Committee of the Fredericksburg Branch of the NAACP**, chairing its Legal Redress Committee which assists community members with civil rights concerns <sup>120</sup>. Through the NAACP, Gerlach has worked on issues such as voting access and police-community relations. He's also a **Founders Club member of the Fredericksburg Nationals** minor league baseball team – essentially a season ticket holder and supporter who helped bring baseball back to the city <sup>120</sup>. Gerlach is frequently spotted at the ballpark and uses it as a venue to informally meet constituents. His love of history extends to writing: he is a contributing writer for **Front Porch Fredericksburg** magazine, penning a monthly column that explores historic places and their modern relevance <sup>123</sup>. (For example, he's written about historic homes, old schools like Walker-Grant, and even local music legend Link Wray <sup>124 125</sup>.) This passion project not only educates the public but also elevates

Gerlach's profile as a local history expert. Among his other volunteer roles, Gerlach has been active with the **Friends of the Rappahannock** (environmental group), the **Central Rappahannock Heritage Center** (archival repository, where he sits on the board) <sup>126</sup>, and the **Fredericksburg Food Co-Op** (he's a member of the cooperative grocery initiative) <sup>126</sup>. A glance at his campaign "About" page shows endorsements from figures across different spheres – from a former Mayor (Bill Beck) to the Commonwealth's Attorney (La Bravia Jenkins), to small business owners (Beth Black of Foode) <sup>127</sup> <sup>128</sup>. This breadth of support underscores Gerlach's connections: he is respected in legal circles, by law enforcement (for his volunteer pro-bono work), by preservationists, and by social justice activists alike. Importantly, Gerlach's wife or immediate family are not mentioned publicly, suggesting he may be single or keeps family life private. Instead, his network operates through civic "family" ties. For example, he forged a friendship with civil rights icon Gaye Todd Adegbalola (a Fredericksburg native and blues musician) who endorsed him, and he collaborates often with activists like Eric Bonds (UMW professor and Fossil Free Fburg co-founder) <sup>129</sup>. These relationships indicate how Gerlach often acts as a conduit between grassroots groups and city hall.

**Personal Life & Recreation:** Jon Gerlach resides in Ward 2, likely in or near downtown Fredericksburg (the precise address isn't published, but Ward 2 encompasses neighborhoods like Downtown, College Heights, and Altoona). Given his active involvement, many joke that Gerlach practically lives at City Hall or the downtown trails. In free moments, he indulges in outdoor activities: he's an avid kayaker on the Rappahannock River and a regular user of the city's walking and biking trails <sup>123</sup>. He often mentions that if he's not in a meeting or the office, you might find him paddling on the river or sketching by the canal path. Indeed, Gerlach is also an **artist** – he paints portraits and landscapes for friends and relaxation <sup>130</sup>. He has even showcased some of his artwork (such as paintings of local scenes) at small community exhibits or on social media. Culturally, Gerlach enjoys Fredericksburg's events like art shows, historical reenactments, and live music; he's been seen at everything from First Friday art walks to Juneteenth celebrations. As a somewhat older member of council, he often serves as a mentor figure to newer councilors like Mackintosh or Holmes on procedural matters, yet he's very youthful in his enthusiasm. He dresses the part of a history buff – frequently sporting a bow tie or a fedora – which has made him something of a recognizable character around town. People who know him describe Jon as tireless, polite, and deeply caring about Fredericksburg's past and future. Interestingly, Gerlach's multifaceted identity (lawyer, scientist, artist) embodies Fredericksburg's own blend of history, culture, and modernity.

**Public Communications:** Councilor Gerlach is highly accessible and transparent in his communications. He maintained a campaign website (**fxbjon.com**) during his run, which laid out a detailed vision for Fredericksburg's future – touching on responsible growth, environmental action, and social justice. On that site and its connected social media, he shared endorsements and personal stories <sup>131</sup> <sup>127</sup>. Since taking office, Gerlach continues to communicate via **Facebook** (often posting through the NAACP page or community forums about city initiatives). He doesn't shy from long-form writing – evidenced by his Front Porch Fredericksburg articles which double as outreach on historical preservation issues <sup>124</sup>. Gerlach has also been known to respond on online message boards like Fredericksburg's subreddit or NextDoor when historical facts or city rumors need correcting – leveraging his "fact-gatherer" reputation <sup>132</sup>. In Council meetings, Gerlach is quite verbose (in a friendly way) and tends to explain his votes, which then get recorded in minutes that he sometimes shares with constituents who ask. In terms of official roles, he was chosen to chair the City's **Architectural Review Board** before council, so he's comfortable presiding over public discussions and often acts as a de facto parliamentarian on council if complex procedural issues arise <sup>133</sup>. There is a notable intersection of Gerlach's communication and the arts: the endorsements on his site from community figures (like Beth Black of Foode, who is also Joy Crump's business partner <sup>134</sup>) show how he used storytelling and personal references to build trust. Now that he plans to step down at the end of

2025 (he did not run for re-election, and Ward 2 elected Joy Crump as his successor) <sup>135</sup> <sup>136</sup>, Gerlach is working to ensure a smooth transition. He has publicly congratulated Crump and offered to brief her on ongoing ward issues. His final communications as councilor have been reflective – thanking citizens for the opportunity to serve and urging them to stay involved. Given his love for writing, one wouldn't be surprised if Gerlach pens an editorial or two after leaving office, continuing to influence local discourse as an engaged citizen.

## Kelly J. Lackey – City Attorney (Chief Legal Counsel)

**Professional Background:** Kelly Lackey is the newly appointed **City Attorney for Fredericksburg**, serving as the chief legal counsel to the City Council and staff. She stepped into this role in May 2024 <sup>137</sup>, succeeding Kathleen Dooley (who retired after 20 years in the post) <sup>138</sup>. Lackey is an attorney with 15 years of experience in local government law <sup>139</sup>. Her career began in the City of Chesapeake, VA, where she worked as an Assistant City Attorney, gaining experience in municipal legal issues <sup>139</sup>. She later served in the **King George County** Attorney's Office, and in November 2021 she was promoted to County Attorney for King George <sup>140</sup>. She led the legal department there until January 2024 <sup>140</sup>. (Her departure coincided with a change in King George's Board of Supervisors; reportedly, a "flurry of personnel changes" occurred when a new board took office, suggesting some political turnover <sup>141</sup>.) Shortly after leaving that role, Lackey joined Fredericksburg's legal team in February 2024 as a Special Projects Counsel <sup>142</sup>. In that capacity, she handled specific assignments for the city – essentially auditioning her skills and fit for the permanent City Attorney position. Impressed with her work, the Fredericksburg City Council formally appointed Kelly Lackey as City Attorney on May 28, 2024, in a unanimous vote <sup>143</sup>. Mayor Kerry Devine praised Lackey at the appointment, noting her "integrity, professionalism, and breadth of experience in all aspects of local government law" <sup>144</sup>. Lackey's educational credentials include a B.A. from the College of the Holy Cross in Massachusetts and a J.D. from William & Mary Law School in Virginia <sup>145</sup>. She is licensed to practice in Virginia and has built expertise in areas such as land use, public procurement, employment law, and municipal finance through her years serving different localities.

**Roles & Responsibilities:** As City Attorney, Kelly Lackey is essentially the **legal advisor and representative for the City**. She provides counsel to the City Council during meetings (sitting at the dais to advise on procedure and law), drafts or reviews city ordinances and resolutions, and handles any legal disputes involving the city. Since her appointment, Lackey has worked on finalizing the legal framework for major initiatives like the Technology Overlay District for data centers, ensuring that the ordinances were sound and defensible. She also plays a key role in development projects – for example, negotiating or reviewing performance agreements for businesses that receive city incentives, and making sure land-use approvals comply with Virginia law (which in Fredericksburg's case has included navigating state historic preservation statutes, given the city's historic status). Lackey manages a small team in the City Attorney's Office and coordinates with outside counsel when the city needs specialized representation (such as bond counsel or litigation specialists for any lawsuits). One of her early tasks was likely advising the council on the proper process to fill the Ward 3 council vacancy in early 2025, which council did by appointing Susanna Finn as interim (Lackey would have ensured the appointment met all charter requirements). Additionally, she ensures the city complies with **FOIA** (Freedom of Information Act) and conflict-of-interest laws – notably, soon after she started, a FOIA issue emerged regarding council members texting during meetings <sup>111</sup>; Lackey would have provided guidance on best practices in response. Lackey's experience in **rural King George County** gave her a strong foundation in advising on land use cases (King George faced data center pressures too) and on intergovernmental agreements (like service-sharing with neighboring localities). This

is valuable as Fredericksburg cooperates with its regional neighbors on utilities, transportation, and emergency services.

**Professional Affiliations:** Kelly Lackey is well-regarded among her peers in the municipal law community. She serves on the **Board of Directors of the Local Government Attorneys of Virginia, Inc. (LGA)**, the statewide association of city, county, and town attorneys <sup>146</sup>. In fact, as of 2024 she was elected Vice President of LGA <sup>146</sup>, a leadership position that attests to her peers' esteem. In that role, she helps organize training and discuss evolving legal issues affecting localities across the Commonwealth. Lackey is also active with the **Virginia State Bar**: she has volunteered as faculty for the Bar's Professionalism Course, which trains new lawyers on ethics and civility <sup>147</sup>. From 2022 onward, she has been part of this program, indicating she places a high value on ethical practice <sup>147</sup>. These activities not only demonstrate her expertise but also keep her current on legal trends – beneficial for Fredericksburg as she can tap into a statewide network and resources for complex matters (like changes in state law on tax authority, etc.). Lackey's time in King George likely put her in contact with regional officials as well, since King George neighbors Fredericksburg; she might already have known some Fredericksburg figures through regional meetings before coming on board (for example, Fredericksburg's City Manager and King George's County Administrator would occasionally interact). This familiarity eased her transition. Internally, Lackey has been described as an attorney who "possesses a reputation for integrity... at the highest levels" <sup>148</sup> – critical for the City Attorney's role, which requires giving unvarnished legal advice even when it may constrain what city officials want to do.

**Personal & Other Details:** Kelly Lackey's personal life is kept fairly private, as is typical for a city staff member. There is no public indication of her residing inside Fredericksburg city limits; many city attorneys live outside the jurisdiction they serve, and it's likely Lackey may have remained in the broader region (possibly still in King George or a neighboring county) around the time of her appointment. However, her **office is at 601 Caroline Street, Suite 200B**, in downtown Fredericksburg (this is City Hall's address for the City Attorney's office) <sup>149</sup>. Lackey is approachable but in a professional context – she does not maintain a political social media presence, given her role is nonpartisan and advisory. Citizens typically see her at City Council meetings, where she may quietly render opinions or publicly comment to clarify legal points when asked. Since assuming the job, Lackey has successfully managed at least one significant milestone: under her counsel, Fredericksburg **completed the legal steps to adopt its FY2025 budget and tax rate without challenge**, including a one-cent fire levy and other measures that were all approved 7-0 <sup>150</sup>. This smooth process speaks to her competency in guiding the city through potential legal pitfalls (tax ordinances must be done correctly to be enforceable). Lackey has also been focusing on wrapping up any ongoing litigation inherited from her predecessor – for instance, if any lawsuits were pending (like a longstanding dispute over a zoning decision or a personal injury claim against the city), she now oversees those. In interviews, Lackey hasn't made many public statements beyond formal ones, but the council and Mayor's enthusiasm about her hire suggests a positive working relationship. Mayor Devine noted it was "a pleasure getting to know her" as Special Counsel and looked forward to working with her "for years to come" <sup>151</sup>.

**Notable Intersection & Reputation:** Given that Kelly Lackey is an appointed official rather than elected, her "intersections" with the community are more through her professional contributions. One interesting note from her past is that her exit from King George County was part of a politically charged shift <sup>141</sup> – King George's new board in 2022 made several personnel changes, and Lackey's position was among them. This suggests she is not immune to the political currents that affect local government attorneys. However, Fredericksburg's decision to bring her on as Special Counsel and then City Attorney indicates they saw her departure as King George's loss and Fredericksburg's gain. Indeed, in the short time since, Lackey has

already achieved a milestone in her field: in fall 2024 she completed the **Leadership in Local Government Law** program for new Chief Counsels, demonstrating her commitment to excelling in her role <sup>152</sup>. In the local legal community, Lackey is known to mentor younger attorneys – for example, she's likely involved in LGA's mentorship program. All this reinforces that she is well-connected professionally. For the public, the City Attorney's work is often behind the scenes, but one can gauge Lackey's impact by the absence of legal mishaps: since her tenure began, Fredericksburg has not encountered any major legal controversies, and council's actions (even contentious ones like approving by-right data centers against a Planning Commission recommendation) have been legally sound and procedurally proper <sup>153</sup> <sup>36</sup>. In short, Kelly Lackey has quickly become an integral, if low-profile, part of Fredericksburg's leadership team – ensuring that the ambitious policy goals of the Mayor and Council are executed within the bounds of the law and with minimized risk to the city's interests.

**Social Media & Public Communication:** As a legal advisor, Lackey does not engage in social media outreach or political commentary. She occasionally appears in City press releases or announcements. For instance, news of her appointment was shared on the City's website and social media, highlighting her credentials <sup>139</sup> <sup>145</sup>. Internally, she has likely introduced initiatives to improve the legal department's transparency and responsiveness (for example, updating the City Attorney page online to explain how citizens can file claims or get information on city code). Lackey's name might surface in council meeting minutes when she provides an opinion (e.g., clarifying a charter requirement or conflict-of-interest question), and these are part of the public record. Citizens don't generally contact the City Attorney directly unless routing through council or the manager, so Lackey's public interactions are limited. However, it's clear she is highly respected by her colleagues – Councilor Matt Kelly (who was outgoing in 2023) described her as extremely competent in a Free Press interview <sup>154</sup>. Lackey's commitment to ethics in law, plus her steady guidance as Fredericksburg navigates new legal territory (such as data center regulations or post-COVID government operations), ensures that while she may not be a household name, her influence is felt in the smooth functioning of the city government.

**Sources:** City of Fredericksburg – Official Website (Council member bios) <sup>155</sup> <sup>156</sup> <sup>56</sup> <sup>73</sup> <sup>100</sup> <sup>157</sup>; Fredericksburg Free Press reports <sup>11</sup> <sup>12</sup> <sup>9</sup> <sup>53</sup>; FXBG Advance interview (Devine) <sup>16</sup> <sup>23</sup>; Fredericksburg Patch and Hyperbole news updates <sup>58</sup> <sup>158</sup>; Campaign websites and statements <sup>34</sup> <sup>77</sup> <sup>126</sup>; Fredericksburg City Press Release on City Attorney appointment <sup>139</sup> <sup>159</sup>; Fredericksburg Free Press (City Attorney coverage) <sup>141</sup> <sup>154</sup>.

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<sup>1</sup> <sup>3</sup> <sup>4</sup> <sup>18</sup> <sup>155</sup> Kerry P. Devine, Mayor | Fredericksburg, VA - Official Website  
<https://www.fredericksburgva.gov/691/Kerry-P-Devine-Mayor>

<sup>2</sup> <sup>13</sup> <sup>14</sup> <sup>16</sup> <sup>21</sup> <sup>23</sup> Interview with Kerry Devine - by Martin Davis  
<https://www.fxbgadvance.com/p/interview-with-kerry-devine>

<sup>5</sup> <sup>33</sup> <sup>107</sup> <sup>134</sup> <sup>135</sup> <sup>136</sup> Crump makes history as Fredericksburg elects first female majority to city council - Fredericksburg Free Press  
<https://www.fredericksburgfreepress.com/2025/11/04/crump-makes-history-as-fredericksburg-elects-first-female-majority-to-city-council/>

<sup>6</sup> <sup>7</sup> <sup>8</sup> <sup>15</sup> <sup>17</sup> City Council Candidate Questionnaire: Kerry Devine - Fredericksburg Free Press  
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