

MINUTES
PURCELLVILLE TOWN COUNCIL SPECIAL MEETING
TUESDAY, JUNE 2, 2020, 7:00 PM
TOWN HALL COUNCIL CHAMBERS

The special meeting of the Purcellville Town Council convened at 7:00 PM with the following in attendance:

PRESENT VIA REMOTE PARTICIPATION:

Kwasi Fraser, Mayor
Tip Stinnette, Vice Mayor
Ted Greenly, Council member
Joel Grewe, Council member
Ryan Cool, Council member (late arrival)
Chris Bledsoe, Council member
Nedim Ogelman, Council member (late arrival)

STAFF VIA REMOTE PARTICIPATION:

David Mekarski, Town Manager
Sally Hankins, Town Attorney
Patrick Sullivan, Director of Community Development
Andy Conlon, Senior Planner
Diana Hays, Town Clerk/Executive Assistant

CALL TO ORDER OF SPECIAL MEETING

Mayor Fraser called the special meeting to order at 7:00 PM. The Pledge of Allegiance followed. Council member Bledsoe added by acknowledging the recent passing of Elaine Walker, the long-time mayor and representative of Lovettsville, and expressed his wishes to her family.

CITIZEN/BUSINESS COMMENTS:

None

DISCUSSION/INFORMATIONAL ITEM(S):

a. Review of Comprehensive Plan Final Draft

David Mekarski, Town Manager, introduced himself and Staff: Sally Hankins, Patrick Sullivan, Andy Conlon and Project Consultant: Emily Crow. David Mekarski explained that a memo was forwarded on 29th May from his and Sally Hankins's office that culminated from 2 weeks of intensive review and the council decision matrix where the community development staff, Andy Conlon, Patrick Sullivan and Emily Crow, Project Consultant, went through each decision and compared it with version 6.0 and draft 7.0, which was distributed on 1st May. David Mekarski confirmed that draft 7.0 had 3 areas requiring adjustments from the team. David Mekarski noted that these 3 areas were the presenting of the material for council consideration, that there were elements from 6.0 and 7.0 that were mistakenly omitted, and the ambiguity in the council decision matrix and therefore the items have been brought up for review for clarification. David Mekarski explained that there was a submittal of 8 items, the language as represented in 6.0 giving the page, and also the decision row matrix number, and they have also identified page 7, which relates to the same decision matrix number.

Item 1 regarded: Council directed Staff to update verbiage to better reflect the current fiscal realities.

David Mekarski, Town Manager, began with point 80 in the decision matrix, that the Council directed staff to update the second sentence of the second paragraph to better reflect the current fiscal reality. David Mekarski confirmed that in version 7.0 they have provided language and they have also ensured that the language was consistent with the comments. David Mekarski explained that they have drafted the new language, and that behind the change is the old language from version 6.0. David Mekarski noted that this was page 22 in version 6.0 and page 28 in version 7.0 and read the item for the Council. Mayor Fraser requested Mr. Mekarski read proposed content for Council's consideration in detail for the record.

Mr. Mekarski stated:

"The goal to achieving fiscal sustainability requires the balance of managing revenue and expenditures, including operating, capital, and debt for the Town's General Fund and its two Enterprise Utility Funds.

On the expenditure side, in 2017, the Town Council took the first steps to complete, with the recommendations of Davenport and Company, the Town's fiscal advisors, a Strategic Debt Realignment that increased annual liquidity for both operating and capital costs, and to help manage spikes in utility rate structure. In 2019, the Administration introduced long-range fiscal planning for all of its fund accounts to evaluate the efficiency and effectiveness of its operations and measure the cost of service for its Water and Wastewater Departments. Utility rate models and a new fair and equitable rate methodology have been developed to move the Town to structural balance. In 2020, the Town Council refinanced \$14 million dollars of debt, saving taxpayers over \$2 Million dollars without increasing the term of the debt.

On the revenue side, the fiscal modeling is identifying gaps in revenue projections to meet current and future service delivery. Judicious future land use decisions to move away from residential sprawl to well-planned strategic commerce and mixed-use development in our limited and remaining larger vacant land parcels adjacent to our major arterial corridors, allow the Town to increase its assessed valuation and bring in new revenues from Personal Property Tax, Sales Tax and Meals Tax, shifting the tax burden from the residential tax payer.

The ultimate goal is to allow infill and redevelopment within our existing boundaries and to carefully evaluate annexations to ensure that they enhance the Town's economic base, do not increase service delivery costs, and do not reduce the quality of life that our community expects."

Mayor Fraser opened up to Town Council comments. Council member Stinnette asked if they wanted to say they were evaluating annexations and that it had been suggested that they walked away from this comment. Council member Ogelman responded that he didn't feel this needed to be in there as there is an annexation process and that citizens have suggested that they are not interested in annexation and so he therefore didn't see the need for it. Council member Ogelman added that he had replied in his comment that he would like to add some sentences to the very first sentence to show that among the options the town have available to achieve structural balance, it's not only to increase taxation, but they can also reduce costs and streamline. Council member Ogelman suggested that this would have trade-offs with some services not being included, but that this would need to be included in the paragraph if it goes into this kind of detail. Council member Ogelman stated that the assumption that government not shrinking was a faulty one.

Council member Grewe agreed with Council member Ogelman that the assumption that government can't shrink is faulty and that he would support language to this effect at the beginning. Council member Grewe added that he appreciated the effort that had gone into the expansion of the content from paragraphs 2 and 3 but he felt it leans towards the technical side, which he stated he didn't like from a public acceptability point of view. Council member Grewe continued that he felt it was more specific than they need the plan to be and therefore suggested that they strike paragraphs 2 and 3 and detail out the ultimate goals at the end. Council member Grewe stated that this was an overview, and while what is covered is valid, if they are not going to give a full and

comprehensive view then they shouldn't try to. Council member Grewe suggested that they take out Council member Ogelman's comments regarding the broader picture on reducing the scope of government and that they update paragraph 5 (4) in relation to Council member Stinnette's comments.

Council member Greenly commented that he agreed with the annexation piece and that he approved Council member Ogelman's point on there being no appetite for annexation. Council member Greenly felt that there was too much data in paragraphs 2 and 3 for an overview and suggested that be distilled down rather than be removed entirely.

Council member Bledsoe stated that he didn't strongly disagree with the proposed changes, but that he felt there was a lot of detail on how they see town governance working. Council member Bledsoe said he wouldn't object to removing the mention of annexation but that he had read it as carefully evaluating potential annexations and safeguarding to ensure any annexations enhance the Town, stating that it was about how they consider annexation but that he didn't mind it being removed. Council member Bledsoe added that he was in agreement with all other comments made. Council member Grewe agreed with the wording of evaluating proposed annexations and that calling out the high level of criteria would be wise to add.

Sally Hankins, Town Attorney, proposed removing 'annexation' and replace with 'development proposal' as this would describe infill, redevelopment and annexation. Council member Cool commented that he would like to see 'no annexation' in the document.

Mayor Fraser confirmed the decision to remove 'annexation' and agreed on the language suggested by Sally Hankins. Mayor Fraser acknowledged Council member Cool's comment on including 'no annexation' but he felt the majority wished to have the wording removed. Mayor Fraser added that they would also include the language indicated by Council member Ogelman and this would be reviewed by the body to agree with.

David Mekarski, Town Manager, requested further clarity for paragraphs 2 and 3. Sally Hankins, Town Attorney, added that the comment from Council member Grewe was to expand upon the second sentence in version 6.0, stating that if they look at the preceding sentence, they will strike the second and third new paragraphs and asked what they wished to do about the referenced study completed in 2015 by Davenport. Council member Ogelman read the sentence he wanted added, stating, 'Purcellville has a number of tools at its disposal for achieving structural balance. These include generating revenue from town-owned assets, reducing costs by curtailing or eliminating some public services, gaining operational efficiencies, and increasing taxes. These and other tools for achieving structural balance are not necessarily mutually exclusive and each carries with it both costs and benefits to Purcellville businesses and citizens.' Council member Ogelman stated that this was a general document and that telling people what was available was appropriate.

Sally Hankins asked that if they included Council member Ogelman's statement then would they then strike everything they had and replace it with this and then finish with the ultimate goal. Council member Ogelman responded that he felt this would be added after the first sentence and was then indifferent about the information after his proposed statement as he felt they have told citizens about the tools available to achieve structural balance. Council member Ogelman added that he then felt the next important part was the annexation language on being deliberate and pay attention that any decisions made won't sacrifice the small-town character that people want to keep. David Mekarski asked if they were looking at changing the language in 6.0 or the revised language in 7.0 and adding in the suggestion from Council member Ogelman after the first sentence. Council member Ogelman stated that he was working from the memo provided.

Council member Grewe remarked that he was in favor of Council member Ogelman's comment and suggested adding in the tool of increasing the tax base to the list of tools available. Council member Grewe added that he felt this would serve as a high-level summary and replacement of the 2 paragraphs and asked that they instead adopt this. Council member Greenly agreed with Council member Ogelman's comments, explaining that he felt it distilled the information well and would be an easier read once distributed.

Emily Crow, Project Consultant, shared and updated the proposed changes and requested that all present read the first paragraph. Sally Hankins commented that the direction in the matrix was to replace the second sentence of the second paragraph. Council member Ogelman confirmed that he had worked from the memo provided. It was suggested that they keep the language for the next 2 paragraphs and make the adjustments on annexations. Sally Hankins agreed and confirmed that the sentence that would be deleted would be the reference to the study completed by Davenport in 2015.

Council member Stinnette referred the Council to page 3 of the memo, noting that it showed the context, and that he had heard they would replace the whole second paragraph, which he felt made sense. Council member Stinnette asked if they approved the first and third paragraph on the page. All council members agreed with the first and third paragraphs.

Mayor Fraser confirmed that they would make the changes as proposed by Council member Ogelman and that they would delete the use of annexation and replace it with 'development'.

Emily Crow, Senior Project Manager/Planner Consultant from McBride Dale Clarion, confirmed the wording as 'The ultimate goal is to allow infill and redevelopment within our existing boundaries and to carefully evaluate development to ensure that they enhance the town's economic base, do not increase the service delivery costs and do not reduce the quality of life that our community expects.' Council member Bledsoe suggested that the language be updated to 'carefully evaluate any development proposals'. Ms. Hankins agreed. Council member Grewe noted the statement that they wouldn't increase the service delivery costs and felt this language could be interpreted in a number of different ways. Council member Bledsoe remarked that he had seen comments from Council member Grewe that this was a deficit or offset by revenue. Council member Grewe explained that one suggestion was that they replace 'do not increase service delivery costs' with 'provide more revenue that may cost and service delivery'. Council member Grewe stated that they need to ensure they don't do something that creates a negative to their resources.

Council member Ogelman commented that he liked the simplicity of the original language, but that when they consider the costs, they need to be considered in the long-term as opposed to the short-term. Council member Ogelman felt that this was about negotiating development to ensure the true costs of the development are accounted for in making decisions about bringing the development. Emily Crow, Project Consultant, added that there is the initial upfront capital cost to build the service expansion, then the operating costs to maintain it over time, so the wording therefore needs to reflect both the initial and ongoing costs. Council member Ogelman agreed and felt the Town and its planning should consider this when entertaining something that looks like it would provide an immediate benefit.

Mayor Fraser asked if they should leave the statement general about a desired return on investment as they want the revenues to be higher than the cost. Mayor Fraser suggested that they delete the wording on generating more revenue and replace this with 'a desired return on investment'. Sally Hankins remarked that the confusion was that the Town wasn't making an investment as it is done at a private level. Mayor Fraser stated that the investment is a resource. Council member Ogelman commented that they are talking about when the Town has land or when they are allowing someone to do something, and it's important that the Town doesn't just evaluate what will happen based on the short-term, they need to consider the perpetual costs. Council member Ogelman felt that this language goes with how they do fiscal impact analysis and what negotiations they can enter into. Ms. Hankins suggested that they put 'to ensure development is fiscally positive over the long-run'. David Mekarski commented that being fiscally positive doesn't take in the qualitative costs and benefits that can't be quantified. Sally Hankins remarked that the next sentence referred to quality of life and that they could update this to state that it enhances the quality of life for the community.

Emily Crow, Project Consultant, presented the revised paragraph and asked the Council to review it, reading 'The ultimate goal is to create a long-term flow of revenue that considers the initial costs and the long-term

operational and maintenance costs of providing a high-quality service to the community. The plan should allow infill and redevelopment within our existing boundaries and carefully evaluate any development proposals to ensure that they enhance the town's economic base and are fiscally balanced and enhance the quality of life that our community expects.'

Mayor Fraser asked for any objections to the language. Sally Hankins, Town Attorney, suggested that rather than allowing infill and redevelopment, they are seeking to encourage this. Council member Ogelman agreed. Council member Stinnette noted that while the intent was now correct, Emily Crow, Project Consultant, now needs to be given permission to wordsmith the paragraph to ensure it reads correctly.

Item 2 regarded: Staff was directed by Council to add a sidebar on left side of page showing a flow sequence of the Comprehensive Plan, laying out the process of the Comprehensive Plan and beyond.

David Mekarski, Town Manager, moved to page 44 in version 7.0 and page 34 in version 6.0. David Mekarski noted that this was in relation to Mayor Fraser's comments on matrix row 119 and the request for a flowchart. David Mekarski confirmed that 2 different processes are shown in version 6.0 and 7.0. Version 7.0 shows the typical process to go for a zoning ordinance petition with it being received, reviewed for consideration, and amendments approved or denied. David Mekarski stated that when looking at the decision matrix, they needed to consider where they go from here as a public body, and to this end they laid out a chart to show where they go from the plan towards getting a new regulatory control. David Mekarski explained this regulatory control could be a new or amended zoning ordinance or could be a hybrid ordinance.

Emily Crow, Project Consultant, elaborated on the steps of the process, explaining that they were seeing that once the plan was adopted, the next step is to examine the update to the zoning code. The first step would be to do a diagnosis of the zoning code and development standards, including design guidelines, architectural review board and standards, which would be reviewed against the plan recommendation and they would also be reviewed for any conflicting or outdated standards. An interview would also be held with Town Council, staff, and anyone else who regularly uses the code to assess any shortcomings. After this, a diagnosis memo would be produced and any new chapters, section or zoning classification would be proposed in the outlined format. Once approved by the working group, the new regulations would be drafted, starting with permissible usage, dimensional standards, architectural standards, historic preservation and character, and a supplemental regulation. Emily Crow, Project Consultant, added that they may also want to look at sub-division standards and create a new unified development ordinance. Once drafted, they would come back and review this with the planning commission before a public draft is developed and several public hearings would be held for Council to then adopt the new zoning regulation. Emily Crow, Project Consultant, confirmed this process would take 12-18 months.

David Mekarski stated that these were the steps put in the budget to begin the process and that the public would want to know how the zoning regulations would be changed or strengthened. David Mekarski noted comments on why both charts couldn't be included, stating that when they are short on revenue during the pandemic, they may do some amendments until they can re-budget for the comprehensive rewrite. David Mekarski suggested that they may have to defer the large project and rely on the second chart.

Emily Crow, Project Consultant, outlined the second chart of the zoning amendment process, explaining this would be used if the town updated the zoning ordinances or were yet to and someone asked to do something on a piece of land that wasn't zoned for. The first step is the petition being received and being initiated by the town or property owner. When town initiated, a new district needs to be added as the district doesn't have a compatible zoning district. The property owner can initiate a zone amendment by asking for a change to the zoning on their property or they could claim they are in the right district but can ask for compatible view. The petition would be sent to the planning commission for review, a public hearing would be held, the planning commission would then make a recommendation to council for council consideration. If the change is approved,

the code and map are both amended and the new regulation is applied. If the change is denied, the existing code or map remain in effect and the applicant can appeal the decision in a year.

Mayor Fraser confirmed that the first chart satisfied his requirements and asked the Council if they saw value in keeping both charts. Council member Ogelman stated that he thought the intention was for the first chart to replace the second, and that he felt the audience of the document is the town citizens. Council member Ogelman added that he felt the public hearing part of the chart needed to be highlighted to explain where citizens can intervene, otherwise he felt it wasn't particularly helpful to have the chart included. Emily Crow, Project Consultant, added that if the second chart were to include then she would recommend it be moved to the implementation section.

Council member Grewe commented that he agreed with Council member Ogelman's suggestion regarding highlighting public hearing access but that he feels there's value in having both charts to help citizens better understand how the process works.

Council member Stinnette felt that he could take the section to replace the current section and that the current section could be moved to the appendix or the amendment process. The body of the plan could then be replaced with the chart reflected on page 5.

Mayor Fraser confirmed that the new chart would replace the existing chart and the existing chart would then go into the appendix. Emily Crow, Project Consultant, asked if they could make the revision regarding the public hearing, to which Mayor Fraser agreed that a sentence could be included to indicate this. David Mekarski suggested that, rather than using text, they could graphically highlight where citizens can affect the process. Emily Crow, Project Consultant, agreed that this change could be made.

Item 3 regarded: Council questioned the labeling of Map 3 which was not included in the matrix.

David Mekarski, Town Manager, presented the next item and the proposed Staff changes to amend "Map 3: Townwide Future Land Use Plan - North of Main Street" to show the subject property's planned future use as "Multi Family," not "Single-Family attached."

Mayor Fraser noted that these had been reviewed a number of times and asked if there were any objections. Mayor Fraser confirmed there were no objections.

Item 4 regarded: Vice Mayor Stinnette correctly noted in his review of Version 7 that the incorrect language had been used for the description of Agriculture Tourism Commercial. Version 7 included this incorrect description of Agriculture Tourism Commercial.

David Mekarski, Town Manager, noted that this item concerned the Agricultural Tourism Commercial issue. David Mekarski presented page 46 on version 6.0 and confirmed that the district has been replaced with the refinement made at council shown on page 47 or page 9 of the memo. Mr. Mekarski read the item for the council as the following:

"AGRICULTURE TOURISM COMMERCIAL"

This category marks a transition from the rural agricultural and large-lot residential properties surrounding the Town to the small Town of Purcellville, and defines important gateways into the Town.

It blends one or more rural, agricultural, or viticultural components, together with: office, retail, cultural, institutional, or tourism-oriented uses.

- The design of structures within this land use category should reflect the agricultural heritage of the Town.
- The land use mixture within this designation should include uses that support tourism and relate to the Town's farming heritage. Examples of uses that support tourism and relate to the Town's farming heritage include: small-scale hotels, bed-and-breakfasts, unique drinking or eating establishments serving goods made from the local farm and viticulture community, artist exhibits, specialty shops, and other uses that reflect Purcellville's eclectic character.
- The scale of this land use category should reflect the quaint nature of a small town, balanced with the Town's evolving identity as a weekend tourist destination and center for services in western Loudoun.

Uses established at the ground level should be vibrant and create a spirit of community, discovery, or exchange between the merchants, residents, and visitors; outdoor amenities and seating are encouraged; office space at the ground level is discouraged. Parking should be located to the rear of buildings. Lands with this designation should be walkable, both internally and in connection to the greater community, and should incorporate well-designed green spaces. Personal Service uses are discouraged."

Mr. Mekarski continued to add as a sidebar under figure 69:

"The Agriculture Tourism Commercial land use classification should include parcels within the Town's East End Focus Area. The East End Focus Area is anchored and defined by Crooked Run Orchard, a working farm that has been operated by the same family for over 250 years, now permanently protected by a conservation easement. The Agriculture Tourism Commercial land use classification is intended to extend the spirit of Crooked Run Orchard to other parcels within the East End Focus Area, and to serve as a meaningful gateway into the east end of the Town."

Council member Greenly noted when this was previously discussed in January and asked if they had defined what the gateway was. Mayor Fraser confirmed the gateway was the entrance to the Town, which would be Hamilton in this case. Council member Greenly asked the definition of the categories, noting that they talk about agricultural and farm use, and asked why hotels and farm and plant storage aren't included. Mayor Fraser stated that the hotel category wasn't included as it was discussed it should be farm and agricultural-based enterprises, and a hotel is more large-scale, and his preference would be an inn. Council member Greenly noted the omission of plant nurseries, farm stores and agricultural weren't listed and asked why this was. Mayor Fraser agreed that these should be listed. On the definition of usage, Emily Crow, Project Consultant, explained that, in land-use planning, there will be a broader definition in the plan, then the zoning code will further define the agricultural use. Emily Crow, Project Consultant, added that they wouldn't normally go into the micro level in the plan, and to further help this, she noted that additional definitions have been included into the glossary.

Emily Crow, Project Consultant, felt that including in too many definitions would result in conflicting language and they therefore need to stay with the highest level appropriate.

Council member Ogelman commented on the use of gateway, stating that it could be boundary between towns or the boundary between the town and the county or a rural context. Having the transition language at the beginning is therefore important. Council member Ogelman added that it had been pointed out it wasn't feasible to have farms on those parcels where this land use category would be and wondered why they wouldn't want to have all the uses mentioned in the category. Council member Ogelman stated that he agreed that the language captures what's included in the usage of the category and that the main use of the category is that they are telling people for infrastructure, aesthetic and identity reasons that this is a land use category that allows them to retain their heritage. Council member Ogelman also agreed that 'country inn' made more sense than 'small-scale hotel'.

Council member Bledsoe suggested they combine the 2 references to small-scale hotels and replace them with 'small-scale lodging'. Council member Bledsoe agreed with Emily Crow, Project Consultant, that they keep the language high-level and aspirational. Emily Crow, Project Consultant, suggested that she could add 'lodging' to the glossary and define agricultural production. Mayor Fraser noted that other uses are mentioned and therefore the definition isn't limited and agreed that Emily Crow, Project Consultant, should add in 'lodging' to the glossary.

Mayor Fraser asked for any further feedback. Council member Greenly commented that when Emily Crow, Project Consultant, goes back to the document, she can better catch the uses. Emily Crow, Project Consultant, noted that it mainly focuses on the tourism related to farming heritage, but it doesn't address the commercial agriculture aspects. Sally Hankins added that the language should be enough to create a vision so anyone drafting the ordinance can agree with what uses comply with the vision.

Council member Grewe noted the time previously spent on the item and that he was hoping they could adopt on what had already been decided. Council member Grewe stated that as they open up this item to update it, they would end up reworking on what they have already agreed upon. Council member Grewe asked if they could adopt what they had already spent significant time on as this was already as close as they could get to a unified vision.

Council member Stinnette asked if Sally Hankins had sent the advert to the newspapers today, to which Sally Hankins confirmed that the advert was final. Council member Stinnette queried if the change was therefore reflected in the advertisement. Sally Hankins explained that the text was presented on page 9 and what went to the newspaper. Council member Stinnette questioned if they could therefore amend the advertisement if they decided to deviate from what is stated on page 9. Sally Hankins stated that they couldn't amend the advertisement and adding language would have to be tied to the language already presented and could merely provide further details rather than change it.

Mayor Fraser remarked that the only change being made was 'small-scale hotels' to 'small-scale lodgings'. Council member Ogelman confirmed that this was a minor edit and would be permissible, whereas other changes would be more difficult. The other changes were noted as adding 'agriculturally-oriented commercial usage' to the first line of the second bullet point, and adding agricultural production, including nurseries, orchards and viticulture into the appropriate uses. It was suggested that they could have tourism-oriented commercial and therefore the field would be narrowed down when this is a blend of agriculture tourism. Council member Grewe felt this was a substantive change and therefore shouldn't be included. Sally Hankins requested that these changes be raised at the public hearing, and while the changes wouldn't require them to re-advertise, she would prefer them to be brought up at the public hearing.

Mayor Fraser confirmed that the only change made today would be from 'small-scale hotels' to 'small-scale lodgings'.

Item 5 regarded: Councilman Ogelman proposed during the January 2020 meetings that buildings larger than 40,000 square feet not be permitted within areas designated as Medium Scale Commercial. As noted in the Matrix, Council resolved to revisit this issue once the proposed square-footage number had been researched.

David Mekarski, Town Manager, noted this was on page 55 of version 7.0 and page 44 of version 6.0, and refers to matrix row 138 by Council member Ogelman, and deals with putting a square footage in for commercial buildings. David Mekarski highlighted Council member Ogelman's request to put in 40,000 sq. ft in column E. David Mekarski stated that this had been reviewed and determined that no buildings larger than 40,000 sq. ft could be built in the town and that they could move to a more form-based set of regulations. David Mekarski noted that Council member Ogelman had submitted legitimate comments and research.

Council member Ogelman commented that he had provided a lot of information and that they would need a business case for size restriction. Council member Ogelman stated that they are going towards form-based zoning, that generates more flexibility, and they know that their citizens want size caps. Council member Ogelman referred to the current size caps and the special exceptions to exceed these. Council member Ogelman commented that they were only identifying the will of the citizens to counterbalance the flexibility that would be introduced from form-based zoning and having mixed-use districts. Council member Ogelman explained that he saw no issue with stating in the document that their desire is to keep buildings in these commercial districts no larger than 35-40,000 sq. ft. Council member Ogelman added that the most important value that has been articulated is a scale-term, and therefore taking this down isn't aligned with what citizens want. Council member Ogelman stated he was happy with aspirational language and he was in agreement with putting in the caps and that having something larger than this should require a public hearing process.

Council member Bledsoe felt this was a philosophical decision and whether they believed the plan was a visionary document that sets the tone for zoning or if they need to define items such as building size. Council member Bledsoe commented that he wasn't in disagreement with Council member Ogelman on the needs for a definition, but he didn't feel the comprehensive plan was the place to define this. Council member Bledsoe added that they should define a big-box store in the glossary and potentially reference size, then the zoning ordinance can specifically reference size limitations. Council member Bledsoe felt that as this is a visionary document, the place to define the limitations is in the zoning ordinance. Mayor Fraser asked if they should therefore not reference the 40,000 sq. ft limit in the document. Council member Bledsoe confirmed that he felt they should just reference big-box stores and define that there are exceptions.

Council member Stinnette addressed Council member Bledsoe's point, commenting that the advantage of putting a cap in the plan is that they put in another hurdle to prevent a repeat Harris Peter, which got an exception, and that if they had a cap in there then Harris Peter would've not only got an exception but also would've had to go through a change to the comprehensive plan. Council member Stinnette suggested the cap creates an additional hurdle and that a one-size fits all cap would be counterintuitive with the form-based approach. Council member Stinnette appreciated the analysis given but felt it was fairly broad and was based on land density and population size, and they have a plan on form-base, and asked why it wasn't smaller than 35,000 sq. ft. Council member Stinnette added that they had 3 planning commissioners that advocated for caps in the comprehensive, and 4 against, and that he was happy to support a cap if it made the majority of the council and town happy, but it would state that they are prepared to have buildings as big as 35,000 sq. ft.

Council member Greenly commented that he was in favor of having a cap but acknowledged Council member Stinnette's concerns. Council member Cool added that he was in agreement with Council member Stinnette's comments. Council member Grewe concurred with Council member Bledsoe's assessment on the place being in the zoning and therefore having an appropriate size here wasn't right so he would hold to the decision made earlier that once they are done with the plan, they do what the research suggests. Council member Grewe clarified that they should look at this under zoning ordinance once the plan is done otherwise it would require a

further debate.

Council member Ogelman stated that what they put in the comprehensive isn't a cap, it would instead be an articulation of what the size means and what the council decided. Council member Ogelman explained that the direction he saw was that 40,000 sq. ft was too big and they had to come up with an appropriate size. Council member Ogelman added that this would give context to what they mean by scale in the document where scale is one of the constraints as form-based zoning is more flexible for by-right uses. Council member Ogelman felt that putting this off until the zoning uses would put flexibility into the system despite knowing that scale needs to be addressed in form-based zoning and is what the town is most sensitive too.

Mayor Fraser asked who was against replacing 40,000 with 35,000. Council member Grewe noted that he was unable to see the page being discussed in the plan. Emily Crow, Project Consultant, confirmed this was in reference to the definition of the land use category on page 55, explaining that there isn't a specific proposal for a language change. Council member Ogelman noted that the language already exists for the smaller neighborhood scale and requested that this language be used in the mixed-use commercial scale. Mayor Fraser asked Council members if they approved the proposed language change. Council member Grewe stated that he would need to research this further and would be unwilling to agree to this, adding that he would address it at the next meeting. Council member Bledsoe stated that he was comfortable with 35,000 sq. ft but would like to see how the language phrases it. Council member Ogelman commented that the language is aspirational and provides people with a concept of what size is being discussed. Council member Greenly stated that he was comfortable with 35,000 sq. ft but when looking at the information provided, he noted that it states no building larger than 40,000 sq. ft may be built in the town which would imply a cap. Mayor Fraser confirmed that the team was therefore okay with 35,000 sq. ft and that they would revisit this at the next meeting.

Council member Grewe asked if they could get an idea of how many buildings would be non-conforming. Council member Ogelman confirmed that this is aspirational language, and if this is used in zoning, he would expect it to state that larger buildings would come through special usage with another layer of public input.

Council member Stinnette referred to Emily Crow's, Project Consultant, update noting that this supports Council member Ogelman's view and addresses the issue from an architecture perspective, and by using the same language as small-scale neighborhood, architecture tends to be medium-scale and have footprints of 10-35,000 sq. ft and smaller footprints are preferential. Council member Stinnette felt this language would help further define big-box stores without necessarily articulating a cap and that Emily Crow's framing of this was consistent with Council member Ogelman's view.

Mayor Fraser suggested that they therefore don't bring this matter up at the next meeting.

Item 6 regarded: Council had addressed the land uses in the Hirst East Focus Area. Council direction reviewed Version 6 (at page 59) had proposed Area 4 of the Hirst East Focus Area as *Agricultural*, and Area 3 of the Hirst East Focus Area as *Mixed Use Neighborhood Scale*. Objections were made to these designations during Council's January work sessions, after which Council decided to change both the *Agricultural* and *Mixed Use* future land uses to *Industrial Business*. Staff reflected this change on the maps contained in Version 7 of the Comp Plan, and in particular on page 71 of Comp Plan Version 7. However, while the Maps in Version 7 reflected these future land use changes, the corresponding Plan language did not. Staff has now revised the Plan to include the corresponding language revisions on Page 71, for Council's review.

David Mekarski, Town Manager, presented the item, noting that the Council had spent considerable time changing the future land use designations prior to deliberation on that. David Mekarski noted the reclassification, and that the language has not changed, and referred the council to page 13 of version 7.0 and page 14 on version 6.0. David Mekarski asked the council to approve the language on page 12.

Council member Stinnette commented that he felt the language for areas 1, 2 and 3 was consistent with their intent. Council member Stinnette noted that they previously had 5 focus areas, and when looking at area 2, the other areas associated with that location are no longer required so the proposed change distills down from 5 focus areas to 3, consistent with the different land uses. The language is consistent with the land uses designated as a council.

Mayor Fraser asked if there were any concerns before approving the item and there was a consensus.

Item 7 regarded: Council concerns on the noted Transportation Plan

David Mekarski, Town Manager, noted that this item looked at the revision of the transportation map, which derived from the 2009 transportation plan, which was amended to conform with some properties annexed into the town. David Mekarski stated that a number of comments had been received, confirming that lands had been annexed after the 2009 map and they therefore couldn't really refer to this as an adapted plan. Mr. Mekarski noted Council member Ogelman's comment about the gateway on the transportation map and explained they wanted to designate one. David Mekarski confirmed that they wanted to come up with a new roadway map that indicates the transportation and improvement that is being contemplated, to show the boundaries, alignment, and also showing the representative gateways.

Emily Crow, Project Consultant, explained that they tried to take into consideration the 2019 Loudon County transportation plan that addressed the alignment of the northern collector. Emily Crow, Project Consultant, noted that they hadn't done that on version 7.0 and that the other alignments shown on the map in the northern part were alternative concepts that the county was looking at when making the map. Emily Crow, Project Consultant, stated that this was then reduced down to a single alternative, so they've all be taken off and gateways have been added to the left. The Town's interchange improvement has also been clarified. Emily Crow, Project Consultant, noted the one proposed collector, the northern collector, which has been rerouted, and the annotation has been added to state that this is not recommended by the town for resolution. Emily Crow, Project Consultant, confirmed that this will be hyperlinked in the document to show the 2019 and Loudon County map.

It was noted that there are now 2 gateways, one at the boundary and a second one up from this, and it was suggested that this could be done on the east end. Council member Bledsoe commented that there were too many gateways and that 2 on both the west and east ends would be too much, adding that they should instead consider a larger open circle around the area. Council member Bledsoe referred to the northern collector and suggested that they annotate it as not supported by the town. Council member Bledsoe then questioned the alignment on the west side through the Mayfair community, noting the boundary line adjustment and asked if the county moved the road to be closer to the bypass. Council member Ogelman agreed with Council member Bledsoe's comments, stating that gateways are transitional and that broader circles would be better. Council member Ogelman also agreed that more explicit language was needed for the northern collector to show that they don't support it.

Patrick Sullivan confirmed that Council member Bledsoe was correct about the road alignment and there was a slight change to where it is now. Emily Crow, Project Consultant, requested the accurate alignment so this could be remapped.

Mayor Fraser agreed that they need to call out the circle and they also need to call out specific gateways, suggesting that the only gateway becoming a circle would be 8th Street and 32nd. Council member Bledsoe stated the Hurst and 287 intersection was more transitional than Hurst and Maple, which isn't a gateway experience. Mayor Fraser agreed that Hurst and Maple isn't a gateway.

Sally Hankins, Town Attorney, asked would Council member Bledsoe submit the recommended changes for implementation or if they should use their own initiative and only show gateways where county and town boundaries are. Mayor Fraser suggested that they do this as the gateways are where the towns intersect and that they could call them out on the map. Ms. Hankins asked if the top gateway was correct, to which Mayor Fraser stated that it wasn't.

Council member Stinnette recommended that they call out on the map in detail next to the road that they don't support the northern collector road and felt that similar language was required for the text below.

Mayor Fraser confirmed that the language would therefore be updated to show that they do not support the northern collector and the gateways would only be transitions between towns, and they would remove the northern gateway. Council member Ogelman stated that he didn't feel the definition should be the intersection between towns as it can be a transition from a rural context into the town. Mayor Fraser agreed with this. Emily Crow, Project Consultant, suggested that they could either emphasize something with signage or they could have special street scaping. Mayor Fraser defined a gateway as an entry point into Purcellville.

Emily Crow, Project Consultant, confirmed that they would remove the northern gateway, the one on Hurst and Maple, and the one on A Street and 20th. Mayor Fraser stated that the gateway on 20th would be moved down. Council member Bledsoe stated that the circle would be opened up to cover the area on 20th and the intersection. Council member Bledsoe suggested that across the top there should be 3 significant transition areas, where 690 crosses the bypass, the Hirst and Hatcher intersection, and at Hirst and 287 on the east end.

Mayor Fraser commented that it had been over an hour and to go to the next item.

Item 8 regarded: Services and Facilities Section

David Mekarski, Town Manager, noted that this item concerned a series of rewrites concerning the service and facility section, which received comments from several Council members. Mr. Mekarski presented the 5 revised paragraphs.

Sally Hankins, Town Attorney, confirmed that the first 3 paragraphs state they have done what they were set out by the Mayor to do, and she then looked to page 19 of the memo and paragraph 4. Sally Hankins stated that the direction they got was that the last paragraph wasn't consistent with what they were told of the infiltration and inflow challenges and this has been addressed by a rewrite in version 7.0. Sally Hankins noted that a second request was then received to further revise the language and presented the change of language for review as shared with Council in reading through the following.

“While the town can be proud of having a state-of-the-art wastewater treatment system, the Town has challenges to increase the efficiency of our overall sanitary sewer system. One such challenge is to limit the amount of rainwater that currently enters our sanitary sewer system through infiltration and inflow (“I & I”). I & I refers to a condition in which rainwater causes the ground to become saturated, allowing water to enter the Town's underground sanitary sewer mains and laterals through small cracks or leaks. These small cracks and leaks throughout our sanitary sewer system -- especially in older neighborhoods where we have vitrified clay pipes which become weakened over time -- result in significant infiltration of rainwater into our sanitary sewer system. Once in the system, the rainwater is blended with wastewater and the Town must expend funds to treat the entire increased flow. The 2018 spring season can illustrate this impact: The rains experienced in 2018 caused spikes of up to 3 million gallons per day to enter our wastewater treatment plant – more than two times the volume the plant is designed to handle. These surges into the system have the potential to

create overflow spills of untreated wastewater into streams, which must be reported and typically result in fines imposed by state regulatory agencies (although the 2018 rains created intermittent spikes that could be fully contained within the Town's overflow basin). The director of the wastewater treatment plant estimates that I & I contributes, on average, more than 20% of the total flows into the plant, which strains both the capacity and the costs of sanitary sewer treatment. This is roughly equivalent to adding 200 homes within Purcellville, but collecting no fees for the service of treating the additional flows. The Town is responding to this I & I challenge by updating its capital improvement program and asset management plan to budget for investments that will reduce the amount of groundwater leaking into our system."

Council member Grewe asked if this was a replacement or extension of paragraph 2. Sally Hankins referred to paragraph 2 on page 102 of version 7.0, stating that this would extend the 2nd paragraph and wouldn't replace the 3rd paragraph. Council member Grewe stated that he wasn't in disagreement with what has been written but felt it was too much text. Mayor Fraser noted that Council was in agreement with the change.

Sally Hankins referred to page 20 of the memo and the comment regarding a reference for the first line in Services and Facilities Section about the residents' response, "Residents shared they are pleased with the quality and type of services. . . .". This was reworded to: "In responses to the initial survey of this planning process, residents shared that they are pleased with the quality and type of services and facilities the Town provides." Council member Bledsoe requested that they replace 'planning' with 'planned review process'.

Sally Hankins then looked at page 102 of version 7.0 and noted that they had been asked to rewrite the beginning up to 'infiltration', so the paragraph has been reworked, and that paragraph 3 would now become paragraph 4. Sally Hankins noted matrix 228 and the request regarding the paragraph beginning 'The town has used a combination of federal state and local county dollars.' Sally Hankins stated that they were asked to reword that with accurate debt numbers.

Mayor Fraser noted the quote that the town anticipated by 2023 the consumption would reach \$1.5m and asked where this had come from. Sally Hankins confirmed this was from the January 2006 Final Engineering Report prepared by CH2MHILL report. Council member Bledsoe and Council member Ogelman suggested that this needs to be made clear but it was noted that this is mentioned in the preceding sentence. Sally Hankins suggested that she reword the sentence to say 'The report reflects that, at that time, the town anticipated...'

Council member Bledsoe commented on the paragraph on page 21 of the memo, asking if there was a finer number for the debt. Sally Hankins responded that this paragraph was intended to put in a more accurate number.

Mayor Fraser asked if there were any objections to the proposed changes and there were none.

Close of Discussion

David Mekarski, Town Manager, confirmed that the next meeting was to be held tomorrow 3rd June to look at a similar memo, most of which wouldn't require much reading time. Mr. Mekarski confirmed the memorandum would be sent tomorrow and that Emily Crow, Project Consultant, would then have all the substantive changes to provide 7.3 that would be taken to a public hearing. David Mekarski added that they have also advertised a series of work sessions for the week of 8th June, so Council members would have from that week to 23rd June to make any final refinements before going to a public hearing.

David Mekarski noted that they had resolved a number of issues. Emily Crow, Project Consultant, confirmed she had taken all the comments and that there were 4 further items for Council to review and that the memo would be circulated once checked. Sally Hankins confirmed that there were 8 further items that required clarification. Emily Crow, Project Consultant, explained that the 4 outstanding items were looking at the town history timeline, the order of the future land use plan categories, a rewrite on a bullet point, and the bike and pedestrian map annotations.

Sally Hankins, Town Attorney, suggested that her 8 outstanding items wouldn't require too much time, other than row 52 of the matrix regarding new language from Council member Grewe. Council member Grewe confirmed that all that was left was in the Word document. Sally Hankins noted that Council member Grewe had sent over small changes, to which Council member Grewe confirmed some had been dealt with in today's meeting. Ms. Hankins noted row 53 of the matrix and that Council member Ogelman was also going to provide updated language on the opening line of page 17 of version 6.0 or page 23 of version 7.0. Council member Ogelman stated that he wanted to point out that what shapes Purcellville is more than the housing market. Council member Ogelman suggested that they insert 'when planning for the future, it is important to understand the housing market, interest groups and policy choices'. Council member Ogelman added that he could look at this offline in more detail and would send the tracked changes to be included for tomorrow's meeting. Council member Ogelman stated that he wanted to know who the other actors were and felt they should be included in the sentence. Emily Crow, Project Consultant, confirmed she would send the sentence to Ms. Hankins and Council member Ogelman for review.

Sally Hankins stated that the changes to be discussed were all fairly minor. David Mekarski suggested the working draft document could be sent for feedback before the meeting as Emily Crow, Project Consultant, wouldn't be available for the meeting. Emily Crow, Project Consultant, remarked that she would prefer to not put out another version and would prefer to revise the document via the memos. Mr. Mekarski stated that if the Council could look at the draft before the meeting, they could email any feedback for Emily Crow, Project Consultant, and some draft language could then be submitted for review.

Council member Stinnette appreciated the work that had been done by the staff to get the document to a place for discussion and noted that David Mekarski had suggested Council could deliberate the draft until 23rd June. Council member Stinnette proposed that they could socialize the plan with the public well in advance of the public hearing and asked what timeframe that was as the public would need time to review the final plan. David Mekarski stated that they could easily put it out next week as all they would need is one work session because version 7.3 would incorporate all the adjustments so would be well in advance of 23rd June. Council member Stinnette suggested that they need to agree on a certain date to lock the plan down and submit it to the public. Sally Hankins advised that this be done on the Friday and any minor changes could be brought up with the public. It was stated that a clean draft would be available by the end of the week and they needed to decide if they wanted to read it to make any changes.

Mayor Fraser confirmed they would look to having a final document by Friday. Ms. Hankins noted that grammar changes could happen after Friday. Mayor Fraser stated that they would look to take 1.5-2 hours for tomorrow's meeting. Sally Hankins felt it would run to 2.5 hours, but once done, they wouldn't look to talk again until the public hearing. Council member Ogelman asked the council if they wanted to reserve some work sessions for the week of 8th June. Mayor Fraser commented that he didn't want any more perceived parachutes and that he wanted the focus to be on getting the document out by Friday. Council member Ogelman asked if they wanted to reserve a day for any last-minute issues as they would need to advertise the working session. Council member Ogelman confirmed that they do not. It was asked if it was better to have an option for this and not advertising these things would delay the process. Mayor Fraser stated that he respected Council member Ogelman's comment but that the Council had taken care of a lot of the material items during the meeting, so any other items after tomorrow could be discussed over the phone. Mayor Fraser asked the Council members if they

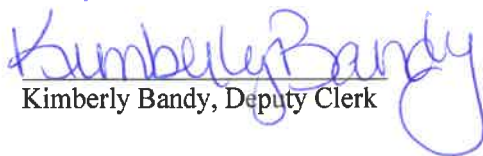
wanted an additional working day for the following week. Council member Bledsoe agreed with Mayor Fraser and felt they had put in a lot of hours and they now had a document that is 95% ready and further changes can be made after the public hearing.


Mayor Fraser confirmed that there would be no additional meeting planned. David Mekarski agreed that the document would be ready by Friday and any internal changes could be made. Mayor Fraser thanked the team for their work on the document and he thanked the Council members for being present.

ADJOURNMENT

With no further business, Council member Ogelman made a motion to adjourn the meeting at 10:05PM. The motion was seconded by Council member Grewe and carried unanimously and the meeting was closed.

Submitted by TakeNote


Kimberly Bandy, Deputy Clerk


Kwasi A. Fraser, Mayor

