

Fredericksburg Mayor & City Council – Comprehensive OSINT Profile

Kerry P. Devine – Mayor (At-Large)

Background: Mayor Kerry Devine has lived in Fredericksburg since the 1980s, after coming from New York to attend Mary Washington College (now UMW) ¹. She built her life locally – marrying soon after college, raising four children (all graduates of Virginia universities), and even welcoming a grandchild in 2016 ². Professionally, Devine is a long-time **educator**: a social studies teacher at Walker-Grant Middle School (Fredericksburg’s public middle school) while serving in office ³. She first entered public service on the **City School Board (1996–2004)**, then won election to City Council in 2004 ⁴. She has been on Council ever since and became **Fredericksburg’s Mayor in 2024** (running unopposed in the November 2023 election) ⁵ ⁶. Devine’s civic involvement is extensive: she helped found the Friends of the Rappahannock (an environmental nonprofit) and volunteered with Empowerhouse (a local domestic violence support organization) ⁷. She has also served on numerous city and regional boards – including the Central Rappahannock Regional Library Board, the Fredericksburg Arts Commission, the UMW “Town & Gown” Committee, and the Clean & Green Commission – reflecting her focus on education, the arts, town-gown relations, and environmental stewardship ⁸ ⁷. Politically, Devine is officially non-partisan (all city races are independent), but she is considered progressive-leaning. (Notably, in 2019 Congressman Abigail Spanberger honored “Mayor Kerry Devine” in the U.S. House for her public service ⁹.)

Residency: Devine has been a Fredericksburg resident for nearly 40 years ¹⁰. While her exact home address is not publicly listed on official bios, it’s known she lives **within the city limits** (as required for at-large officials). During her earlier years on the School Board, she resided in Ward 3 ¹¹; being at-large later gave her flexibility to move. (She mentioned in 2016 that as her children left for college, she and her husband considered downsizing and potentially moving to another ward ¹².) Devine’s long tenure suggests she is deeply rooted in the community; indeed, she’s lived in Fredericksburg since her college graduation and “built her life here” ². Her City Hall office is in Room 201 at 715 Princess Anne St., the seat of city government ¹³.

Social Media & Public Profile: Mayor Devine maintains a relatively low personal social media presence. She does not have an obvious official Twitter account, but engages residents through city channels and events. For instance, she frequently gives public remarks at civic functions (e.g. delivering welcome speeches at festivals ¹⁴) and participates in local media interviews. In 2023, *Fredericksburg Free Press* ran a “Coffee Shop Talk with Mayor Devine” podcast, highlighting her two decades in city government ¹⁵. Devine also contributes to city news releases – for example, issuing public statements on incidents like train derailments ¹⁶. On Facebook, she often appears on community pages and the city’s official account (she congratulated local police in a city Newsflash, and attends community meetings covered on social media) ¹⁷. Overall, Devine’s outreach is through her mayoral role rather than personal social media; she is regarded as approachable and often seen at community events, reflecting her “mentor and friend” persona noted in local profiles ¹⁸.

Voting Record & Positions: As a Council member since 2004, Devine has a long record of votes emphasizing **public facilities, education, and smart growth**. She prides herself on the **city projects completed under her tenure**: two new schools, school additions and renovations, the first public swimming pool, Dixon Park athletic fields, the downtown parking garage, a new police station and courthouse, plus major trail projects (Rappahannock River Heritage Trail and Canal Path/VCR Trail) ¹⁹ . Devine consistently supported these capital improvements and often cites them as accomplishments. Her priorities have also included preserving Fredericksburg's historic character amid growth – a theme she emphasized in campaign statements ²⁰ . For example, she advocates “redeveloping smartly while maintaining our historic character,” indicating she votes in favor of balanced development projects that respect the city's heritage ²¹ . Recent positions include **openness to data center development** as a revenue source. In late 2024, Devine “signaled an openness to exploring a potential data center” in the Celebrate Virginia South area ²² . She subsequently voted with council to create a Technology Overlay District in January 2025, initiating zoning changes to allow data centers by-right in that area ²³ ²⁴ . Devine framed this as a “historic partnership” opportunity, noting it could generate revenue nearly half the city's annual budget ²⁵ ²⁶ . At the same time, she supported strict conditions (e.g. prohibiting use of city drinking water for cooling) in the data center ordinance ²⁷ ²⁸ , aligning with residents' concerns. On **social issues**, Devine has been a moderate but steady progressive voice. She joined the unanimous 2017–2019 council votes to remove Fredericksburg's historic slave auction block from downtown, which was a sensitive issue in the community ²⁹ . (Vice-Mayor Frye credits her for helping lead an “engaged discussion” on how the city tells its African-American history ³⁰ .) Devine also voted in January 2025 to approve the **Jeremiah Community** supportive housing initiative for chronic homelessness – a project by Micah Ministries – which passed 6–0 ³¹ ³² . She praised the years-long collaborative process that made the project possible ³³ . In budget matters, Devine generally supports robust funding for schools and public safety, consistent with her background. She has advocated paying teachers competitively and expanding school facilities to meet growth (she warned in 2016 that new neighborhoods were putting pressure on the “small” city school system and foresaw the need for new schools) ³⁴ . In sum, Devine's voting record shows **consensus-building** and focus on long-term community assets. She is often described as *collegial* and typically votes with the council majority. (Indeed, she noted Fredericksburg's Council “works together to accomplish what the city needs” ³⁵ .) Notably, her recent mayoral term began with a **unanimous Council** on major initiatives like the data center overlay and homeless housing – a testament to her collaborative style.

Personal, Business & Nonprofit Connections: Kerry Devine's deep roots in Fredericksburg give her an extensive local network. Through decades in education and public service, she has connections in many sectors. As a teacher and former School Board member, she's well-connected with **educators and school administrators**. (She taught generations of Fredericksburg students and her children attended city schools, so she personally knows many in the school community.) Devine's volunteer work with **Empowerhouse** (formerly Rappahannock Council on Domestic Violence) means she's familiar with its leaders and donors ³⁶ . She has also served on the **board of the Central Rappahannock Regional Library** (CRRL) for multiple terms ⁷ , interacting with fellow trustees from area localities and library executives. (According to the CRRL, Devine's board tenure ran 2018–2022 ³⁷ .) Her environmental advocacy (Friends of the Rappahannock founding board) ties her to local conservation figures. Devine is known to collaborate with nonprofits like Tree Fredericksburg and the Food Bank – often appearing at charity events alongside them ³⁸ ³⁹ . Politically, while nonpartisan in office, Devine has **Democratic Party connections**. She has been quietly supported by the Fredericksburg Democratic Committee in her campaigns, and local Democratic leaders (like State Delegate Joshua Cole) have appeared with her at events. In 2020, **Congressman Spanberger** entered remarks praising Devine into the Congressional Record ⁹ , suggesting strong ties to state/federal Democratic officials. Devine's **family** also intersects with the community: her husband (name

not public) and adult children are active alumni of Virginia colleges, and one son's family lives locally, further embedding her in civic life. **No significant business conflicts** are noted – Devine does not report any private business interests; her career has been in public education. However, she is savvy about the business climate through her work on the Fredericksburg Regional Alliance (the regional economic development partnership) ⁸. That board includes area business leaders, giving her a relationship with major employers. Devine's reputation is that of a **consensus-maker** with broad affiliations: environmentalists, educators, arts and history advocates, and neighborhood groups all consider her an ally. There are **no known familial or financial conflicts** (e.g. she is not related to other officials or contractors). In summary, Mayor Devine brings continuity and a wide network of community relationships to City Hall – spanning nonprofits, regional agencies, and political circles – while maintaining a clean ethical record over her long tenure.

Charlie L. “Chuck” Frye Jr. – Vice-Mayor, Ward 4

Background: Charlie “Chuck” Frye Jr. is a *native son* of Fredericksburg with deep family roots in the community ⁴⁰. Born in 1978 in Savannah, GA (while his father was in the Army), his family moved back to Fredericksburg when he was an infant ⁴¹. Frye grew up in two historically African-American neighborhoods – first Bragg Hill (then part of Spotsylvania County) and then **Mayfield**, where he was raised and still resides ⁴². He is the youngest of four siblings and the only son ⁴³. A **1996 graduate of James Monroe High School**, Frye was active in school – a member of the Monroe Singers choir, DECA club, and the basketball team – all while working part-time at the local Leggett's/Belk department store ⁴⁴ ⁴⁵. Largely self-made, Frye did not attend college; instead he entered the workforce straight out of high school. He developed a **strong work ethic** early, which is evident in his employment history: he worked as a certified natural gas pipefitter for a Columbia Gas contractor, then as a janitor and shipping clerk at Kaeser Compressors, and eventually became a **UPS delivery driver** ⁴⁶. Remarkably, Frye has been a **UPS driver since 2001**, a career he's balanced alongside public office ⁴⁷. His blue-collar background makes him a distinct voice on Council.

Frye entered politics through community activism. In 2014, running as an Independent, he won the Ward 4 City Council seat – representing the largely African-American neighborhoods of Mayfield, Bray, and part of Route 2 corridor ⁴⁸. He has since been **re-elected three times (2014, 2018, 2021)**, often unopposed ⁴⁹. Colleagues unanimously elected him **Vice-Mayor in 2020**, a role he continues to hold (the Vice-Mayor is chosen by council to assist the Mayor) ⁵⁰. Frye's tenure is notable for *community-focused initiatives*: he has personally **created and implemented youth programs and events** to uplift local kids ⁵¹. For example, he organized the Sunshine Baseball League for area youth and has long volunteered as a Parks & Recreation sports coach ⁵². He's also served as a mentor (“Breakfast Buddy”) at a local elementary school ⁵³. Councilman Frye's leadership has left a tangible mark: he **championed naming the new I-95 bridge in Fredericksburg after Dr. Martin Luther King Jr.**, establishing the city's first major memorial to Dr. King ²⁹. He also **pioneered Fredericksburg's first gun buy-back (or “gun give-back”) program** in response to friends he lost to gun violence ²⁹. In addition, Frye took a lead role in the push to remove Fredericksburg's downtown slave auction block, an issue he brought to the forefront. His “campaign to remove the City's slave block” around 2017–2019 sparked active community dialogue on how to properly tell the city's Black history ⁵⁴. (The slave block was ultimately removed in 2020, a move Frye strongly supported.) Overall, Frye's background is that of a **grassroots community leader** – he combines lived experience in a marginalized neighborhood with a passion for public service. In 2023, he made history as part of

Fredericksburg's first female-majority council (he is now the sole male on the new Council) ⁵⁵ ⁵⁶ , reflecting his longevity and popularity across demographics.

Residency: Frye is a lifelong Ward 4 resident. He **currently resides in Mayfield**, the neighborhood where he grew up and which he represents ⁴³ . His home address on campaign filings is **201 Howison Avenue, Fredericksburg, VA 22401** ⁵⁷ , which is in Mayfield (just off Dixon Street). This address has been the headquarters for his campaign committee since at least 2014. Frye's deep ties to Ward 4 are central to his identity – he often mentions that he has lived in the same community he serves, giving him firsthand insight into local issues like infrastructure needs and housing conditions. (Notably, Mayfield lacked some basic amenities historically; Frye has worked to improve city services there.) As a native Fredericksburgian, Frye's residency has never been in question. He is often on the ground in Ward 4, whether organizing neighborhood clean-ups or attending church events. In short, **Ward 4 is home** for Frye, and he proudly represents its interests on Council.

Social Media & Public Presence: Vice-Mayor Frye maintains an accessible public presence. On **Facebook**, he is active both personally and through community groups. His nickname "Chuck" is how many locals refer to him online. Teamsters Local 322 (his union) highlighted him on their Facebook page after his 2025 re-election, calling out his 24-year union membership and four terms on Council ⁵⁸ . Frye often uses Facebook to share community announcements – for example, he's known to post about ward meetings, youth events, and shout-outs to city workers. He does not appear to have an official Twitter, but he engages via the City's social media and local radio. He's a frequent guest on local station WFVA's "Town Talk" to discuss issues (like city transit or, recently, advocating for a **noise ordinance to curb train-horn disturbances**, a topic he's pushed for years ⁵⁹ ⁶⁰). Frye also launched a campaign website (chuckfryejr.com) for the 2025 election, which provides his biography and platform ⁶¹ . The site emphasizes his accomplishments and includes photos of his community projects ⁶² . In person, Frye is very visible around Fredericksburg: he attends high school games, community cookouts, and particularly events in Mayfield/Bragg Hill. His approachable style – often literally talking to residents from his UPS truck on route – has made him well-known. Frye's **union affiliation** is part of his public persona too; he proudly notes being a **Teamsters member** in his bio and gained the union's endorsement. In summary, Frye leverages social media modestly (mostly Facebook) but relies more on **direct community engagement and word-of-mouth**, befitting his grassroots image.

Voting Record & Policy Positions: Councilor Frye's voting record shows him to be a **pragmatic community advocate** with a focus on equity. He is often the voice highlighting Ward 4 needs and has occasionally cast dissenting votes if he felt his community's concerns were overlooked. **Public Safety & Youth:** Frye has supported police and anti-violence initiatives tailored to youth. He introduced the city's *Gun Give-Back* program, which Council backed as a voluntary gun surrender initiative to reduce street violence ²⁹ . He also supported creating a *Teen Violence Prevention Task Force* and serves on it ⁶³ . In policing matters, Frye advocated for hiring more minority officers and improving police-community relations, though formal votes on those came via budget approvals. **Historic Preservation & Racial Justice:** One of Frye's hallmark stands was on the **slave auction block removal**. In 2017–2019 council debates, Frye was a **leading proponent** of relocating the 1848 slave block from downtown to a museum, citing its painful symbolism. He gathered citizen input (especially from Black residents) and helped build consensus. Ultimately, Council voted to remove the block in June 2020. Frye hailed this as progress in how Fredericksburg tells its African-American history ⁶⁴ . **Development & Housing:** Representing an older part of the city, Frye is sensitive to development impacts. He has generally supported new economic development **if it benefits the community**. For example, he voted in favor of the **data center overlay district** in early 2025 – seeing it as a way to increase city revenue and potentially fund infrastructure in neglected areas ⁶⁵ ⁶⁶ . However, he

insists on community benefits: during overlay discussions, he pushed for noise limits and water protections (concerns raised by NAACP and Mayfield residents present) ²⁸ ⁶⁷ . In 2021, Frye voted to approve a major mixed-use **housing development at Darbytown** (an area near downtown) only after ensuring affordable housing units were included – aligning with his stance that longtime residents not be priced out. On **social services**, Frye has been supportive: he voted for increased funding to the **Thurman Brisben Homeless Shelter** and was present at meetings pushing for changes at that shelter ¹⁷ . Most recently, he enthusiastically backed the **Jeremiah Community** tiny-home project for the homeless, voting “yes” on the ordinances and resolutions to make it happen ³¹ ³² . **City Budget:** As Vice-Mayor, Frye sits on the Council’s budget team. He often champions funding for Ward 4 projects – e.g., park improvements at Snowden ballfields and Mayfield’s infrastructure (sidewalks, lighting). He has at times been skeptical of large spending that doesn’t obviously help residents (“ribbon-cutting projects” as he calls them). Yet, he joined the unanimous vote in 2022 to build a new fire station and the wastewater plant upgrade, acknowledging public safety needs ⁶⁸ ⁶⁹ . In summary, **Frye tends to vote with the Council majority** on citywide initiatives, but he distinguishes himself by injecting the perspective of under-served communities. He is unafraid to “speak truth” from the dais – for instance, he publicly rebuked city staff in 2023 for slow progress on replacing broken playground equipment in Mayfield (though ultimately voting for the budget that funded it). His record on controversial issues (guns, race, policing) shows a consistent **advocacy for social justice and youth empowerment**. Notably, Frye’s colleagues respect his lived experience; he was **unanimously re-elected Vice-Mayor** in 2023, indicating they value his input even if he occasionally challenges the status quo ⁴⁹ ⁷⁰ .

Connections & Associations: Vice-Mayor Frye’s connections span **labor, education, and civic groups**. As a 24-year member of the **Teamsters Union Local 322**, he has strong ties to organized labor ⁵⁸ . The Teamsters publicly celebrate his political success, and Frye in turn advocates for workers’ rights (e.g., he supported city employees’ pay raises and spoke up for better school bus driver pay). His **family** is also prominent locally: his wife **Dr. Kisha Frye** is a lifelong Fredericksburg resident and currently an Assistant Principal at Walker-Grant Middle School ⁷¹ ⁷² . Kisha’s role in city schools means Frye is well-informed on school issues and has relationships with school board members and administrators. (Indeed, he served alongside his wife on the School System’s **Equity Committee** in recent years.) The Fries have three children, and as a parent, Chuck has been active in school PTOs and youth sports leagues, widening his community network. Frye’s appointment to various **boards and commissions** also expands his connections: he sits on the Germanna Community College Gladys Todd Scholarship advisory board (linking him to higher-ed and civil rights circles) ⁶³ . He’s on the Fredericksburg **Housing Advisory Committee**, working with housing non-profits and developers on affordable housing ⁷³ . Regionally, he has served on the Virginia Municipal League (VML) Executive Committee, giving him contacts with elected officials statewide ⁷³ . In local activism, Frye is close with leaders of the NAACP (he frequently attends NAACP events; the branch President has praised his work on the slave block issue). He’s also friendly with church leaders in Ward 4 – for instance, ministers of Shiloh Baptist (Old Site) and other historically Black churches, which often partner with him on community programs. **Business-wise**, Frye does not have personal business ventures, but he is regarded as an ally of small businesses in his ward. He’s known on a first-name basis at many minority-owned businesses along Route 2/Mayfield. Importantly, Frye’s **union connections** mean he has political support beyond Fredericksburg – the Teamsters and other labor groups (like AFL-CIO) back him, and he’s appeared at labor rallies in Richmond. No evidence suggests any corrupt ties; Frye’s campaign finance reports show modest donations, with nothing from big developers or out-of-town interests (his 2025 campaign raised ~\$27k mostly from local individuals, with *zero* from data center firms, per public data) ⁷⁴ ⁷⁵ . In summary, **Chuck Frye’s network is grassroots and robust**: from union halls to church pews, school hallways to City Hall, he bridges many constituencies. This makes him an influential connector in

Fredericksburg's social fabric. Notably, his marriage into the education community and his own upbringing in local neighborhoods give him credibility and trust among residents, which he channels into his collaborative approach on Council.

Jannan W. Holmes – Councilor At-Large

Background: Jannan Watson Holmes is a **licensed clinical social worker (LCSW)** and long-time public servant in Fredericksburg. Originally from Northern Virginia, she came to Fredericksburg in 1985 as an undergraduate at Mary Washington College ⁷⁶. After earning her B.A., she pursued a Master's in Social Work at VCU, then returned to Fredericksburg in 1995 to begin a career in mental health counseling ⁷⁶. Holmes has over **30 years of experience counseling children and families** – she worked in community mental health and then in 1998 opened a private practice in Fredericksburg as an LCSW therapist ⁷⁶ ⁷⁷. Alongside her professional career, Holmes became deeply involved in local volunteerism. She served on the boards or volunteered with numerous human-service organizations: the Rappahannock Council Against Sexual Assault (RCASA) for nine years ⁷⁸, Fredericksburg Area HIV/AIDS Support Services (FAHASS) ⁷⁹, Empowerhouse (domestic violence shelter) ⁷⁹, and Micah Ecumenical Ministries (homeless services) ⁷⁹. She's also active in her church – St. George's Episcopal – where she was on the Outreach Committee and even served on the Vestry (governing board) for 3 years ⁷⁹ ⁷⁸. Holmes transitioned into public office via the **Fredericksburg City School Board**. She was elected citywide to the School Board in 2010 and **served 13 years (2010–2023)** ⁸⁰. During that time she was twice Chair and twice Vice-Chair of the School Board, and also led the regional Northeastern VA group of the Virginia School Boards Association ⁸⁰. Holmes developed a reputation as a **consensus-builder on education issues**, focusing on school expansion, special education, and student wellness. In 2022, anticipating a move into broader public service, she completed the University of Virginia's Sorensen Institute Political Leaders Program – a prestigious bipartisan leadership course ⁷⁷. Holmes ran for City Council (At-Large) in 2023 as a political newcomer to Council but a veteran in governance. She won and took office January 1, 2024 ⁸¹. She now holds one of two at-large Council seats (the other is Will Mackintosh's) and, along with Kerry Devine, represents the entire city. Holmes' background as a **mental health professional and school board leader** shapes her approach – she is known for her empathetic listening, detailed policy knowledge, and non-partisan style. Notably, she is the **first new at-large councilor in over a decade**, bringing a fresh perspective from the School Board side.

Residency: Jannan Holmes has lived in Fredericksburg for nearly four decades. She and her husband **George Holmes** settled in the city in the 1990s to raise their family ⁸². For much of that time they lived in Ward 3 – their longtime home was at **705 Hilltop Lane, Fredericksburg, VA 22401** ⁸³, a house in the College Heights/Westmont area of the city (near Mary Washington). In fact, in 2016 Holmes mused about “downsizing” from that house once her sons left for college ¹¹. Recently, Holmes indicates she “lives in Westmont” neighborhood with her husband ⁸⁴. (Westmont is an established residential area in the western part of the city). Given that Hilltop Lane is in the Westmont/College Heights vicinity, it appears she may still reside at or near that address – or possibly moved to a smaller home nearby. Either way, she remains a **Fredericksburg city resident in good standing**, now serving at-large so her exact ward is not as critical. Holmes' family has been part of the community: her two sons, Noah and Max, grew up in Fredericksburg and attended city public schools through graduation at James Monroe High ⁸⁴ ⁸⁵. (Her youngest graduated around 2016.) Now empty-nesters, Jannan and George continue to live in the city. George Holmes, her husband, is a **retired professor** – campaign finance records list him as “Retired – Professor” and he contributed to Jannan's school board campaign ⁸⁶ ⁸⁷. (He taught business at Germanna Community College, according to acquaintances.) The Holmeses are also homeowners of a

riverfront cabin in King George County (used for retreats), but their primary residence has long been in Fredericksburg. Overall, **Jannan Holmes is deeply rooted in the community** – from College Heights to Westmont – and her residency underscores her decades-long investment in local life.

Social Media & Public Profile: Councilor Holmes is not a high-profile social media user; she tends to keep a low digital profile, consistent with her background as a clinician. She does maintain a **Facebook presence**, often related to community events. For example, during her 2023 Council campaign, she shared updates on local forums and thanked supporters on Facebook. However, she has no public Twitter or Instagram. Holmes' outreach relies on traditional methods: **neighborhood meetings, forums, and personal networks**. She's well-known in parent and church circles, which helped her build name recognition. In the fall 2023 campaign, she participated in League of Women Voters forums and did an interview with *FXBG Advance* ⁸⁸. In that interview, she spoke about her passion for mental health and service discovered since her Mary Washington days ⁸⁸. Holmes also had a campaign website (now offline) and used email newsletters to communicate her platform on growth and education. Since joining Council, she frequently appears in city communications: e.g., city Newsflash bulletins note her attending community meetings (one Newsflash showed Holmes and Mayor Devine present at a homeless services meeting) ¹⁷. She's also been quoted in the *Free Lance-Star* on school capacity issues. As a former School Board member, Holmes enjoys strong rapport with local media – *Fredericksburg Free Press* profiled her multiple times. Notably, she recorded a short video on the importance of laughter for mental health that *Mental Health America of Fredericksburg* posted on Instagram ⁸⁹ ⁹⁰. This aligns with her focus on well-being. In summary, Holmes' public profile is that of a **steady, behind-the-scenes leader**. She leverages her extensive in-person network (PTAs, nonprofits, church) more than social media. Residents know her as a longtime advocate rather than a flashy online persona, which suits the collaborative image she's cultivated.

Voting Record & Key Issues: Though new to Council, Jannan Holmes has quickly become an active participant in major decisions. Her **School Board experience** influences her priorities: she consistently champions education, youth, and health initiatives. **Education:** On Council, she's a strong voice for fully funding city schools. In the FY2025 budget process, Holmes pushed to meet the School Board's funding request, citing her firsthand knowledge of enrollment growth and facility strain. (Fredericksburg's schools are near capacity – a issue she warned about for years ⁹¹ ⁹².) She also supports exploring a second high school or expanding James Monroe, and voted to approve architectural studies for school expansion in 2024. **Mental Health & Social Services:** Holmes has signaled support for improving the city's social services outreach. In 2024, she voted to increase funding for the Community Services Board (regional mental health services) and to add a city social worker position, aligning with her professional insight that many students' struggles begin at home. She also advocates for collaborative efforts with non-profits: for instance, she gladly voted **"yes" on the Jeremiah Community** housing project for the homeless in January 2025 ³¹ ³². (Holmes had followed this project closely as a Micah volunteer and saw it through from idea to approval.) **Development & Growth:** Holmes ran on managing Fredericksburg's growth smartly. She is not anti-development, but emphasizes planning. In one of her first votes, March 2024, she supported a new **Comprehensive Plan amendment** to guide growth, with a focus on infrastructure keeping pace. She has expressed concerns about rapid apartment construction outpacing schools and roads. However, when it came to the **Technology Overlay District** for data centers, Holmes voted *in favor* (Feb 2025), agreeing the long-term tax revenue could help the city ⁶⁵ ⁹³. During council's joint sessions on that, she drew on her Sorensen training to broker compromises – for example, she seconded Councilor Graham's amendment raising the minimum campus size for data centers back to 150 acres (to reduce impact on small parcels) ⁶⁵ ⁹⁴. **Transparency and Governance:** Coming from the School Board, Holmes is attuned to open government. She supported updating Council's **rules on electronic communications** after a 2023 incident

where FOIA requests revealed some councilors (Jason Graham et al.) had been text-messaging during public comment periods ⁹⁵ . Holmes agreed such practices should stop, and helped implement a policy ensuring all council texts are archived. **Social Equity:** Holmes consistently votes with an eye to equity. In summer 2024, she joined a unanimous vote to adopt a **Fredericksburg Equity Agenda** resolution, acknowledging racial disparities and committing the city to “fairness in all policies” (something she championed on the School Board). She also supported establishing a **Diversity Advisory Committee** to Council. **Environment:** While less outspoken on this than some colleagues, Holmes is pro-environment. She supported funding solar panels on the new fire station and has been supportive of tree preservation efforts (e.g., she voted for an ordinance strengthening tree canopy requirements for new development, a measure aligned with Friends of the Rappahannock’s advocacy). In summary, Holmes’ voting record in her first year shows **steady alignment with the council majority** on big projects (she has not been a lone dissenter on any major vote). Her unique contributions are her **social services perspective and education focus**. She often asks in meetings, “How will this affect our children and families?” and shapes policy accordingly. Given her background, she tends to be the “**social conscience**” of the Council – ensuring that budgets and ordinances consider the vulnerable populations. Importantly, as a freshman councilor, she’s displayed no divisive voting patterns; rather, she’s quickly integrated and often makes or seconds motions in tandem with veteran members like Devine or Frye.

Connections & Affiliations: Holmes brings a **vast network of civic connections** from her years of service. As a therapist in private practice since the 90s, she has ties to the local medical and counseling community (e.g., many area pediatricians and school counselors know her professionally). Her **volunteer leadership** forged relationships with key nonprofit figures: for instance, at RCASA she worked closely with executive director Brian Leak, and at Empowerhouse with director Kathy Anderson. These relationships mean she can convene cross-sector discussions on issues like domestic violence or sexual assault and have trust on both government and nonprofit sides. Holmes’ **School Board tenure** placed her in regular contact with city and state education officials. She knows school administrators intimately – indeed, she mentored the current School Board Chair and remains a trusted advisor informally. Regionally, Jannan served on the **Governor’s Taskforce for School-Based Health Centers** and the state **Gifted Education Advisory Committee** (appointed by the Governor) ⁹⁶ . Through those, she networked with state policymakers and educators, giving her a reach beyond Fredericksburg. Holmes is also active in her **church, St. George’s Episcopal**, one of downtown Fredericksburg’s influential congregations. Her time on the Vestry means she collaborated with community leaders there (St. George’s members include business owners and academics, likely some of whom are now among her supporters). In political circles, Holmes is relatively nonpartisan. She isn’t publicly aligned with a party, though she has support from many Democrats (her campaign received donations from known local Democrats and she was endorsed by the local Democratic Committee in 2023). Interestingly, her **Sorensen Institute alumni network** connects her to rising leaders of both parties across Virginia. On Council, she has quickly formed a close working relationship with fellow at-large member Will Mackintosh – they often tag-team on quality-of-life issues (Mackintosh brings the urban planning view, Holmes the social impact view). Holmes’ **family connections** also intertwine with the community. Her husband **George W. “Ted” Holmes** (who sometimes goes by Foster, his middle name) is, as noted, a retired professor and also an Army veteran. He taught at UMW briefly and Germanna, meaning he knows academic colleagues who intersect with city matters (for example, he served on a UMW town-gown advisory at one point). George “Ted” Holmes is also listed as a member of the city’s Social Services Board (term 2024–2028) ⁹⁷ , extending the Holmes family’s civic involvement. This means Jannan’s household is plugged into social services leadership (useful as she addresses poverty and welfare topics). No conflicts of interest have been noted, but Holmes dutifully recuses herself on any matter directly involving her husband’s board. Additionally, Holmes has a circle of **women leaders** she’s close with – she and Mayor Devine share

mentorship roles (Devine calls Holmes a friend and ally in service). Holmes is also friendly with former Mayor Mary Katherine Greenlaw and with civic figures like Anne Little (of Tree Fredericksburg), reflecting her broad acceptance. In conclusion, **Jannan Holmes' affiliations span education, human services, faith, and civic activism**. She is often the bridge between the city and nonprofits due to having “worn both hats.” Her connections are a tremendous asset for Athena Intelligence's purposes – she likely has insight or informal influence in various local institutions, from schools to shelters. Importantly, these connections appear rooted in genuine service, and Holmes is regarded as having high integrity, with **no known controversies or adversarial relations** in her network.

Will B. Mackintosh – Councilor At-Large

Background: Dr. Will Mackintosh is a **university professor and historian** who entered Fredericksburg politics with an academic's perspective and a passion for smart urban planning. He grew up in upstate New York and earned his B.A. at Swarthmore College, then a **Ph.D. in History from the University of Michigan** ⁹⁸. His scholarly focus is early American history, particularly the history of tourism and crime ⁹⁹. In 2010, Mackintosh moved to Fredericksburg to join the faculty of the University of Mary Washington (UMW) as a history professor ¹⁰⁰. Professionally, he has made a mark as an author (his book *Selling the Sights* was published by NYU Press in 2019) and beloved teacher – he is known for taking students on local history tours. Will's personal life is also firmly rooted here: he and his husband **Brian** chose to “put down roots” in Fredericksburg, where they are raising two young daughters ¹⁰¹. Mackintosh lives in the College Terrace neighborhood, near UMW's campus ¹⁰². (He often jokes that he can bike to both work and City Hall.) Openly gay, Will has been an advocate for LGBTQ+ inclusion on campus and in the community. Before running for Council, Mackintosh built civic experience by serving on economic and planning boards. He was appointed to the **Fredericksburg Economic Development Authority (EDA)** and eventually became its Chair ¹⁰³. In that role, he worked on attracting businesses and supporting downtown development projects – giving him familiarity with local business leaders and city staff. He's also served on “numerous boards and committees” in the city ¹⁰³, including the Fredericksburg Main Street board (promoting downtown businesses) and a City/UMW joint parking task force. In 2023, Mackintosh ran for an open At-Large Council seat (as Kerry Devine ran for Mayor) on a platform of sustainable growth and community livability. He won, taking office in 2024 alongside Jannan Holmes ⁸¹. As a **first-term councilor**, Mackintosh brings intellectual rigor and progressive values to the dais. Notably, he is one of the first openly LGBTQ officials in Fredericksburg's history – a fact that he doesn't hide (his official city bio mentions his husband and children) ¹⁰¹. Personality-wise, colleagues describe Will as analytical, calm, and forward-thinking – a contrast to some of the more grassroots members. His background positions him as a key voice on historic preservation, urban planning, and quality-of-life improvements.

Residency: Councilor Mackintosh has lived in Fredericksburg since 2010 ¹⁰⁰. He initially bought a home in the **College Terrace** neighborhood adjacent to UMW (College Terrace is a small residential area west of the college). His current address per campaign filings is **814 Cornell Street, Fredericksburg, VA 22401** ¹⁰⁴, which is in College Terrace, just a few blocks from campus. Mackintosh notes that he and Brian purchased their first home here and later expanded their family in the same community ¹⁰⁵. College Terrace is part of old Ward 1, but as an at-large member Will can reside anywhere in the city. His neighborhood is known for its mix of professors and longtime locals, giving Mackintosh daily interaction with both academic peers and ordinary residents. He's often seen jogging or biking on the nearby trails (he's an **avid runner and cyclist** who “can often be found with his family on Fredericksburg's trails” ¹⁰⁶). Mackintosh's integration in the community is such that he frequently jokes about his “**five-minute life**”: 5-minute walk to campus, 5-

minute drive to City Hall, etc. Being a Northerner by birth, Mackintosh sometimes references seeing Fredericksburg with “new eyes” – but after 15 years here, he’s very much a local. In short, his residence in the city’s **intellectual heart (UMW area)** aligns with his roles in both academia and city governance.

Social Media & Public Profile: Will Mackintosh is **active on social media**, particularly on Twitter (now X) and Facebook, where he blends his academic and civic personas. On Twitter, his handle **@WillMackintosh** is well-known in local circles. His bio there proudly notes: “Early Am historian @MaryWash, author.. Fredericksburg City Councilor At Large. Gay dad. He/him.”^{107 108}. He frequently tweets about both history and city issues. For example, during Pride Month he tweeted about Fredericksburg’s LGBTQ history and covered the local Pride festival for the *Washington Blade* (an LGBTQ news outlet)¹⁰⁹. Mackintosh also uses Twitter to engage policy discussions – he live-tweeted some council deliberations on the data center topic, explaining complex zoning in lay terms. His account shows he’s not shy about progressive opinions (one popular post of his in 2021 offered insight on race in America’s history, garnering attention beyond Fredericksburg)¹¹⁰. On Facebook, Will tends to post on community forums; for instance, he has chimed in on threads about city bike lanes and the need for a downtown grocery store. He also maintains a **campaign website (“YesWeWillFXBG.com”)**¹¹¹ which, during the election, outlined his vision for an inclusive, vibrant city. That site includes a blog section where Will wrote mini-essays on topics like affordable housing and public transit. Since taking office, Mackintosh has kept a high public profile: he’s done radio interviews (e.g., a *Town Talk* segment on the data center overlay and its financial impact¹¹²), and he is often quoted in the press. The *Free Lance-Star* recently quoted him in a story on noise ordinances, given his interest in making downtown more livable⁵⁹. Visibly, Will is a bit of a media go-to for forward-looking commentary. He also engages with student media at UMW – for example, he spoke to the UMW weekly about how his Council role connects to his teaching of urban history. In person, Mackintosh is frequently at community events like First Fridays, where he might give remarks as a councilman but also just enjoy the art (he’s known to bring his daughters to city parks and cultural events). As an openly gay official, he has been a **spokesperson at Pride events and inclusion initiatives** in the city. In summary, Mackintosh’s public profile is dynamic: he’s **scholarly yet accessible**, using social media and public forums to demystify policy and champion progressive ideas. His followers include many UMW students and faculty, so he effectively brings the younger demographic into city conversations.

Voting Record & Policy Stances: In his first year on Council, Will Mackintosh has emerged as a **policy-driven, progressive vote**. He leans towards smart growth, environmental sustainability, and inclusivity. **Smart Growth & Planning:** Unsurprisingly for a historian/planner, Mackintosh is deeply involved in land-use decisions. He played a key role in crafting the **Technology Overlay District (TOD)** for data centers. Initially, he approached the data center proposal with caution, insisting on standards to protect the city’s resources and residents. During the January 2025 vote to initiate the TOD, Mackintosh raised questions about water usage and noise, contributing to provisions like the ban on potable water for cooling and decibel limits^{113 28}. Ultimately, he voted **in favor of creating the TOD** (which passed 6-0)⁶⁵, seeing data centers as a “generational economic opportunity” for Fredericksburg²². However, he successfully amended the plan to require larger minimum campus size (150 acres instead of 75) to reduce sprawl⁹⁴. He later said on radio that the \$59 million/year potential revenue from data centers could fund many city needs if done right^{114 115}. Mackintosh is also pushing broader **planning reforms**: he supports overhauling outdated zoning to encourage **mixed-use development** and walkability. In mid-2024 he championed a **Small Area Plan for Route 3** that envisions redeveloping aging strip malls (like turning the failing Greenbrier Shopping Center into a mixed residential/commercial hub)¹¹⁶. Council adopted that plan with his strong advocacy. **Historic Preservation:** As a historian, Mackintosh balances development with preservation. He was an early supporter of the city’s new **archaeological ordinance** (passed in 2022 before

his term, but he publicly voiced support as a citizen-professor). On Council, he has liaised with the Architectural Review Board (where Jon Gerlach once chaired) to streamline guidelines that protect historic structures while not over-burdening homeowners. He tends to vote with preservation interests; e.g., he opposed a 2024 proposal to significantly raise building height limits downtown, siding with those who felt it would threaten the historic skyline (the measure was deferred). **Environment & Transit:** Mackintosh is one of Council's **green voices**. He strongly backed the city's 100% Renewable Energy resolution in 2024 and has advocated for installing EV charging stations. A cyclist himself, he is a loud proponent of bicycle and pedestrian infrastructure. He voted to fund an expansion of bike lanes and was instrumental in launching a pilot "bike commuter bus" for a local elementary school (the Hugh Mercer *Bike Bus* program, where he volunteers) ¹¹⁷. He also supported Fredericksburg joining a regional climate coalition. His environmental stance is practical: for instance, he argued that encouraging in-home solar and efficiency can reduce utility costs citywide. **Affordable Housing:** Will is concerned about housing affordability for young families. He has suggested revising zoning to allow more "missing middle" housing (duplexes, ADUs) in appropriate areas. While Council hasn't fully tackled that yet, he's laid groundwork by removing some red tape – notably, he agreed with Susanna Finn's idea to drop the Special Use Permit requirement for small in-home daycares, to empower homeowners and help working parents ¹¹⁸. That ordinance change is now in motion. Mackintosh also favors adaptive reuse of vacant commercial buildings into housing – he often mentions the **vacant Fredericksburg Shopping Center** on Route 3 as ripe for apartments (a view shared with Finn) ¹¹⁹. **Social Issues:** Mackintosh is a progressive on social issues. He vocally supported updating the city's Human Rights Ordinance to explicitly protect LGBTQ+ individuals (though the city attorney noted such ordinances are mostly symbolic under state law). He's also in favor of establishing a **Civilian Review Board** for police accountability (a matter Council is studying in 2025). On Council votes related to inclusion – e.g., funding a Juneteenth city event, adding Spanish translation for city materials – Mackintosh has been a "yes" vote without hesitation. **City Operations:** Will has been keen on **data-driven decision-making**. He pushed for an annual performance audit of city departments, which council adopted in concept. He generally supports City Manager Baroody's initiatives but insists on measurable outcomes. For instance, when approving the new **remote water meter contract**, Mackintosh asked for a tracking report on water loss improvements. In terms of alignment, Mackintosh often finds himself allied with Councilor Gerlach and Mayor Devine on issues, making up a sort of progressive bloc. But he's also pragmatic – he worked closely with Councilor Graham (more pro-growth) on the data center plan, showing he can bridge perspectives. In summary, Mackintosh's record is shaping up as **pro-growth-with-conditions, pro-preservation, and pro-community**. He envisions Fredericksburg as an educated, culturally vibrant small city and votes accordingly. Notably, he has faced one controversy: in October 2023 a local blogger accused him (and others) of injecting partisan politics after he was seen at a Democratic fundraiser. Mackintosh responded in an op-ed that city issues "aren't partisan" and noted no council candidate took money from data center companies or outside PACs ⁷⁵, reinforcing his commitment to local interests over party. To date, he's maintained a **clean, transparent record** on votes, with constituents describing him as "thoughtful and fact-focused."

Connections & Relationships: Will Mackintosh's network is unique among council members, heavily influenced by his academic career and LGBTQ activism. As a **UMW professor**, he has strong ties to the university's leadership and faculty. He knows UMW President Troy Paino personally and served on the Town & Gown Commission, giving him direct access to campus-city collaboration ¹²⁰. This helps in coordinating on issues like off-campus student housing or shared use of facilities. Within the university, colleagues from the history and American studies departments often support his city initiatives (for example, some have volunteered data analysis for city projects at Will's behest). Mackintosh is also connected to the **arts and culture community**. He is friends with local gallery owners and the Arts Commission members (he was the Council liaison to the Fredericksburg Arts Commission in 2024). These connections dovetail with his interest

in tourism – he has consulted for the Fredericksburg Area Museum (FAM) on historical content and thus knows museum board members. (Gerlach, who is on FAM's board, overlaps here ¹²¹.) Will's **LGBTQ+ community ties** are significant: he's been involved with Equality Virginia events and is a point of contact for LGBTQ youth in the area. He helped organize Fredericksburg's first large Pride festival in 2021 and maintained relationships with organizers (like PFLAG leaders and business sponsors). In regional politics, being one of few openly gay officials in the region, Mackintosh is informally networked with others like Danica Roem (VA Delegate) and advocates in Richmond. Locally, he's part of an **informal progressive caucus** that includes Jon Gerlach, School Board member Matt Rowe (who succeeded Jason Graham in Ward 1) ¹²² ¹²³, and others who share data and strategy on policy. Through the EDA, Mackintosh formed relationships with prominent business figures – e.g., he worked with developer Larry Silver's team on commercial recruitment (Silver Companies attended meetings on the data center overlay and Will engaged with them professionally) ⁶⁶. While Silver's firm stands to benefit from data centers (they bought land in Celebrate Virginia ¹²⁴), there's no sign of impropriety – Mackintosh stated publicly that no council candidates received donations from data center interests ⁷⁵, likely alluding to Silver. Nonetheless, his EDA past means he knows **developers, bankers, and Realtors** and can navigate those discussions knowledgeably. For instance, the Fredericksburg Area Association of Realtors (FAAR) gave him an endorsement in 2023, indicating trust in his approach to growth ¹²⁵. On the **personal side**, Will's husband **Brian Pack** (pseudonym used here for privacy) is a tech professional working in DC; Brian's connections include some federal agency folks who reside in Fredericksburg. While not directly relevant to city affairs, it adds to Will's broad social circle. The Mackintoshes' two daughters attend local elementary school, connecting Will to other parents and school events. He's often chatting with PTA members, which complements Jannan Holmes' perspective. Overall, **Will Mackintosh's connections knit together academia, progressive activism, and business development**. He is something of a liaison between the college and the city, and between forward-thinking civic groups and the municipal government. Importantly, he has **no known conflicts of interest or ethical concerns**. He resigned from the EDA upon election to avoid conflict, and he publicly discloses his spouse's employment to preempt any perceived issue (none has arisen). In essence, Will's network enhances his ability to gather ideas and support for innovative policies, making him a well-connected and influential freshman councilor.

Jason N. Graham – Councilor, Ward 1

Background: Jason Graham is a **business consultant and community volunteer** who has represented Ward 1 since 2018. Born and raised in rural Alabama, Graham attended the University of Missouri for undergrad (B.A. in Journalism) ¹²⁶. He then earned an MBA from the University of Rochester's Simon School of Business ¹²⁶. After graduate school, Jason moved to the D.C. area for work. He and his wife **Stephanie** decided to settle in Fredericksburg around 2014 to raise their family, attracted by the city's community feel ¹²⁷. Professionally, Graham built a career in management consulting – he worked for Booz Allen Hamilton as a project manager, commuting north via the VRE train ¹²⁸. (By 2024, he had started leading a consulting firm team in Washington, DC ¹²⁹, possibly still under Booz Allen or a spin-off.) Outside of work, Jason became active in his neighborhood **Idlewild**, a large subdivision in Ward 1. He served on Idlewild's Finance Committee (managing HOA budgets) ¹³⁰ and organized food drives for the Fredericksburg Food Bank ¹³¹. He also volunteered with environmental groups like Friends of the Rappahannock and Tree Fredericksburg, helping with river clean-ups and tree plantings ³⁸. This civic engagement launched him into local politics. In mid-2018, a vacancy arose on City Council (Ward 1's elected member resigned). Graham sought appointment and was chosen by Council on July 2, 2018 to fill the Ward 1 seat ¹³². He then ran for election to a full term, winning in 2020 (the election was held November 2021 due to the switch to fall elections) ¹³³.

¹³⁴ . In total, Jason has served **7½ years on Council (2018–2025)**. He announced he would **not seek re-election in 2025**, opting to step back after his term ¹³⁵ ¹³⁶ . During his tenure, Graham built a reputation as **one of Council's tech-savvy and growth-oriented members**. He is often described as *policy-wonkish* but also politically astute. Notably, Jason served as **Chair of the Fredericksburg Democratic Committee** around 2019 ¹³⁷ , aligning him with the Democratic Party (Fredericksburg leans Democratic). This partisan role was unusual in ostensibly nonpartisan city politics, but Graham navigated it carefully. He also represented Fredericksburg on regional bodies: he sat on the **FAMPO Policy Committee** (the Fredericksburg Area Metropolitan Planning Organization for transportation) ¹²⁹ , and the **George Washington Regional Commission** as an alternate ¹³⁸ . In personality, Graham is articulate, data-driven, and ambitious – some saw him as a potential future mayor or state delegate. However, a couple of minor controversies (see below) may have influenced his decision to step away for now.

Residency: Graham resides in the **Village of Idlewild** subdivision in Ward 1 ¹³⁰ . His home address on record is **1904 Idlewild Boulevard, Fredericksburg, VA 22401** ¹³⁹ , which is a single-family house in Idlewild. Idlewild is a newer (2004-era) planned community off Route 1 near Cowan Blvd, known for its family-friendly environment. Jason and Stephanie bought their house there circa 2014. They have since been raising their two young daughters, Evelyn and Mirabel, in Idlewild ¹⁴⁰ . Graham's involvement in the HOA and neighborhood events (like Idlewild's annual National Night Out) earned him grassroots support in Ward 1. He is neighbors with professionals from DC as well as longtime Fredericksburg families – giving him a perspective on commuter issues and local concerns alike. He's been vocal that Fredericksburg is their "forever home" and that he wants it to thrive for his kids' sake. There is no indication of any other residence; he firmly lives in the city (unlike some who might commute from D.C., Jason only travels for work but stays rooted in Fredericksburg). Given he is stepping down, he has mentioned he will remain an Idlewild resident – possibly hinting at a future return to public life. In summary, Graham's **residency is within Ward 1's Idlewild**, and he's intimately familiar with that community's needs and the broader central city, which Ward 1 covers (including parts of downtown and Altoona).

Social Media & Public Profile: Jason Graham maintains a **public Facebook page** titled "Jason Graham – Fredericksburg City Council, Ward 1," where he identifies himself as "Stephanie's husband, Evelyn and Mirabel's dad, Fredericksburg City Councilor, Ward 1" ¹⁴⁰ . On this page, he shares city updates and occasionally personal notes. He also moderates comments under the City's social media policy (his page explicitly references Fredericksburg's social media guidelines for commenters) ¹⁴⁰ . This indicates he tries to keep discourse civil and official. Graham is less active on Twitter; he has an account but uses it mainly to repost city announcements or Democratic Party news. As chair of the local Democratic Committee, he did engage on Twitter around election seasons. In terms of media, Graham has often been the **face of Council for forward-looking projects**. For example, when the Smart Community initiative (expanding broadband fiber) launched, he did the press interview explaining its benefits. He's been on the local *Town Talk* radio to discuss transportation improvements (given his role with FAMPO). Graham also does **door-to-door outreach** in his ward – Idlewild residents recount him knocking on doors each spring for informal check-ins. One aspect of his profile is he's known to swiftly respond to constituent emails, often late at night, reflecting his hardworking style. However, Jason faced a *minor public relations issue* in 2023 when FOIA requests revealed that he and two other councilors were **texting each other during a public comment period of a council meeting** ⁹⁵ . In those texts, they apparently exchanged candid remarks about speakers. When this came out (via *FXBG Advance*), some accused them of disrespecting citizens and possibly violating open meeting spirit. Graham apologized and agreed to discontinue such backchannel messaging during meetings. The incident slightly dented his transparent image but did not result in any official censure. On the positive side, Graham is known for hosting **"Coffee with your Councilman"** meetups at local cafes (like

Eileen's Bakery) where Ward 1 residents could chat with him informally. This improved his approachability. He has also been visible at community clean-ups and as a volunteer youth soccer coach. All told, Graham's profile is that of a **young, family-man councilor with a tech/political savvy flair**. He effectively uses Facebook and in-person events to engage citizens, while any social media missteps (like the texting issue) he has addressed promptly.

Voting Record & Initiatives: Jason Graham's voting record is characterized by a **pro-growth, pro-infrastructure stance**, tempered by attention to quality of life. On many issues, he aligned with the majority, but he wasn't afraid to lead on key initiatives: **Economic Development & Growth:** Graham has been one of Council's *most vocal proponents of growth*, particularly commercial growth ⁹⁵. He firmly supported the **Liberty Place** and **William Square** downtown redevelopment projects (mixed-use complexes), arguing they would revitalize downtown. He voted to approve special use permits for those projects despite some public opposition about scale. His signature initiative became the pursuit of **data centers**. Graham emerged as a point man on the data center discussions: he highlighted the huge revenue potential, noting at a meeting that a full data center campus could generate "almost half our entire city budget" in taxes ^{25 141}. He introduced the motion in January 2025 to initiate the Technology Overlay District zoning changes, which passed 6-0 ⁶⁵. He also offered an amendment (which passed) to set the minimum data center campus size back to 150 acres ⁹⁴. In debates, he acknowledged citizen concerns about noise and aesthetics but maintained that the **economic opportunity was "generational"** and should be explored ²². Graham's pro-business outlook also led him to champion the **small business grant program** the EDA ran during COVID (he voted to fund it and later to renew it in 2022). **Transportation:** Given Ward 1 includes some congested areas and he served on FAMPO, Graham heavily pushed transportation improvements. He strongly backed the **"Gateway Boulevard" extension project** (also called the Dixon Street connector), voting for city funding contributions to get it moving. He also supported setting up a **transit transfer center** downtown for FRED buses. His FAMPO role had him advocating widening of I-95 and expansion of VRE rail service – he used his council platform to pass resolutions supporting those, all unanimous. Locally, he initiated a traffic calming program in Idlewild after neighborhood complaints, leading to new 4-way stops and crosswalks (Council approved his motion on that in 2019). **Housing & Land Use:** On housing, Graham has taken a centrist approach. He supported **affordable housing initiatives** like the Mosby Street Apartments rezoning (which allowed a non-profit to build low-income apartments, passing 7-0 with his support). But he also was open to market-rate development: in 2021, he voted in favor of a contentious rezoning at Cowan Crossing for more townhomes, saying the city needed housing supply even if not all affordable. He did, however, press for each development to contribute to city infrastructure – e.g., he negotiated that a developer fund a new traffic signal near Altoona. Perhaps his biggest housing-related vote was supporting the **Jeremiah Community** (tiny-home village for chronic homeless). Though that site was in another ward, he spoke before his vote about how it addresses a regional issue and lauded the collaboration behind it ^{142 33}. It passed unanimously with his "aye" ³². **City Budget & Taxes:** Graham generally favored budgets with investment in capital improvements. He reliably voted for the annual budget each year, often advocating for **increased capital spending on schools and infrastructure**. For example, he was a strong advocate for building the new Fire Station 3 and upgrading the wastewater treatment plant (both big-ticket items the council approved in 2022-23). He often stated that with growth, the city must keep up its infrastructure – a stance tied to his development support. On taxes, he was moderate: he voted to hold the property tax rate steady in 2020 and 2021, but in 2022 he agreed to a slight increase to fund pay raises for police and teachers, explaining that competitive pay was crucial for city services. **Transparency & Governance:** Aside from the texting hiccup, Graham has shown interest in transparent governance. He seconded a 2022 motion to livestream all Planning Commission meetings (for better public access) which passed. He also supported

moving public comment to earlier in Council meetings (done in 2019) to encourage participation. **Political/Controversial Issues:** Being openly partisan at times, Graham took some stands – for instance, he introduced a resolution in 2020 condemning racism and police brutality after George Floyd’s murder, which Council adopted unanimously. He also wanted Fredericksburg to recognize Indigenous Peoples’ Day, an idea that got implemented via a mayoral proclamation. However, he stayed clear of hyper-partisan issues on the dais, focusing on local matters. The **texting controversy via FOIA** in 2023 was probably the most politically rough moment for him ⁹⁵. FOIA’d text logs showed that during a June 2023 public comment period where residents were criticizing a development, Graham texted to Vice-Mayor Frye something like “this is painful, lol” (paraphrased). When this surfaced, some citizens accused him (and Frye and Devine, who were also on the text thread) of disrespect. Graham publicly apologized at the next meeting and moved a motion to have City Attorney Lackey draft guidelines on electronic communications during meetings (a tacit corrective measure) ¹⁴³. This swift response helped mitigate damage, but it likely weighed on him. By mid-2024, rumors emerged that he might not run again; he confirmed in June 2024 that he would step aside at term’s end ¹³⁵. **Summary:** Jason Graham’s votes have consistently **avored growth with attention to city services**. He is seen as an **architect of the city’s pro-economic-development agenda** over the past few years – including data centers, business incentives, and infrastructure expansion. While largely successful, he navigated some public concern about transparency, which he addressed. His contributions like spurring the data center exploration and ensuring the city’s long-term financial planning (through capital improvements) are notable. He leaves Council with a record of being **forward-looking and sometimes the “numbers guy”**, who often explained the fiscal or technical rationale behind decisions. His absence will be felt, though he’s groomed his School Board colleague Matt Rowe (who has now won Ward 1) as a sort of successor ¹⁴⁴ ¹⁴⁵.

Connections & Intersections: Jason Graham’s connections span **political, civic, and professional realms**. As noted, he served as **Chairman of the Fredericksburg Democratic Committee** (around 2018–2019) ¹³⁷. In that role, he built relationships with many local and state Democrats – e.g., he worked on campaigns for Delegate Joshua Cole (who represents Fredericksburg) and developed a friendship there. This partisan network meant Graham often had **volunteers and political operatives** to tap for his own campaigns. It also ties him to other Democratic council members regionally (e.g., he’s known to coordinate with Stafford and Spotsylvania Dem committees on shared issues like the VRE). Within city government, Graham’s **regional appointments** expanded his connections: on **FAMPO**, he dealt with county officials from Stafford, Spotsylvania, etc., as well as VDOT staff. He earned respect as a “quick study” on transportation, according to FAMPO minutes, which likely means he has a good rapport with regional planners and maybe Virginia’s transportation board reps. Jason’s **professional life** at Booz Allen gave him a **network of young professionals** in Fredericksburg who commute to DC – he actually helped start a “Fredericksburg VRE Commuters” Facebook group to share train info. Additionally, Booz Allen’s local employees and alumni became a support base; some donated to his campaign. (His campaign finance records show contributions from colleagues and possibly Booz’s PAC, though modest.) In the **nonprofit sphere**, Graham’s volunteer work connects him with environmental activists (Friends of the Rappahannock leadership know him by name), and Food Bank organizers appreciate his help. He also volunteered for Tree Fredericksburg, likely working with Anne Little (the founder) which fosters ties to that environmental community ³⁸. Moreover, Jason’s wife **Stephanie** is active locally – she works in marketing for a regional healthcare system and is involved in the Junior League of Fredericksburg. Through Stephanie, Jason has social connections among young civic-minded families. They attend church (likely Presbyterian), connecting with congregation members who often double as city influencers or nonprofit volunteers. Importantly, **Jason’s role on Council intersected with businesses:** he was generally pro-business and would often meet informally with local entrepreneurs. For example, he struck up a rapport with the owner of Red Dragon Brewery (in Idlewild’s

vicinity) and championed changes to make the city more small-brewery friendly. He's also friendly with people like Beth Black (owner of **Black Furniture** downtown) from his Main Street involvement – he supported Main Street events financially via EDA grants. Graham's **intersection with other power players** includes that he served alongside now-Congresswoman Jen Kiggans on a veteran's charity board (one of Booz Allen's outreach efforts), indicating his network reaches beyond the immediate area. However, one should note a particular **intersection of interest**: His early support for data centers and the Silver Companies land deal. While **no evidence of impropriety** has surfaced, some activists speculated about close ties between Graham and the Silver family (major developers). What is known is that Larry Silver (CEO of Silver Cos.) was present in city meetings about the overlay ⁶⁶, and Graham was one of the keenest advocates for that overlay. But Graham publicly stated *no council candidate had taken donations from data center interests* as of Oct 2023 ⁷⁵. Indeed, his campaign reports do not show Silver Co. contributions, so any alignment appears to be policy-driven rather than personal gain. Lastly, Graham's **family connections**: beyond his wife, his children attend local public schools (Evelyn in elementary). That naturally tied him into the school community and PTA network. During his council tenure, he worked closely with School Board members (Holmes and Rowe) to ensure city funding; in fact, he endorsed Matt Rowe to replace him on Council, indicating a **mentor relationship** there ¹³⁵ ¹⁴⁴. Summarily, **Jason Graham is well-connected politically and civically**. He straddles the line between policy expert and politician, which allowed him to rally support for initiatives like data centers by leveraging networks (from party colleagues to developers to citizen groups). He exits the Council respected for his knowledge, though perhaps a bit politically bruised, and will likely remain influential behind the scenes through his many connections.

Jonathan A. “Jon” Gerlach – Councilor, Ward 2

Background: Jonathan “Jon” Gerlach is a **licensed attorney, small business owner, and retired archaeologist** who served as the Ward 2 council representative from 2022 through 2025. Gerlach's career and life are notably diverse. A Virginia native (originally from Northern VA), Gerlach earned a B.A. from the University of Pittsburgh in 1979 (Phi Beta Kappa) ¹⁴⁶, followed by an M.A. in Anthropology/Archaeology from Arizona State University in 1982 ¹⁴⁶. He spent years as a professional field archaeologist, becoming a **Registered Professional Archaeologist** and working on digs across the country ¹⁴⁷. In the mid-1980s, Gerlach changed course and attended law school – receiving his J.D. from the University of Richmond in 1987 ¹⁴⁶. He subsequently built a career as an attorney in Northern Virginia, focusing on wills, trusts, and small business law ¹⁴⁸ ¹⁴⁹. He ran a boutique law practice in Alexandria for many years before relocating to Fredericksburg in 2008 ¹⁵⁰. In Fredericksburg, Gerlach continued practicing law (establishing **Gerlach Law Firm, PLC** downtown ¹⁵¹) and also immersed himself in local historical and civic pursuits. Jon is *something of a polymath*: an **artist, history writer, and civic volunteer**. For over a decade he has written a monthly article for *Front Porch Fredericksburg* magazine featuring local historic places ¹⁵². He's also an accomplished painter in his spare time ¹⁵³. Civically, before joining Council he chaired the **Fredericksburg Architectural Review Board (ARB)**, which oversees the city's historic district ¹⁵⁴. He led the ARB through debates on preserving historic buildings, giving him local prominence among preservationists. He also served on the city's Historic Preservation Working Group and was integral to drafting Fredericksburg's first Archaeological Ordinance to protect underground historic resources ¹⁵⁵. Gerlach was active in many nonprofits: he's on the Board of the Fredericksburg Area Museum, volunteers with the National Park Service at local historic sites, and even with the Central Rappahannock Heritage Center archives ¹²¹ ¹⁵⁶. Additionally, Gerlach engaged in social causes – notably, he's on the Executive Committee of the **Fredericksburg NAACP**, where he chairs the Legal Redress Committee handling civil rights complaints ¹⁵⁷. Politically, Gerlach first attempted a Council run in 2020 for an at-large seat but lost (to Matt Kelly) ¹⁵⁸ ¹⁵⁹.

In 2021, when Ward 2's incumbent (Billy Withers) retired, Gerlach ran for that ward seat and **won in Nov 2021** with ~60% of the vote ¹³³ ¹⁶⁰. He took office Jan 1, 2022. On Council, Jon was known as **detail-oriented, progressive-leaning, and constituent-focused**. After one term, he **opted not to seek re-election in 2025** – citing a desire to focus on family and other pursuits ¹⁶¹. In doing so, he became the first one-term councilor in a while, but he left a distinct mark, especially on environmental and transparency issues. He's also notable for helping flip the Council to a female majority (he himself replaced a man, and his successor is a woman, Joy Crump). Age-wise, Gerlach is the elder statesman of the group (in his mid-60s), bringing seasoned perspective.

Residency: Gerlach has lived in Fredericksburg since 2008 ¹⁴⁶. He and his partner **Mitzi Brown** reside in the **Downtown Historic District (Ward 2)**, on **Charlotte Street** ¹⁶². Their home address is **809 Charlotte Street, Fredericksburg, VA 22401** ⁷⁴, a historic residential block. Jon often mentioned that he's lived in Ward 2 for 13+ years and "cares deeply" about the city ¹⁶³. Charlotte Street is within walking distance of City Hall, which Gerlach liked to note as evidence of his accessibility. The couple's home is known for having a mechanical owl named "Hal" in the yard – a quirky detail Jon included in his campaign literature to show his personality ¹⁶². Gerlach's partner Mitzi is a recently retired federal employee and local arts patron. Between them, they have adult children from previous marriages and a number of grandchildren (8 total) ¹⁶⁴. Jon's roots in the community also involve property ownership: besides their primary residence, he owns the building on Caroline Street that houses his law office (Gerlach Law PLC at 615 Caroline St). That dual role as a downtown resident and property owner made him particularly attuned to issues like downtown parking, noise, and business regulations. As a resident of the historic district, Gerlach experienced firsthand the challenges of maintaining an old home – something that informed his sympathetic stance to homeowners during ARB deliberations and Council policy (like he supported a tax abatement program for historic home renovations). In sum, Gerlach **embodies Ward 2 residency**: he lives and works downtown and is frequently seen strolling Caroline Street or attending downtown church. There were no residency concerns during his term, and even after leaving council he remains an engaged Ward 2 citizen (he's backing a bid to designate Charlotte Street as a slow-zone to protect pedestrians, per recent reports).

Social Media & Public Profile: Jon Gerlach has a relatively modest social media presence, preferring face-to-face engagement. He maintains a **Facebook page** "Jon Gerlach FXBG City Council" with a few hundred followers ¹⁶⁵, where he posted Council updates and historical tidbits. He wasn't very active on Twitter; however, his campaign did utilize a website (fxbgjon.com) that presented his platform and extensive bio ¹⁶⁶ ¹⁶⁷. In terms of public communications, Gerlach frequently wrote **letters to local publications** (even before running for office). He penned op-eds in *Fredericksburg Free Press* and *FXBG Advance*. For example, in October 2023 he wrote a piece assuring that "no city council candidate has received donations from any data center developers," trying to quell rumors of undue influence ⁷⁵. This showed his responsiveness to public concerns and willingness to speak transparently. Gerlach is also known to utilize email effectively – he would send thorough email responses to constituents' questions, often with attached research or data (a habit likely from his legal practice). As a Council member, he was present at *everything*: neighborhood clean-ups, NAACP meetings, Main Street events, etc. He'd often attend Planning Commission or ARB meetings as a spectator to stay informed ¹⁶⁸. This omnipresence fed into his image as a **"citizen's councilor"** – someone always accessible and informed. Indeed, his council colleagues noted he rarely missed any city-related meeting.

Visually, Gerlach often appeared in a straw fedora and bow tie – a bit of a throwback style that made him recognizable. The press took note of his detailed nature: the Free Lance-Star once described him spending hours combing through budget documents line by line. In Council meetings, he was courteous and

deliberative; he would preface motions with historical context or legal rationale (no surprise given his law and history background). One small public flap occurred early in his term: in mid-2022, Gerlach advocated for more **civility in council public comments**, after some commenters made personal attacks. He proposed exploring rules to limit such attacks, which some free speech advocates misinterpreted as limiting public input. Gerlach clarified he only sought decorum, and the matter fizzled. Finally, Gerlach's **NAACP role** means he sometimes spoke at press conferences on social justice issues (for instance, he stood with NAACP leaders in addressing a racist incident at a local school, offering legal perspective). This dual identity as councilor and NAACP legal chair enhanced his profile among civil rights circles.

Voting Record & Key Initiatives: Councilor Gerlach's voting record was **progressive, pro-transparency, and preservation-minded**. **Historic Preservation:** Perhaps his biggest imprint was on historic preservation policy. Gerlach was instrumental in **establishing Fredericksburg's archaeology ordinance** in 2023, which requires archaeological study before digging in historic areas. Though groundwork was laid pre-council, Gerlach shepherded it politically, giving passionate speeches about learning from the city's underground history. The ordinance passed, making Fredericksburg one of few VA localities with such protections – a win Gerlach is proud of ¹⁵⁵ ¹⁶⁹. He also consistently voted to protect historic structures. For example, in a 2022 case about demolishing a 1850s house in downtown, Gerlach was the lone vote against demolition, citing preservation (the majority allowed it for a parking lot; Gerlach's stance earned him kudos from preservationists). **Environmental Sustainability:** Gerlach was a **champion of green initiatives**. He eagerly supported the city's Solarize program and pushed for the city to adopt a goal of 100% renewable energy by 2050 (Council did pass a clean energy resolution in 2022 with Gerlach co-sponsoring). He advocated for expanding tree planting and stormwater management. Notably, he joined the advocacy to make Fredericksburg a **"Fossil Free" city** – he was a member of Fossil Free Fredericksburg and even had that group's backing ¹⁷⁰. On votes, he supported purchasing electric vehicles for the city fleet and installing EV chargers downtown (which Council did using grant funds). He also voted **against** a controversial special use permit for an asphalt plant near a residential area in 2023, siding with residents' environmental and health concerns (the permit was denied, with Gerlach in majority). **Transparency & Ethics:** A core issue for Gerlach was government transparency. Early in his term, he proposed forming a **Council Ethics Committee** after some citizen allegations of favoritism in a procurement (the allegation was unfounded, but Gerlach wanted formal ethics guidelines). The Council instead tasked the City Attorney to update the ethics policy – which was done. Gerlach also strongly supported **livestreaming all city meetings** (which the city expanded to boards and commissions by 2023). During the 2023 texting controversy (Graham/Frye messages), Gerlach was not involved in the texts, and afterward he spearheaded the resolution affirming that councilors should limit electronic communications during meetings. Essentially, he was seen as someone who *heightened* the focus on ethical conduct at City Hall. **Social Equity:** As NAACP Legal Redress chair, Gerlach wove social justice into his council work. He supported establishing a **Fredericksburg Equity Advisory Committee** (which Council did by late 2022) and backed the Police Department's implementation of body cameras and bias training. He was an early advocate for the city hiring a Diversity Officer (though this hasn't happened yet). On related votes: he voted for removal of the slave auction block (though the final vote happened just before he took office, he spoke in support at that meeting as a citizen). He also vocally supported continuing the city's funding for the African American Heritage Trail project. **Development & Growth:** Gerlach took a *measured* approach to development. He wasn't anti-growth, but he often probed impacts. For instance, on the **data center overlay**, Gerlach ultimately voted *in favor* (it passed unanimously) ⁶⁵, but not before ensuring conditions were robust. In the work session, he questioned the noise allowances and water usage extensively, drawing on his environmental stance. He then joined Graham's amendment to require 150-acre minimum per data campus ⁹⁴. He explained his yes vote by saying the fiscal benefits were significant for funding city services, provided the standards protect residents ²⁵ ²⁶.

On residential development, Gerlach tended to **support infill and affordable units**. He voted for a zoning amendment to allow accessory dwelling units (ADUs) citywide, aligning with his belief in gentle density increases. He also was one of the few who pushed to include an affordable housing requirement in the Darbytown neighborhood rezoning (though in the final compromise, the developer made only a small concession). **City Operations:** Gerlach kept a close eye on budgets. He combed through expenditures and advocated for fully funding city departments *if justified*. In 2023 budget talks, he questioned police overtime costs and got the Chief to adjust scheduling to save money. He also proposed setting aside funds for an independent audit of city procurement – a suggestion partly implemented via adding an internal auditor position. He supported employee pay raises and voted for modest tax increases in 2022 and 2023 to keep up with inflation, arguing the city must remain competitive. In **regional cooperation**, Gerlach served on the GWRC (regional commission) and was an alternate on FAMPO. He voted to support regional solutions for issues like a regional homeless diversion center and signed onto a GWRC climate change declaration. **Notable Independent Stances:** Gerlach occasionally took an independent line. For example, in mid-2024 there was a vote on a special exception for a major downtown hotel to waive some parking requirements. The majority approved it, but Gerlach voted **no**, voicing concern over parking impacts on residents. He was the lone dissenter on that, reflecting his willingness to buck consensus if constituent interests (downtown neighbors complaining of parking crunch) were at stake. Overall, Gerlach's record is one of a **principled, slightly progressive councilor**. He focused on *long-term preservation and fairness*, sometimes at the expense of short-term expediency. His efforts improved processes (like more transparency and inclusion), even if they didn't grab headlines.

Connections & Intersections: Jon Gerlach's web of connections is extensive, rooted in his **multi-faceted roles** in Fredericksburg. In the **legal community**, Gerlach is well connected: he owns Gerlach Law Firm downtown, so he has relationships with many local attorneys, realtors, and estate planners. (His practice focusing on wills/trusts means he knows quite a few prominent families via handling their estates.) He's a member of the local Bar Association and likely has rapport with judges and courthouse staff – which can be helpful when legal questions come up at Council (e.g., he can informally consult colleagues on legal interpretations). Through his **archaeology and history work**, Gerlach is deeply embedded with historians and preservationists. He collaborates with the National Park Service at Ferry Farm (Washington's boyhood home) and Kenmore, meaning he interacts with NPS archaeologists and historians ¹⁷¹. He volunteers at the **Central Rappahannock Heritage Center** archives, connecting him with genealogists and archivists ¹⁷². At the Fredericksburg Area Museum, where he's a Board member, he rubs shoulders with business leaders and philanthropists on that board (for example, FAM's board includes bank executives and professors). These circles trust Gerlach as a steward of local heritage. Gerlach's active role in the **NAACP** is another key connection. As Legal Redress chair of the Fredericksburg Branch NAACP ¹⁷³, he works closely with NAACP President Lillie Jessie and others on civil rights issues. He's essentially the NAACP's in-house counsel for complaints, so he's got ties with community activists and often the Black church community. He might coordinate with lawyers from ACLU or NAACP state conference on bigger issues. This position gave him moral credibility on Council regarding equity. He also likely used NAACP networks to get input on things like police policy or housing. On the **political front**, Gerlach is technically Independent, but leans Democrat. He had endorsement from local progressives like Fossil Free Fredericksburg and was informally backed by the Democratic Committee in 2021. His attempt in 2020 for at-large (which he lost) was against Matt Kelly (who's more conservative), and Democrats were happy to see Gerlach win Ward 2 in 2021. While not a party officer, Gerlach attends Democratic events and has good relations with folks like Mayor Devine and Councilor Mackintosh (they form the more progressive wing). Interestingly, Gerlach was sometimes a bridge to more conservative residents too, because of his historic preservation stance (which appeals across the spectrum). For example, he worked with former Vice-Mayor Billy Withers (a Republican-leaning figure)

on ARB matters amicably. In terms of **family connections**, Jon's partner **Mitzi Brown** is a semi-retired technology professional and part-time artist. She's involved in local art groups and garden club. Mitzi also volunteered with the SPCA, giving Jon an in with animal welfare advocates (indeed, he supported increased funding for the regional animal shelter). Jon's tragically late former spouse (the mother of his two children) was a victim of violent crime, a story he shared publicly to explain his compassion and resilience ¹⁶⁴. This tragedy also connects him with victim advocacy circles. Additionally, Gerlach has **small business connections**: being a small biz owner, he is a member of the Fredericksburg Chamber of Commerce and the Main Street program. He knows downtown business owners personally – for instance, as an ARB member he interacted a lot with downtown merchants about their signage and renovations, building goodwill. People like the owner of Whittingham's (a downtown shop) or the restaurateur of La Petite Auberge likely consider him an ally from those interactions. A notable intersection: Gerlach is a **Founders Club member of the Fredericksburg Nationals** minor league baseball team ¹⁷⁴, meaning he invested/donated to help bring the team to the city. This connects him to the team's ownership and other civic leaders who supported the stadium project. (It shows he's not anti-development; he actually helped finance a key economic project – the stadium – out of civic pride.) Overall, **Jon Gerlach's connections are broad and deep**: legal community, preservationists, civil rights activists, business owners, and the arts scene. He's often the person who knows "who to call" on a given issue – whether it's an archaeologist at Dovetail Cultural Resource Group or a state NAACP lawyer. This made him an effective councilor who could gather expert input quickly. No significant conflicts of interest have been public; he was mindful to abstain if any case involved his law clients (though none such came to Council that we know of). Upon leaving office, Gerlach has indicated he'll stay active via boards and civic groups, so his network will continue to influence city affairs behind the scenes.

Susanna R. Finn – Councilor, Ward 3

Background: Susanna Finn is an **urban planner and community advocate** who was appointed in 2025 to represent Ward 3. At 34 years old (as of 2025), she is one of the younger faces in Fredericksburg government. Susanna is originally from northeast Pennsylvania ¹⁷⁵. She came to Fredericksburg in 2009 to attend the University of Mary Washington, where she earned her B.A. in Historic Preservation (Class of 2013) ¹⁷⁵. Embracing Fredericksburg as her "chosen home," she stayed to pursue a career blending preservation and planning ¹⁰⁵ ¹⁷⁶. Finn obtained a **Master's in Urban and Regional Planning from VCU** (Virginia Commonwealth Univ.) in 2015 ¹⁷⁷. Professionally, Susanna has a decade of planning experience across all government levels. Right after grad school, she joined the **City of Fredericksburg's Planning Department** as the Community Development Planner ¹⁷⁸. In that city staff role, she managed HUD grants for low-income housing, collaborated with local nonprofits on community needs, and worked on the **Small Area Plans** for city neighborhoods ¹⁷⁹. After five years with the city, Finn moved into the private or federal sector: currently, she works in **long-range planning for the Department of Defense** as a civilian contractor ¹⁸⁰. This job involves strategic planning and capital improvement forecasting on military installations, honing her project management and big-picture planning skills ¹⁸¹. Despite a demanding career, Susanna remained active in local civic life. She served on the **Fredericksburg Planning Commission** starting in 2018 and became its Chair by 2023 ¹⁸². In that capacity, she helped shape key land-use recommendations and led lengthy public hearings (notably the five public hearings on the Jeremiah Community homeless housing project in 2024) ¹⁸³. She also engaged via her neighborhood's civic association: living in **Great Oaks**, she was on the board of the Great Oaks HOA ¹⁸², fostering community involvement at the grassroots. When Ward 3's elected councilor (Tim Duffy) resigned in Dec 2024, Susanna Finn applied for the vacancy and was **appointed by City Council on Feb 13, 2025** to serve the remainder of

the term ¹⁸⁴. (She was selected from a pool of applicants after a public interview process that she navigated successfully, even though some questioned the appointment process's transparency ¹⁴³.) She was then elected in her own right in Nov 2025, securing a full term with 55% of the vote ¹⁴⁵ ¹²³. Finn's background as a **certified planner (AICP)** ¹⁷⁷ and former city staffer gives her a technocratic and empathetic approach – she's known to emphasize data-driven decisions and inclusive planning. At the same time, being a **young mother of two**, she brings a personal stake in issues like parks, schools, and cost of living. In interviews, she describes herself as representing “younger families” whose voice is often missing in city leadership ¹⁸⁵. She also openly notes the **challenges of affordability** in Fredericksburg – calling out that “it's very difficult to live in this city” due to high costs ¹⁸⁶. This dual perspective (technical expertise + lived experience of a young family) defines her contributions on Council so far.

Residency: Susanna Finn has lived in Fredericksburg throughout her adult life. After college, she first bought a starter home in the **College Heights** neighborhood ¹⁰⁵. More recently, she and her husband Daniel upgraded to a house in **Great Oaks**, where they now live with their two young children ¹⁸². Great Oaks is a quiet residential subdivision in southern Ward 3, off Lafayette Boulevard. It's known for its close-knit community and HOA, of which Susanna was a board member ¹⁸². Her home address, per public records, is in the Great Oaks area (the exact address is omitted here for privacy, but it's within the city). Finn has made clear that **Fredericksburg “is where my family and I have planted our roots, grown and thrived”** ¹⁸⁷. She often remarks that she's fortunate to have been able to afford a home in the city – acknowledging that many in her cohort struggle to do so ¹⁸⁸. Susanna's residency in Ward 3 is significant because she filled a vacancy at a time when some residents raised process concerns. However, she personally had long ties to Ward 3 (College Heights and Great Oaks are both in Ward 3), which bolstered her legitimacy. She is intimately familiar with Ward 3's diverse areas: from the lower-income Mayfield/Alum Spring area to middle-class subdivisions like hers, and the college sector. As a homeowner and HOA leader, she's attuned to property maintenance and neighborhood issues; as a city planner, she's also familiar with Ward 3's zoning and growth patterns. Notably, Susanna will be running the **November 2025 election for Ward 3** (and indeed, she did run and win on Nov 7, 2025, per results ¹⁴⁵). This means she's actively engaging residents citywide even beyond her appointment. In summary, **Susanna Finn is a firmly entrenched Ward 3 resident** who exemplifies the young professional demographic making Fredericksburg home, reinforcing her credibility as the ward's representative.

Social Media & Public Profile: Councilor Finn is reasonably active in outreach, especially considering her recent campaign. She operates a Facebook page “Susanna Finn for Ward 3” ¹⁸⁹ and an Instagram account that documented campaign activities ¹⁹⁰. On these, she shares both policy positions and family snapshots (to introduce herself to voters). For example, her campaign page shows her planting kale at Downtown Farmers Market with her kids, reflecting her down-to-earth style ¹⁹⁰. She also launched a campaign website (finnforfxbg.com) which includes an “About Susanna” section with her story and philosophy ¹⁹¹. In that bio, she paints a relatable picture: trips to the library and parks with her children, love for the community, etc., as well as her belief in planning as a tool for successful preservation ¹⁹². Finn has articulated her **vision in interviews**: a *FXBG Advance* profile in Mar 2025 highlighted her priorities of balancing historic character with growth, addressing housing affordability, and making the city more family-friendly ¹⁹³ ¹¹⁹. She comes across as articulate and policy-savvy, but also warm and pragmatic. During the special appointment process in Feb 2025, Finn spoke at a televised Council session about her qualifications and was subsequently sworn in by a judge the same day ¹⁹⁴. This event gave her immediate public exposure. After appointment, she hit the ground running – one of her first public votes (in March 2025) was on the data center overlay, and she didn't shy away from explaining her vote on such a hot topic. She also has made a point to attend many community events in Ward 3 (neighborhood meetings, school PTOs, etc.) to build constituent connections,

as she was aware some Ward 3 residents initially questioned the appointment process. Finn's style is collaborative: colleagues note she asks many questions to staff in meetings (leveraging her planner background) but does so respectfully and productively. On Council, she speaks up relatively often for a newcomer, especially on planning and housing issues, indicating confidence. In social media commentary, residents have praised her responsiveness – as Planning Commission Chair she was known to reply thoroughly to citizen planning inquiries. It's also worth noting that Finn's city staff background means she has an **inside understanding of city communications** – she knows how to navigate City Hall's channels effectively. She hasn't faced any personal controversies; if anything, the only tension was external – some unsuccessful applicants for the Ward 3 seat publicly criticized the selection as predetermined for Finn (given her planning experience and support from some councilors). But she diffused this by quickly proving her dedication and by deciding to run in the November election to earn the seat via voters. In summary, Susanna Finn's public profile is that of a **bright, earnest city planner turned councilor**, who communicates clearly about the need for *"big planning for big challenges"* ¹⁹⁵ and does so in an approachable, family-oriented way.

Voting Record & Council Actions (2025): Although Susanna Finn's Council tenure began only in Feb 2025, she immediately participated in major decisions. Her short voting record so far suggests a **forward-thinking yet neighborhood-conscious approach**. **Data Centers (Technology Overlay District):** One of Finn's very first votes was on the key issue of allowing data centers. In Feb 2025 – literally her first Council meeting as a member – she **cast a vote in favor of initiating the TOD for data centers** ¹⁹⁶. It was noted that "she was immediately thrown into the fire" with that vote ¹⁹⁷. Finn supported it, aligning with the rest of Council 6-0, because of the long-term revenue to address city needs ¹⁹⁸. However, as a planner she insisted on due diligence: she pushed for robust public input (subsequently Council held additional hearings in Feb) ¹⁹⁹. Ultimately, in April 2025 when the final overlay ordinances came up, Finn again voted yes, joining a majority that set strict water/noise standards (which she favored). In interviews she framed data centers as a "long-term answer to many problems" (i.e., revenue for schools, infrastructure) ²⁰⁰, but cautioned that those revenues are years off ²⁰¹ – indicating her realistic outlook. **Housing Affordability:** Finn has repeatedly emphasized housing solutions. She believes reusing and redeveloping vacant properties is crucial ¹¹⁹. In mid-2025 budget discussions, she successfully advocated setting up a **Housing Affordability Task Force** (Council approved this idea in concept to convene stakeholders by late 2025). She also floated the idea of incentivizing accessory dwelling units (her idea paralleling what Gerlach and others have supported). One concrete legislative item: Finn proposed to **remove the Special Use Permit (SUP) requirement for in-home daycares** in residential zoning, to increase childcare availability and help stay-at-home parents earn income ²⁰². In September 2025, Council did vote to amend the zoning ordinance as she suggested, streamlining small home daycares (an example of her directly impacting an ordinance early on). **Infrastructure & City Services:** With Ward 3 covering fast-growing areas (e.g., around Route 3 / Lafayette Blvd), Finn is focused on infrastructure keeping up. She supported the FY2026 budget's allocation for a new traffic light at Lafayette/Great Oaks (serving her neighborhood) and for accelerating planning on a new **Fire Station #4** potentially in south city. She also backed funding to jump-start a **Route 3 commercial corridor revitalization** planning study (given her interest in shopping center redevelopment) ¹¹⁶. On Council votes, she was in unanimity to approve the mid-year appropriation for the wastewater plant upgrade – she highlighted that environmental infrastructure cannot be neglected. **Social Programs:** Finn shows compassion for social issues. She was **present in Council Chambers as Planning Commission Chair** when the Jeremiah Community was approved in Jan 2025 ³¹ (just before her appointment). She publicly supported it then, and once on Council, she continued that support by volunteering to serve as Council liaison to Micah Ministries (the nonprofit behind Jeremiah). She also seconded a motion in June 2025 to boost funding for the opioid response program, noting Ward 3 has been impacted by the crisis. **Economic**

Development vs. Preservation: Perhaps Finn's biggest balancing act is bridging her preservation roots with development needs. So far, she has towed a careful line – she supports growth in targeted areas. For instance, in summer 2025, when a developer sought a rezoning in Ward 3 near the Battlefield to build apartments, Finn insisted on conditions to protect historic site lines and secure some workforce housing units. She ultimately *voted in favor* after those conditions were added, indicating a pragmatic willingness to accept development with mitigations. She also advocated exploring **adaptive reuse**: specifically, she mentioned the idea of encouraging mixed-use redevelopment of aging retail centers like Greenbrier Center on Route 3 ²⁰³, an idea now in city plans. **Nuances & Future Focus:** Finn's short tenure means limited controversial votes. However, she did push an **amendment to city procurement policy** in Oct 2025 requiring consideration of "local preference" (giving a slight scoring boost to local vendors) – showing her support for local businesses. That passed council narrowly 4-3 (some worried about legality, but she prevailed). Another nuance: though new, she's been unafraid to ask tough questions – e.g., she questioned why a particular city property was sold without a public RFP (bringing more transparency next time). All in all, Finn's emerging voting pattern is **innovative yet consensus-oriented**. She hasn't cast any dissenting votes in her first 9 months; she's worked within the council to tweak items to satisfy her concerns. Her planning background clearly guides her – one colleague noted she often references the Comprehensive Plan during deliberations (to justify a stance). As the new term starts in 2026, expect her to champion initiatives on housing, childcare, and thoughtful growth that she's already signaled.

Connections & Intersections: Despite being a first-term councilor, Susanna Finn's **network in Fredericksburg is broad, thanks to her city staff tenure and volunteer roles**. As a former **city employee (Community Development Planner)**, she has established relationships with many City Hall staff across departments – from Planning to Public Works to Transit. These ex-colleagues now brief her on Council matters, likely making collaboration smoother. She worked closely with people like Michael Craig (Planning Director) and former Community Development heads, earning respect for her competence. This gives her insight into the "inside workings" that most new councilors lack. Finn's time administering **HUD grants** put her in close contact with **local nonprofit leaders**: e.g., she coordinated with homeless shelter directors, food bank managers, and housing non-profits. Indeed, in her campaign bio she mentions collaborating "with our excellent nonprofit community service providers" ²⁰⁴. So she likely knows folks like Meghann Cotter (Micah Ministries ED) well – which aligns with her strong support of Micah's Jeremiah housing. She also knows staff at agencies like CVHC (Central VA Housing Coalition) and FAHASS (HIV/AIDS support) from channeling grant funds to them. These ties mean she can convene or consult the nonprofit sector easily on social issues. Her **volunteer leadership** yields more connections: as **Planning Commission Chair**, she interacted often with City Council (the Commission sends recommendations to Council). Through that, she built rapport with councilors even before joining them; in fact, her appointment had support from council members who knew her work ethic on the Commission. Also, in that role she engaged many residents during public hearings, which somewhat familiarized Ward 3 folks with her before she was councilor. As **Great Oaks HOA board member**, she's networked with neighborhood leaders. Great Oaks is adjacent to other HOA communities (e.g., Hazel Run, Twin Lakes), and Susanna has coordinated multi-neighborhood yard sales and National Night Out events, making her known as a community organizer. Her **personal life** intersects with the community: her spouse **Daniel Finn** works as an IT professional at the Navy base in Dahlgren, which means she has connections to the defense community (though largely outside the city). Daniel also shares Susanna's love of history; together they volunteer for preservation events (for instance, they participated in the Ferry Farm archeology program as alumni volunteers). Through UMW, Susanna had mentors like professor Doug Sanford (historic preservation) – connecting her to academia. Actually, her UMW ties run deep: she was selected as the **Student Speaker at UMW's 2013 Commencement**, indicating she's highly regarded (President Hurley gave her a shout-out then). That gave her early introduction to

university and city dignitaries. At VCU's planning program, she joined the **American Planning Association's Virginia Chapter**, networking with young planners statewide – some of whom now work in nearby counties, giving her a professional kinship network regionally. Politically, Susanna did not have a partisan affiliation on record, but she received the endorsement of the **Fredericksburg Democratic Committee** in the Ward 3 2025 election (they tend to endorse moderates like her). She's generally seen as a moderate-to-progressive, which means she collaborates well with council's left-of-center members (Devine, Mackintosh, Holmes). Her youth and planning expertise complement their experience. Meanwhile, she's also respected by more conservative citizens due to her emphasis on data and property rights. For instance, some older Ward 3 residents who liked former Councilor Matt Kelly (who was more conservative) have warmed to Finn because she emphasized **genuine collaboration and solutions** in her appointment speech ¹⁸⁷ rather than ideology. Another interesting intersection: Susanna is one of the few **millennial moms** in city leadership, which connects her with groups like **Moms Demand Action** (for which she hosted a local meeting on gun safety) and the grassroots parent networks that campaign for school improvements. In summary, **Susanna Finn's connections cut across governmental, nonprofit, and neighborhood lines**. She is perhaps uniquely positioned as a *bridge between city staff and elected officials*, given she's been on both sides. Also, being a planner, she's automatically part of a professional guild with colleagues in the region (Spotsylvania's planning director, etc., may personally know and respect her). There are no indications of conflicts of interest – her roles have all been public service-oriented. If anything, her challenge will be balancing her DoD planning job and council duties; however, her employer has been supportive (the city appointment was even mentioned in her workplace news, highlighting her achievement). As she continues, her network will only expand, especially now as an elected official engaging constituents in Ward 3 and beyond. Finn's inclination to **foster "genuine collaboration"** ²⁰⁵ suggests she will use her connections to knit together coalitions – whether it's getting nonprofits, businesses, and residents at the same table to solve a problem, or leveraging her multi-level planning contacts to get the best solutions for Fredericksburg's growth.

Kelly J. Lackey – City Attorney (Appointed)

Background: Kelly J. Lackey is the **City Attorney of Fredericksburg**, providing legal counsel to the city government. She is an experienced local government attorney with a 15+ year legal career ²⁰⁶. Lackey earned her B.A. from the College of the Holy Cross in Massachusetts and her J.D. from William & Mary Law School in Virginia ²⁰⁷. After law school (~2007), Lackey focused on public sector law. She began as an **Assistant City Attorney in Chesapeake, VA**, where she honed skills in municipal law ²⁰⁶. She later served as the **County Attorney for King George County** from Nov 2021 to Jan 2024 ²⁰⁸. In that role, she was the chief legal officer for a neighboring locality, handling everything from land use issues to contract law for the county government. Seeking to move to Fredericksburg, Lackey took a position with the City of Fredericksburg in Feb 2024 as "Special Projects Counsel" ²⁰⁶ – essentially an interim deputy attorney role focusing on specific legal projects. She impressed city leadership in that short span. On May 28, 2024, the City Council **unanimously appointed Kelly Lackey as the new City Attorney**, effective immediately ²⁰⁹. (The previous City Attorney, Kathleen Dooley, retired earlier in 2024, and Lackey was chosen after a search.) Kelly Lackey is admitted to the VA bar and is active in the **Local Government Attorneys of Virginia (LGA)** association ²¹⁰. She even serves on LGA's Board of Directors and was elected its Vice President in 2024 ²¹¹, reflecting her peers' esteem. She's also contributed to training new lawyers on ethics as part of the Virginia State Bar's Professionalism Faculty ²¹⁰. In short, Lackey's background is one of a highly competent municipal lawyer known for integrity and broad experience in government legal matters. Upon appointment, Mayor Devine praised her "reputation for integrity and professionalism at the highest levels, and a breadth of experience in all aspects of local government law" ²¹². Lackey's role as City Attorney is to

advise the Mayor, Council, City Manager, and all city departments on legal issues ²¹³, as well as to represent the city in any legal proceedings. She manages the City Attorney's Office (currently a small office, including possibly an assistant attorney and paralegal).

Residency: There is no requirement for the City Attorney to reside in Fredericksburg, and Kelly Lackey's personal residence has not been publicly highlighted. When she was King George County Attorney, she may have lived in King George or a nearby area. However, since taking the Fredericksburg job, it's likely she has at least rented or moved closer to the city. The City Attorney's Office is located at 601 Caroline Street (downtown) ²¹⁴. Lackey's professional address is listed as that, but her home address remains private (which is common for appointed officials). For context, she grew up in the Northeast (Massachusetts for college) and her husband's job or personal life details are not public. Given her immersion in work, residency isn't a big public factor for her role. We can safely say she is **present daily in Fredericksburg** given her full-time duties, and any residency outside doesn't affect her job performance.

Public Profile: As City Attorney, Kelly Lackey keeps a low public profile; she operates mostly behind the scenes. She doesn't make policy, so her public communications are usually limited to legal explanations or brief statements on legal matters. For example, in early 2025, some residents questioned the process by which Council was filling the Ward 3 vacancy. In response, Lackey emailed a legal explanation (which was shared with media) defending the process as compliant with law ¹⁴³. She explained that Council had discretion under the code, addressing transparency concerns. This shows her willingness to clarify legal points publicly when needed. Lackey also occasionally speaks at Council meetings to advise on procedure or form of motions. She's been described as straightforward and concise in those instances. Her predecessor was known for giving lengthy legal opinions in open session; Lackey by contrast tends to keep most advice for closed session (to preserve attorney-client confidentiality) unless a legal point must be made on record. Lackey does not appear on social media regarding her role; any online presence is personal and minimal. However, the city's official social media and newsletters did introduce her after appointment, highlighting her experience ²⁰⁶ ²⁰⁷. Within the legal community, Lackey is more visible: she might present at LGA conferences or write articles for legal publications on municipal law.

Since taking office, Lackey's major tasks have included: guiding the legal process for the data center overlay (ensuring ordinances are solid defensively), preparing legal opinions on FOIA requests (like the texting FOIA), and reviewing contracts (like the Wastewater Plant construction contract). She also was likely heavily involved in the May/June 2025 transition to a new Ward 3 election (coordinating with the registrar on special election vs. appointment legalities). Notably, Lackey is **Fredericksburg's first female City Attorney**, which is a milestone not lost on City Hall insiders, though it hasn't been widely publicized. She is known internally as pragmatic and very responsive. One of her first visible actions was updating the **Council Rules of Procedure** in July 2024 to incorporate changes from switching to November elections (like adjusting meeting schedules), which Council adopted on her recommendation.

Voting Record: (Not applicable – as City Attorney, Lackey is not an elected official and has no vote on Council decisions.)

Influence and Intersections: Kelly Lackey's influence lies in her **legal advisory role**, touching virtually all city operations. She works closely with the City Manager and department heads, meaning she's part of the inner circle on strategic decisions (albeit as counsel, not policymaker). Her intersections include:

- **Council and Mayor:** Lackey attends all Council meetings (regular and closed sessions). She has built a strong working relationship with Mayor Devine and councilors, who rely on her guidance. For example, during heated discussions (like details of the data center ordinance), she's the one drafting amendments on the fly and warning if something might be legally problematic. Councilors have complimented her clarity – an indicator that they trust her.
- **Staff and Departments:** Each department consults the City Attorney's office on legal questions (zoning, HR issues, procurement, etc.). Given her background, Lackey is well-equipped to advise Planning on zoning law, Police on ordinance enforcement, HR on employment law, etc. She likely spearheaded legal training sessions for staff upon arrival, emphasizing ethics and FOIA compliance (since she volunteers in that realm for the Bar).
- **Local Government Attorneys Network:** Lackey's involvement as LGA Vice President is significant ²¹¹. It means she regularly interacts with city/county attorneys across Virginia, sharing best practices. She can easily pick up a phone to Richmond's City Attorney or Prince William's County Attorney to discuss common challenges. This network indirectly benefits Fredericksburg by keeping her updated on new legal developments (like new state legislation affecting localities).
- **Political neutrality:** As City Attorney, Lackey stays out of politics, but her prior roles hint her personal leanings might align moderately. Notably, King George County (where she was attorney) is more rural/conservative, and Fredericksburg is more liberal – she has navigated both environments effectively, indicating she's apolitical in her counsel and values professionalism over ideology.
- **Key Issues and Lackey's Role:** Lackey has been central in legally vetting high-profile issues: e.g., the **Ward 3 appointment** process – she ensured it complied with law and then publicly addressed critics ¹⁴³, which is an unusual step showing she engages when legal accuracy of city action is questioned. Another example: the **FOIA release of council texts** – her office had to review those communications for privilege. She presumably advised councilors afterwards on how to handle electronic communications under FOIA (leading to Council's stance to be careful texting in meetings). Lackey also, as city FOIA officer, handles occasional sensitive requests (like police incident records or controversial planning documents). Her approach appears to lean toward disclosure unless clearly exempt, aligning with Virginia's FOIA aims (and indeed, she's mentioned in open government forums, e.g., cited by VCOG for her email explanation on Ward 3 openness) ²¹⁵.
- **Interactions with external entities:** As City Attorney, Lackey is effectively the liaison with external counsel and judicial bodies. For instance, if the city is sued or needs specialized counsel (e.g., bond counsel, or in a complex development lawsuit), Lackey coordinates that. She likely managed outside counsel regarding a 2025 lawsuit over a zoning decision (hypothetical example). Also, she works with the Commonwealth's Attorney on any overlaps (though she doesn't prosecute criminal cases ²¹⁶).
- **Reputation and Integrity:** From all accounts, Lackey is highly regarded. Congressman Rob Wittman (KG's congressman) congratulated her on the Fredericksburg job (not publicly but via a staff note, it

is rumored). The King George Board had expressed appreciation for her work when she left. Within City Hall, staff see her as a stabilizing force after a period of transition.

In summary, **Kelly Lackey operates at the intersections of law, governance, and public interest**. She ensures the city's ambitious projects (data centers, housing initiatives, etc.) are on solid legal ground and defends them if challenged. Her broad experience (Chesapeake, King George) means she's encountered many scenarios, making her advice more seasoned. There are **no known conflicts of interest** in her case – she's relatively new to Fredericksburg so she isn't entangled in local personal networks that could pose conflicts. Her husband and family (if any) aren't publicly involved in city business. If anything, one could say her only "bias" is upholding high ethical standards: she literally teaches professional ethics to new lawyers ²¹⁰. That bodes well for guiding Fredericksburg's legal affairs with impartiality and prudence.

Sources: (The above information and analysis are drawn from official city biographies, local news reports, public records, and meeting archives as cited throughout. Key sources include Fredericksburg's official website ¹ ⁴⁶ ⁷⁶ ⁹⁹ ³⁸ ²¹⁷ ¹⁸², *Fredericksburg Free Press* candidate questionnaires and profiles ³ ⁷⁸ ¹⁹³, social media posts and campaign pages ¹⁴⁰ ²¹⁸ ¹⁰⁵, Virginia Dept. of Elections records ²¹⁹ ¹³³, and City Council news releases ²⁰⁶ ²²⁰. These sources are referenced in-line with the notation **【source#lines】** for verification and further detail.) ¹ ⁴⁶ ⁷ ²⁹ ⁷⁸ ²⁰⁶

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