City of Manassas, Virginia

City Council Meeting

AGENDA

City Council Work Session
Manassas City Hall - Community Conference Room
9027 Center Street
Manassas, VA 20110
Monday, October 19, 2026

Call to Order - 5:30 p.m.

Roll Call

1. Discussion Items

1.1 Resolution #R-2026-1357: Amending the Fiscal Year 2027 Budget by Budgeting and Appropriating $1,320,000 of School Fund Balance for the Manassas City Public Schools for the Purchase of School Buses.
(Taft R. Kelly II, MCPS Director of Finance)
RES R-2026-1357
ATTH01 R-2026-1357 School Board Request
ATTH02 MCPS RESOLUTION R-2026-1357 School Board Request to City Council to Appropriate Fund Balance for School Buses

1.2 Housing Advisory Board FY26 Annual Report
(Staff: Trinity Waldron, Housing & Neighborhood Coordinator)
ATTH01 Housing Advisory Board FY26 Annual Report
ATTH02 Housing Advisory Board Report Presentation

1.3 HMI - November First Friday
(Staff: Steve Burke, City Manager)
ATTH01 Event Enhancement Request
ATTH02 Proposed Enhancements for Upcoming Events

1.4 Ordinance #O-2026-1093, ZTA 2026-0002, Zoning Ordinance Annual Updates - Accessory Dwelling Units
(Staff: Christian Samples, AICP, Planning Manager)
Memorandum

ATTH01 Draft Ordinance #O-2026-1093
ATTH02 ZTA-2026-0002 - Redline
ATTH03 Virginia Acts of Assembly 2026 Session - Chapter 895
ATTH04 ADU Maps
ATTH05 Draft ADU FAQ

1.5 Fire Department - SAFER Grant Update
(Staff: Ed Mills, Fire & Rescue Chief)
ATTH01 SAFER Grant Justification Memo

1.6 BESS Agreement
(Staff: Ana Davis, Utilities Manager/Assistant City Manager)
ATTH01 Revised and Restated BESS VMEA-Member Agreement
ATTH02 BESS Resolution Blackstone
ATTH03 BESS Resolution Culpeper
ATTH04 BESS Resolution Manassas

1.7 Airport Incentive Discussion
(Staff: Juan Rivera, Airport Director)
ATTH01 HEF ASIP Strategy Presentation

2. City Manager's Time

Adjournment

City Council Agenda Item Report

Agenda Item No. 1.1
Submitted by: Sandra Mitchell
Submitting Department: Finance
Meeting Date: October 19, 2026

Item Title

Resolution #R-2026-1357: Amending the Fiscal Year 2027 Budget by Budgeting and Appropriating $1,320,000 of School Fund Balance for the Manassas City Public Schools for the Purchase of School Buses.
(Taft R. Kelly II, MCPS Director of Finance)

Suggested Action and/or Recommendation

Suggested Motion

I move that Resolution #R-2026-1357 be approved.

Item Type Resolutions
Submitting Department Finance
Meeting Body City Council

Item ID 2026-1357
Drafter Sandra Mitchell
Meeting Date October 19, 2026

Fiscal Impact

$1,320,000 Use of School Fund Balance

Executive Summary and Background Information

On October 13, 2026, the School Board of the Manassas City Public Schools (MCPS) approved the use of $1,320,000 of School Fund Balance for the purchase of school buses. The purchase will support the replacement of aging buses, improve fleet reliability, and help reduce maintenance costs associated with older vehicles. The School Board is requesting approval from City Council.

This resolution will budget and appropriate $1,320,000 of School Fund Balance in the School Operating Fund.

ATTACHMENTS

- RES R-2026-1357
- ATTH01 R-2026-1357 School Board Request
- ATTH02 MCPS RESOLUTION R-2026-1357 School Board Request to City Council to Appropriate Fund Balance for School Buses

RESOLUTION R-2026-1357

Adopted:

BE IT RESOLVED by the Council of the City of Manassas meeting in regular session this 26th day of October, 2026, that the following funds be budgeted and appropriated as shown.

SCHOOL OPERATING FUND		
Revenue:		
80099100-346100	School Fund Balance	1,320,000.00
Expenditure:		
80084010-490000	School Instruction	1,320,000.00

For: School Fund Balance for Purchase of School Buses

This resolution shall take effect upon its passage.

_____

Mark D. Wolfe VICE MAYOR
On Behalf of the City Council
of Manassas, Virginia

ATTEST:

_____

Eric Smith City Clerk

MANASSAS CITY PUBLIC SCHOOLS
Where Learning Powers the Future

MANASSAS CITY PUBLIC SCHOOLS SCHOOL BOARD

DATE: October 13, 2026

RESOLUTION NUMBER: R2026-07

REFERENCE: REQUEST TO THE MANASSAS CITY COUNCIL FOR USE OF FUNDS FROM FUND BALANCE FOR THE PURCHASE OF SCHOOL BUSES

MAKER OF MOTION: Mrs. Lisa Stevens **SECOND:** Ms. Dayna-Marie Miles

WHEREAS, Manassas City Public Schools (MCPS) is committed to providing safe, reliable, and efficient transportation services for students and maintaining a school bus fleet that supports the operational needs of the school division; and

WHEREAS, the replacement of aging school buses is necessary to maintain the safety and reliability of the division's transportation fleet, reduce maintenance costs associated with older vehicles, and ensure continuity of student transportation services; and

WHEREAS, the School Board of Manassas City Public Schools has identified the purchase of new school buses as a critical investment in the division's transportation infrastructure and long-term fleet replacement needs; and

WHEREAS, the total cost for the purchase of new school buses is One Million Three Hundred Twenty Thousand Dollars ($1,320,000); and

WHEREAS, MCPS currently holds sufficient funds in its Fund Balance, which may be allocated for strategic and capital initiatives upon approval by the Manassas City Council;

NOW, THEREFORE, BE IT RESOLVED, that the School Board of Manassas City Public Schools formally requests the Manassas City Council to authorize the allocation and expenditure of $1,320,000 from the Manassas City Public Schools Fund Balance for the purpose of purchasing new school buses; and

BE IT FURTHER RESOLVED, that the Superintendent or their designee be authorized to take all necessary steps to procure the school buses upon approval of the City Council, in accordance with applicable legal, procurement, and financial procedures.

Kevin D. Newman, Ed.D., Superintendent
8700 Centreville Road, Suite 400, Manassas, VA 20110
P.O. Box 520, Manassas, VA 20108
Phone: 571-377-6000 • Fax: 703-257-8801 • www.mcpsva.org

RECORDED VOTE:

YES: 7
NO: 0

ABSTAIN: 0
ABSENT: 0

Adopted this 13th day of October, 2026, by the School Board of Manassas City Public Schools.

CERTIFIED COPY: _____
Alba Garza, Clerk of the Board

MANASSAS CITY PUBLIC SCHOOLS
Where Learning Powers the Future

MANASSAS CITY PUBLIC SCHOOLS SCHOOL BOARD

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Housing Advisory Board

FY2026 ANNUAL REPORT

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Introduction

The City of Manassas Housing Advisory Board (HAB) was established by City Council on June 23, 2025 pursuant to Res. No. R-2025-900. The City of Manassas Housing Advisory Board operates under Manassas Code § 2-301 and City Council policies related to advisory bodies. Pursuant to § 15.2-958.4 of the Code of Virginia and City of Manassas Code § 42-10 through 12, the Board shall make recommendations to City Council for the funding of new affordable development, building rehabilitation, and housing programs. The report details the actions reviewed by the Housing Advisory Board throughout the Board's term beginning November 3, 2025 and ending on November 2, 2026. The report has been prepared in accordance with Section 7-3 of the City of Manassas City Council Rules of Procedure. The report outlines goals, objectives and recommendations for consideration by the City Council.



Board Roles & Responsibilities

The Boards' role is to analyze existing housing programs, projects, and funding opportunities and use that information to provide policy guidance and recommendations to City Council. The Housing Advisory Board acts as a temporary board and performs duties and responsibilities pursuant to Res. No. R-2025-900 regarding the following:

- The means and methods available to the city that will assist in creating new attainable homeownership and attainable rental opportunities for City residents;
- The options for the city to assist in the preservation of existing attainable housing units for future generations;
- Guidance and recommendations for incorporating attainable housing units into new residential developments in the city;

- Whether the adoption of new zoning ordinances or land use policies would facilitate the provision of attainable housing in the City, or whether the City needs to seek new enabling legislation from the General Assembly;
- Identification of sources of potential funding or financing, and possible partnerships with non-profit or non-governmental organizations, that could assist in the provision of attainable housing in the City;
- and, Other information or recommendations that will assist the City Council in meeting its attainable housing goals.

Mission Statement

"The City of Manassas shall be a place that provides stable, safe, and attainable housing that supports the overall quality of life."

Vision

The Housing Advisory Board recommends tools, techniques, and processes for attainable housing options to the City Council.



Core Values



PRESERVATION
Investment in efforts towards preserving the existing affordable housing stock and preventing displacement.



COMMUNITY REPRESENTATION
Those who live and work in the City of Manassas will have a voice in housing solutions and decision making.



COLLABORATION
The exchange of information with nearby jurisdictions and other boards and commissions expands opportunities for housing efforts.



FACT-BASED DECISION MAKING
Data will be utilized for recommendations to City Council regarding plans and projects.



FAIR & EQUITABLE HOUSING
The diverse housing needs of households shall be considered when recommending projects and programs to City Council.

Achievements

The Board is proud of the following achievements made during FY26:

- In November 2025, HAB participated in the City of Manassas and NextHome Agency partnered Tenancy to Dream event, on teaching renters how to become homeowners. This event was also in collaboration with Prince William County Area housing service providers.
- Attended multiple community meetings, public hearings and other Board's and Commission' Meetings.
- In May 2026, HAB participated in the annual Homeowner's Association (HOA) and neighborhood event hosted by the City of Manassas to provide neighborhood leadership with community resources. This event was hosted in collaboration with Prince William County and City of Manassas Departments.
- Members of HAB attended a number of educational and informational sessions throughout the year including those hosted by Virginia Housing, the Virginia Housing Alliance (VHA), the Prince William Alliance, the Northern Virginia Affordable Housing Alliance (NVAHA), Virginians Organized for Interfaith and Community Engagement (VOICE), and the National Association for the Advancement of Colored People (NAACP).
- Provided feedback to later adopted ordinances and resolutions by City Council for the following items:
    - City of Manassas authorization to provide grants and loans through the Housing Investment Fund; established in the FY2027 budget (Attachment B: #O-2026-984-Housing Grants or Loans)
    - City of Manassas $6-million housing loan to Good Housing, VA LLC. This is the first low-income housing tax credit property to be developed in the City in the past 15 years and is the first project to be funded through the Housing Investment Fund.
- Held first joint session with City of Manassas Planning Commission to discuss the potential of future adoption of the Affordable Dwelling Unit Ordinance (AfDU) and the ordinance relating to affordable housing on religious organization and other nonprofit tax-exempt properties.
- Supported staff in the application and award of the Virginia Housing's Community Impact Grant, which will fund the low-income housing tax credit (LIHTC) preservation study. HAB will act as a key stakeholder throughout this study.

Background

In 2023, the City of Manassas completed the Community Development Block Grant (CDBG) & Housing Trust Fund Report. As a result of the data and information compiled within this report, the following recommendations were made:

1. Reconstitute the legal structure for the Housing Trust Fund, now known as the Housing Investment Fund, and appoint a new advisory board for the purpose of project and program funding recommendations to City Council.
2. Hire a housing coordinator to administer funding program activities, identify state and federal funding opportunities, and enhance coordination with Prince William County and the City of Manassas Park.
3. Adopt fee waivers for affordable housing development with City Council approval.

(The Northern Virginia Affordable Housing Alliance, Housing Trust Fund and CDBG Report, December 2023, prepared for the City of Manassas)

Due to the increase in housing needs, the City Council has made efforts to support attainable housing. In 2023, the Council signed and approved updates to the zoning text amendment, which include the definition of affordable housing and the flexibility of attainable housing options such as live/work units and cottage court developments. In 2024, the Council signed and approved changes to the ordinance, which included fee waivers for affordable housing developments. Within the same year, the Council signed a resolution for the creation of the Housing and Neighborhood Coordinator position. In 2025, the Council signed the resolution to approve the creation of the Housing Advisory Board for a one-year term. In 2026, the Council approved the budget to include the official designation of $2-million in the Housing Investment Fund in efforts toward funding local housing initiatives. After this budget approval, the Council adopted the housing loan ordinance (#O-2026-984), which allows for the locality to use funding from the Housing Investment Fund toward attainable housing programs and projects. Simultaneously during this session, the Council approved the funding of $6-million towards the City's first attainable housing project in 15-years. This investment included a combination of funding through land sale proceeds and capital reserves.

The City of Manassas is a part of the Prince William County Area. Prince William County's Office of Housing and Community Development (OHCD) is a participating jurisdiction [1] and receives federal funding in support of activities benefitting low-and-moderate-income persons [2]. Through a cooperative agreement with Prince William County, City of Manassas residents are served by OHCD through their Neighborhood Rehabilitation Program and the Down Payment and Closing Cost Assistance Program. City of Manassas resident(s) may be served through either program if their household income meets the eligibility criteria revised each year by the U.S. Department of Housing and Urban Development (HUD). The chart below shows the eligible income bands of those who may be served through these programs.

[1] 24 CFR 92.105
[2] 24 CFR 570.208(a)

PRINCE WILLIAM AREA
2026 MEDIAN INCOME TABLES

Effective June 1, 2026

Extremely Low Income - Gross household income **30%** area median income (AMI), adjusted for household size per the following table:

1 Person	2 Person	3 Person	4 Person	5 Person	6 Person	7 Person	8 Person
$34,900	$39,900	$44,900	$49,850	$53,850	$57,850	$61,850	$65,850

Low Income - Gross household income **50%** area median income (AMI), adjusted for household size per the following table:

1 Person	2 Person	3 Person	4 Person	5 Person	6 Person	7 Person	8 Person
$58,150	$66,450	$74,750	$83,050	$89,700	$96,350	$103,000	$109,650

60% Income - Gross household income **60%** area median income (AMI), adjusted for household size per the following table (**effective 6.1.2026**):

1 Person	2 Person	3 Person	4 Person	5 Person	6 Person	7 Person	8 Person
$69,780	$79,740	$89,700	$99,660	$107,640	$115,620	$123,600	$131,580

Moderate Income - Gross household income **80%** area median income (AMI), adjusted for household size per the following table:

1 Person	2 Person	3 Person	4 Person	5 Person	6 Person	7 Person	8 Person
$74,800	$85,450	$96,150	$106,800	$115,350	$123,900	$132,450	$141,000

[3]

[3] **NOTE: Manassas City** is part of the **Washington-Arlington-Alexandria, DC-VA-MD HUD Metro FMR Area**, so all information presented here applies to all of the Washington-Arlington-Alexandria, DC-VA-MD HUD Metro FMR Area. HUD generally uses the Office of Management and Budget (OMB) area definitions in the calculation of income limit program parameters. However, to ensure that program parameters do not vary significantly due to area definition changes, HUD has used custom geographic definitions for the **Washington-Arlington-Alexandria, DC-VA-MD HUD Metro FMR Area.**

The **Washington-Arlington-Alexandria, DC-VA-MD HUD Metro FMR Area** contains the following areas: District of Columbia, DC; Charles County, MD; Frederick County, MD; Montgomery County, MD; Prince George's County, MD; Alexandria city, VA; Arlington County, VA; Clarke County, VA; Fairfax city, VA; Fairfax County, VA; Falls Church city, VA; Fauquier County, VA; Fredericksburg city, VA; Loudoun County, VA; Manassas city, VA; Manassas Park city, VA; Prince William County, VA; Spotsylvania County, VA; Stafford County, VA.

* The FY 2014 Consolidated Appropriations Act changed the definition of extremely low-income to be the greater of 30/50ths (60 percent) of the Section 8 very low-income limit or the poverty guideline as established by the Department of Health and Human Services (HHS), provided that this amount is not greater than the Section 8 50% very low-income limit. Consequently, the extremely low-income limits may equal the very low (50%) income limits.
For last year's Median Family Income and Income Limits, please see here: **FY2025 Median Family Income and Income Limits for Washington-Arlington-Alexandria, DC-VA-MD HUD Metro FMR Area**
Median Family Income for Washington Metropolitan Area is $166,100

Demographics

On average, one to two households a year located within the City of Manassas are served through OHCD's programs. As a result of the increase in need for housing assistance, City leadership has begun to expand attainable housing efforts using local funds in order to serve more households.

Throughout the HAB's term, City staff and regional housing providers presented updated policy guidance, information, data, and funding opportunities to the Board. The following data and information were analyzed by the Board which supports the Board's core value of fact-based decision making.

Within the first month, the Board was presented with up-to-date data provided by City staff on the existing conditions for households within the City of Manassas. As shown in Table 1. below, 49% of renters and 21% of homeowners within the City of Manassas are cost burdened according to the census data. Cost burdened is defined as a household paying more than 30% of their monthly income on household expenses including utilities.[4] For the City of Manassas, there are a significant amount of renters who are cost burdened in comparison to homeowners. This data has remained consistent since the 2019 Housing Plan. 2017 data previously showed that 57% of renters and 29% of homeowners at the time were cost burdened in the City of Manassas.

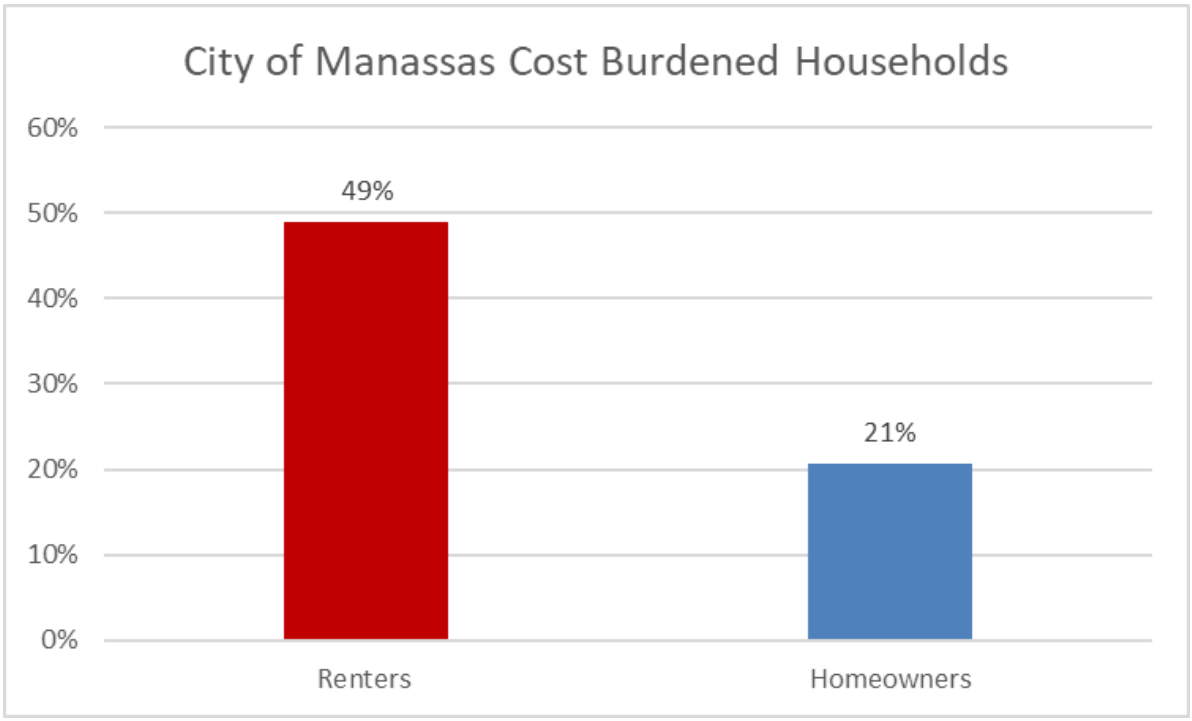
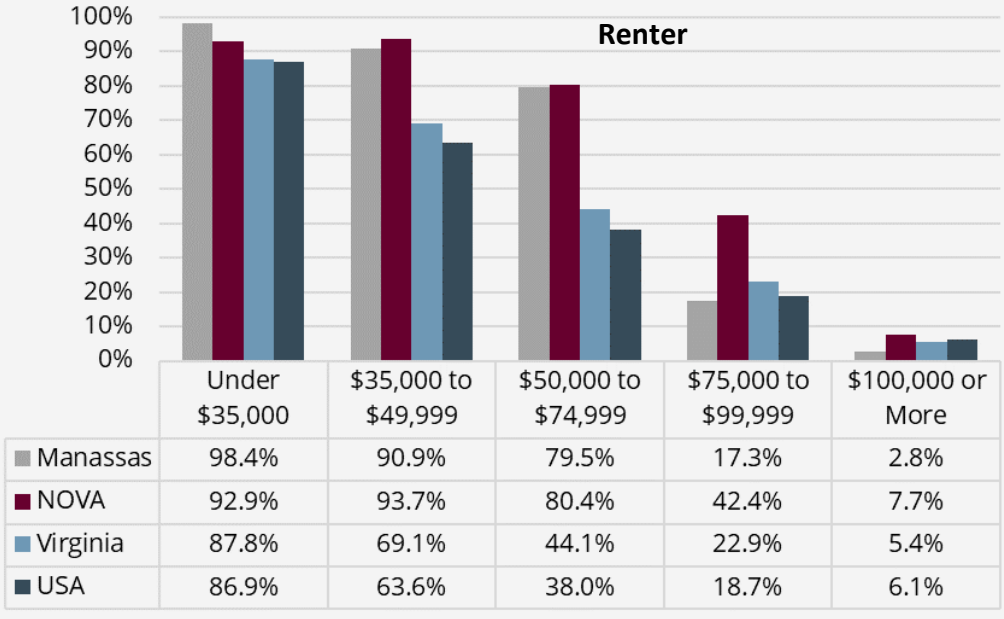


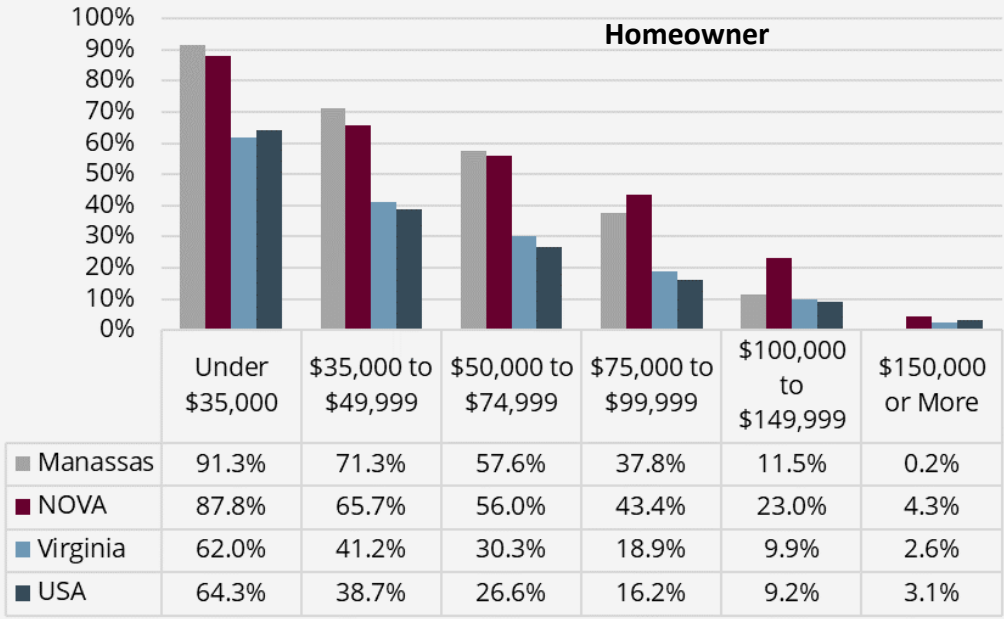
Table 1. Cost Burdened Households, Manassas ACS 5-Year Estimates (2024)

[4] CHAS Data Dictionary 18-22

Data from the Northern Virginia Regional Commission further demonstrates the differences in housing cost burden between renters and homeowners. Table 2. compares data from City of Manassas with the Northern Virginia region, the State of Virginia, and the U.S. The percentages shown on the table between renters and homeowners. This data demonstrates that a significant share of households are cost burdened within the Northern Virginia region, when compared to the entire state of Virginia and the U.S. Manassas is more affordable compared to the rest of the region, particularly for renter households earning $75,000 or more and homeowners earning $100,000 or more. However, when compared to the state of Virginia and U.S. overall, both Manassas and the broader Northern Virginia region have higher housing cost burdens across almost all income levels.



	Under $35,000	$35,000 to $49,999	$50,000 to $74,999	$75,000 to $99,999	$100,000 or More
Manassas	98.4%	90.9%	79.5%	17.3%	2.8%
NOVA	92.9%	93.7%	80.4%	42.4%	7.7%
Virginia	87.8%	69.1%	44.1%	22.9%	5.4%
USA	86.9%	63.6%	38.0%	18.7%	6.1%



	Under $35,000	$35,000 to $49,999	$50,000 to $74,999	$75,000 to $99,999	$100,000 to $149,999	$150,000 or More
Manassas	91.3%	71.3%	57.6%	37.8%	11.5%	0.2%
NOVA	87.8%	65.7%	56.0%	43.4%	23.0%	4.3%
Virginia	62.0%	41.2%	30.3%	18.9%	9.9%	2.6%
USA	64.3%	38.7%	26.6%	16.2%	9.2%	3.1%

Table 2. Households with Cost Burden by Household Income, Norther Virginia Regional Commission (NVRC), ACS 5-Year Estimates (2022)

Utilizing the same methodology as the 2023 CDBG & Housing Trust Fund Report, updated data were analyzed for a random selection of 16 current occupations held by City staff. This analysis evaluated which occupations, based on income, could afford to rent housing in the City of Manassas without becoming cost burdened.

Table 3. provides data on the fair market rents established by the U.S. Department of Housing and Urban Development (HUD) and compares the corresponding qualifying income requirements based on the number of bedrooms. City staff occupations were analyzed to determine which positions could afford the monthly rent for specific unit sizes.

The analysis found that 31% of the listed City employee occupations could afford a one-bedroom rental at fair market rent. In comparison, when evaluating the affordability of two- and three-bedroom units, only two of the fifteen listed occupations could afford the monthly rent without becoming cost burdened.

Bedrooms	(2026 HUD) Fair Market Rent	Qualifying Income
1 Bedroom	$ 2,040.00	$ 81,600.00
2 Bedroom	$ 2,260.00	$ 90,400.00
3 Bedroom	$ 2,880.00	$ 115,200.00

Job Title	Average Salary	1 Bedroom Qualified	2 Bedroom Qualified	3 Bedroom Qualified
HUMAN RESOURCES COORDINATOR	$ 72,404.80	No	No	No
ADMINISTRATIVE COORDINATOR - DEPT. OF SOCIAL SERVICES	$ 82,804.80	Yes	No	No
AIRPORT MAINTENANCE WORKER	$ 58,441.07	No	No	No
ASSISTANT DIR, ECONOMIC DEVELOPMENT	$ 124,287.27	Yes	Yes	Yes
BENEFIT PROGRAMS SPECIALIST II	$ 77,773.80	No	No	No
DEPUTY REGISTRAR	$ 74,526.40	No	No	No
ELECTRIC LINE TECH 1ST CLASS	$ 125,065.20	Yes	Yes	Yes
FAMILY SERVICES SPECIALIST II	$ 83,349.07	Yes	No	No
FIREFIGHTER - BASIC LIFE SUPPORT	$ 71,676.80	No	No	No
FIREFIGHTER - ADVANCED LIFE SUPPORT	$ 87,442.01	Yes	No	No
HUMAN SERVICE ASSISTANT	$ 56,123.60	No	No	No
POLICE OFFICER I	$ 72,206.70	No	No	No
PUBLIC SAFETY COMMUNICATIONS SPECIALIST I	$ 72,505.33	No	No	No
WATER & SEWER UTILITY TECH III	$ 72,259.20	No	No	No
WATER & SEWER UTILITY WORKER	$ 47,933.70	No	No	No
TEACHER - 1ST YEAR, BACHELOR'S DEGREE, NO EXPERIENCE	$ 61,846.00	No	No	No

*Fair Market Rate data was collected through the HUD Office of Policy Development & Research.
*All occupation salaries are current and up to date using data provided by the City of Manassas Human Resource (HR) Staff.
Table 3. Provided by City of Manassas HR team. ACS 5-Year Estimates (2024)

As shown on the previous Prince William County area table, Area Median Income (AMI) is defined as "the unadjusted median family income for the area as determined by the Federal Housing Finance Agency (FHFA)".[5] Table 4. Shown below, determines the median income by age group. Income ranges in reference to State or Federal programs are generally categorized as; 30% AMI also referred to as "extremely low income[6]," 50-60% AMI also referred to as "very low-income[7]," and 80% AMI also referred to as "low income[8]." Historically, Federal and State programs have served households up to the 80% AMI range. However, due to the gap in wealth and increase in housing cost, State programs have increased this threshold to 100%, and in some areas 120% of the AMI. The data shown within the table below demonstrates that majority of those living within the City of Manassas under the age of 25 years, fall within the "extremely low-income" range. There are a high percentage of those who are 65 and over who also fall into this category. According to the data, those between 45 and 65 years of age have the highest household income within the city.

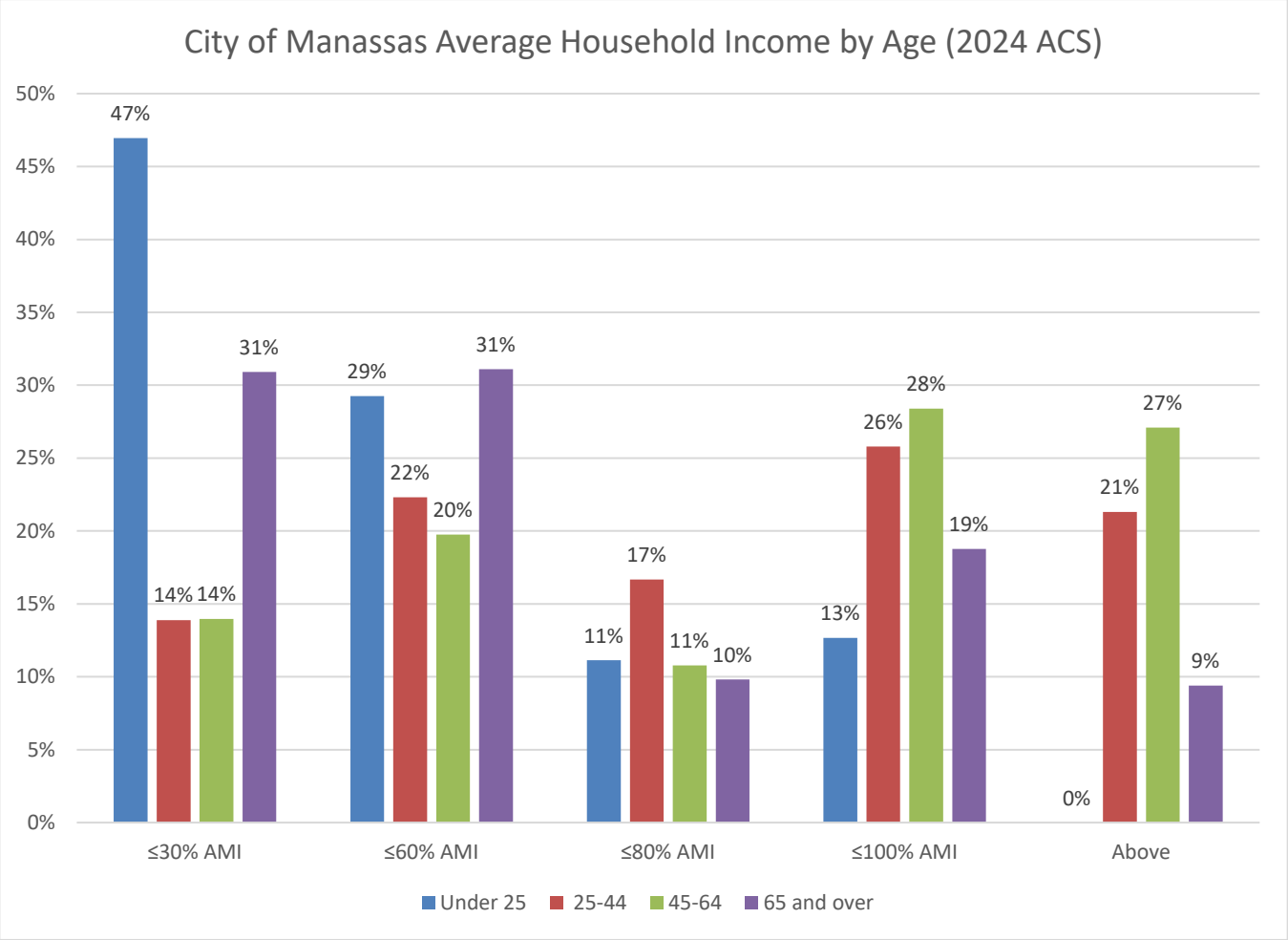


Table. 4. Household Income by Age (Census Data, 2024 ACS), City of Manassas

[5] 12 CFR 1282.1 "Median income"
[6] 12 CFR 1282.1 "Extremely low-income"
[7] 12 CFR 1282.1 "Very Low-income"
[8] 12 CFR 1282.1 "Low-income"

Goals

The Housing Advisory Board's focus in FY25-26 was compiling information and forming recommendations to City Council that may best serve City of Manassas' current and future residents in preserving, maintaining, and enhancing housing needs. As a result of multiple conversations on this topic, the Board formed one-, three-, and five-year goals if City Council provides recommendation to continue the Housing Advisory Board's efforts. Below demonstrates the Boards' goals and objectives and the year in which they determined the Board to achieve these goals. This Board further identifies recommendations in relation to the goals and objectives and the corresponding timeframe.

Year 1

Goal 1: Recommend a Strategy for the City's Attainable Housing Initiatives

Objectives

- **1.1** Identify local housing needs based on established data
- **1.2** Evaluate and recommend policies and ordinances
- **1.3** Establish program and project priorities for the City's Housing Investment Fund

Goal 2: Create an Operations Model for the Housing Advisory Board

Objectives

- **2.1** Establish the Housing Advisory Board as a City Council Standing Committee
- **2.2** Provide staff support in policy implementation

Goal 3: Create a User-Friendly Housing Information Distribution Model

Objectives

- **3.1** Create a housing information portal
- **3.2** Continue to improve public-private partnership and collaboration
- **3.3** Continue to host annual community outreach event

Year 3

Goal 1: Make Recommendations to City Council on a Sustainable Funding Stream for Housing Initiatives

Objectives

- **1.1** Support staff in State and/or Federal funding opportunities
- **1.2** Identify tactics and goals to achieve year 1 financing strategy

Goal 2: Implement Prioritized Housing Programs

Objectives

- **2.1** Establish application policies and procedures for funding recommendation through the Housing Investment Fund

2.2 Identify areas of opportunity for new Housing Investment Fund

2.3 Explore establishing a Program Management Office position

Goal 3: Update the City Housing Policy in the 2050 Comprehensive Plan

Objectives

3.1 Support and participate in community involvement for the outreach portion of the plan update

3.2 Provide policy guidance for final plan

Year 5

Goal 1: Strengthen Coordination and Collaboration with Boards and Commissions

Objectives

1.1 Identify internal and external boards and commissions

1.2 Identify tools for cross collaboration and data sharing

Goal 2: Establish Regional Coordination and Collaboration

Objectives

2.1 Identify key partners

2.2 Explore site areas and collaborative funding opportunities

2.3 Continuous review of regional studies

Recommendations

Year 1

1. City Council should establish HAB as a permanent Board (Attachment A: #O-2026-1313-Establishment of the Housing Advisory Board)
2. Assess and partner with Virginia Housing for relevant training
3. Analyze and provide feedback on the Virginia Housing grant-funded, Low-Income Housing Tax Credit (LIHTC) Preservation Study, which will identify area, program, and project funding priority (Attachment C: Low-Income Housing Tax Credit Preservation Study Grant Award & Scope of Work)
4. Provide guidance on ordinances such as;
    a. Housing Grants or Loans
    b. Accessory Dwelling Units (ADU's)
    c. Affordable Dwelling Units (AfDU's)

d. Housing developments for religious organizations and other nonprofit tax-exempt properties

5. Yearly review and update to the Housing Resource Guide
6. Develop a strategy for the Housing Investment Fund

Year 3

1. HAB to act as the "Project Management Team" in the update of the 2019 Housing Plan
2. HAB to act as the responsible entity for reviewing and recommending funding to City Council through the Housing Investment Fund (HIF)
3. Notice of Funding Availability (NOFA) and application officially released and monitored by community development staff
4. Form a Housing Ordinance Committee in combination with Planning Commission members and other stakeholders
5. Create a written draft of the housing section for the 2050 Comprehensive Plan
6. Review and update recommendations to previously adopted ordinances
7. Create a strategy for complying with the Landlord Tenant Act

Year 5

1. Regional Housing Advisory Board meeting is scheduled
   a. Establish internal board meeting cadence
2. Assess and evaluate impacts from the 2050 Comprehensive Plan
3. Recommend staff expansion for a Housing Program Officer position
4. Housing Advisory Board to review and recommend language updated to the Prince William County and City of Manassas Cooperative Agreement

A Look Ahead

With the approval of City Council, the board members for the permanent Housing Advisory Board shall continue to be appointed to a four-year term. The Housing Advisory Board's new and continued efforts will include:

- Executing updates on City of Manassas Housing related documents, such as the 2019 Housing Plan and the Housing and Neighborhoods section of the Comprehensive Plan;
- Revise and maintain the Housing and Neighborhood Services webpage;
- Update the HAB Annual Report template;
- Identify funding sources—including city budget funds and state & federal grants—for the purposes of developing and maintaining attainable housing programs and projects, developing a preservation plan for LIHTC units, conducting a comprehensive zoning update for the enhancement of attainable housing, pursuant to the duties assigned to the Housing Advisory Board and city code; and
- Continued development and review of applications and make funding recommendations to City Council for the Housing Investment Fund.

While several of the above projects and programs are already underway, the Board anticipates future projects to include updated public information and enhancement to the Housing and Neighborhood Services webpage as well as continued review of the Housing Investment Fund application standards, and implementing Board policies and procedures.

Membership

* Denotes term expired or resigned.

Member	Term Expiration
Denise Harrover (Chair)	November 2, 2026
Dianne Lane (Vice-Chair)	November 2, 2026
Edward (Jack) Spall	November 2, 2026
Liletta Harlem	November 2, 2026
Lisa Ortiz*	November 2, 2026 *(Resigned January 31, 2026)*
Robyn Johnson	November 2, 2026
Steve Liga	November 2, 2026

Lisa Ortiz attended her last Housing Advisory Board meeting and ended her term in January 2026. The Board thanks Lisa Ortiz for her time served and dedication to the city.

Attendance Report

Board Members	Meetings	Present	Absent
Denise Harrover	11	11	
Dianne Lane	11	11	
Edward (Jack) Spall	11	11	
Liletta Harlem	11	10	1
Lisa Ortiz *(Resigned)*	3	1	2
Robyn Johnson	11	11	
Steve Liga	11	11	

Board Members Biographies

DENISE HARROVER, CHAIR **TERM EXPIRES: NOVEMBER 2, 2026**

Denise Harrover was appointed to the HAB in November 2025 as a part of a one-year term on the temporary Board. Denise Harrover was elected as Chairperson in January of 2026. In 1983 retired Chief Phoenix moved his bride Marie and daughter Denise to Manassas. Denise graduated from Osbourne Park Highschool and went on to George Mason University (GMU). She settled down in the City of Manassas in 2002 with hubby Chris Harrover. She has worked at Van Metre Companies for over 25 years as a project manager and VP of planning and entitlements. Denise has volunteered and served on the board of Women Giving Back since 2007. In her spare time, she volunteered for the Economic Development Authority (EDA) for the City of Manassas and the Housing Advisory Committee. Denise has two fur babies, Jerry & Reed. Denise enjoys gardening, reading and spending time with her family and friends.

DIANNE LANE, VICE-CHAIR **TERM EXPIRES: NOVEMBER 2, 2026**

Dianne Lane was appointed to the HAB in November 2025 as a part of a one-year term on the temporary Board. Dianne Lane was elected as Vice Chair in January of 2026. Ms. Lane has volunteered in the affordable housing space for over 5 years. Ms. Lane is a 28-year resident of Manassas, and she previously served on the City's Diversity, Equity, and Inclusion task force in 2021 as the Housing team lead. Active in VOICE through her membership in Bull Run Unitarian Universalists church, she participates in housing actions and education programs.

EDWARD SPALL **TERM EXPIRES: NOVEMBER 2, 2026**

Edward John Spall II, a.k.a. 'Jack' was born and raised in Manassas City, where he also attended K-12 at Manassas City Public Schools. Jack was nominated to the Housing Advisory board in November 2025. After graduating from Osbourn High School in 2017, Jack earned his degree in Mining Engineering from Virginia Tech, before returning to Manassas to work as a Control Engineer with M.C. Dean at the Micron Fab 6 in Manassas for the last 4 years. Jack is interested in improving and preserving the ecosystem of Manassas, biological and social.

LILETTA HARLEM **TERM EXPIRES: NOVEMBER 2, 2026**

Liletta Harlem was appointed to the HAB in November 2025 as a part of a one-year term on the temporary Board. Liletta Harlem grew up in Georgetown South in the City of Manassas, an experience that shaped her lifelong passion for community engagement, equity, and expanding opportunities for others. Having witnessed firsthand the impact that stable housing, strong neighborhoods, and community resources can have on families, she is committed to helping ensure that every resident has the opportunity to thrive.

Professionally, Liletta serves as a community engagement and partnership leader, author, speaker, and founder of several community-focused initiatives, including My Natural Me and the Business Crossing Network. Her work centers on connecting residents with resources, supporting caregivers, advancing economic mobility, and building collaborative partnerships across Northern Virginia.
As a member of the Housing Advisory Board, Liletta brings both lived experience and a community-centered perspective. She believes that housing is more than a place to live—it is the foundation for health, education, economic opportunity, and overall quality of life. She is honored to contribute to efforts that strengthen housing access and create a more inclusive future for the City of Manassas.

ROBYN JOHNSON **TERM EXPIRES: NOVEMBER 2, 2026**

Robyn M. Johnson was appointed to the HAB in November 2025 as a part of a one-year term on the temporary Board. Robyn is a longtime City of Manassas resident and retired Freddie Mac Business Management Director, bringing more than thirty-six years of professional leadership experience and a deep commitment to public service to her role on the Housing Advisory Board.

Robyn believes that strong communities are built through active participation, collaboration, and service. Her longstanding involvement in local civic and nonprofit organizations reflects her dedication to listening to residents, supporting families, and helping connect people with resources that strengthen quality of life. She is an active member of the Prince William County Alumnae Chapter of Delta Sigma Theta Sorority, Inc., a public service sorority, and volunteers as a court appointed special advocate with CASA CIS. She also serves as a board member for Dream in NOVA and as a member of the Advisory Board for the Department of Social Services.

A 2019 graduate of Leadership Prince William and a 2022 graduate of the City of Manassas Leadership Academy, Robyn understands the value of engaged residents working together to address local needs, including safe, stable, and accessible housing. Having lived in the City of Manassas since 1978, she brings both personal history and civic perspective to her work on the Housing Advisory Board. Robyn is a graduate of Osbourn High School and Radford University.

STEVE LIGA **TERM EXPIRES: NOVEMBER 2, 2026**

Steve Liga was appointed to the HAB in November 2025 as a part of a one-year term on the temporary Board. Steve Liga has spent much of his career working at the intersection of nonprofit leadership, housing, and community support. As President & CEO of Habitat for Humanity Prince William County, he has helped local families move into safe, affordable homes, supported critical home repair efforts, and worked with volunteers, public officials, funders, and community partners to make homeownership possible for families who might otherwise be priced out of the market.

Steve's housing-related work also includes consulting with organizations that serve people experiencing homelessness, housing instability, hunger, and crisis. He has helped nonprofits strengthen their operations, policies, board leadership, and planning so they can better serve residents and families in need. His approach is practical and grounded in the day-to-day realities of nonprofit work, with a clear focus on helping communities create safer, more stable housing opportunities.

Sincerely,

_____	_____
Denise Harrover, Chair	Dianne Lane, Vice Chair
_____	_____
Liletta Harlem	Robyn Johnson
_____	_____
Steve Liga	Edward “Jack” Spall

ORDINANCE #O-2026-1313

First Reading	_____
Second Reading	_____
Enacted	_____
Effective	_____

AN ORDINANCE TO AMEND THE CODE OF ORDINANCES, CITY OF MANASSAS, VIRGINIA (2002), AS AMENDED, BY ADDING SECTION 42-20 TO CHAPTER 42 OF SAID CODE (COMMUNITY DEVELOPMENT) RELATING TO ESTABLISHMENT AND DUTIES OF THE HOUSING ADVISORY BOARD

BE IT ORDAINED by the Council of the City of Manassas, Virginia, meeting in regular session this _____ day of MONTH, 2026:

1. That the Code of Ordinances of the City of Manassas, Virginia (2002) is hereby amended by adding new sections, to be numbered 42-20 which section read as follows:

CHAPTER 42. COMMUNITY DEVELOPMENT

DIVISION 2. HOUSING

Sec. 42-13 - 42-19. Reserved.

Sec. 42-20. Housing advisory board.

(a) *Creation.* For the general purpose of this chapter, there is created by the City Council the Housing Advisory Board (HAB). The HAB shall be composed of a minimum of six regular voting members, a majority of whom shall be residents of the city. The members of the HAB shall be appointed by the city council. Members shall have a demonstrated interest, competence, or knowledge in housing related matters.

(b) *Member appointment terms.*

(1) Term of office. A member's term shall be four years.

(2) An appointment to fill a vacancy shall be only for the unexpired portion of the term vacated.

(c) *Organization.* The HAB shall elect from its own membership a chairperson and vice-chairperson who shall serve annual terms and may succeed themselves. The city shall designate administrative staff to the HAB and maintain all records, minutes, and files relating to the HAB meetings.

DRAFT

(d) *Rules:*

(1) The HAB shall meet in regular session at least once a month unless there is no business to be considered at a regular meeting, then the Chairperson or designee may dispense of such meeting by notifying each member and the public at least 48 hours prior to the set time for such meeting.

(2) Special meetings of the HAB may be called in accordance with the HAB rules and procedures, as adopted and amended.

(3) A quorum shall be not less than a majority of sitting members.

(4) The HAB may make, alter, or rescind rules and forms for its procedures, all matters coming before it for review, and the implementation of the purposes of this division, consistent with the ordinances of the city and the general laws of the commonwealth.

(5) All meetings shall be open to the public unless the HAB enters closed session as permitted by the Virginia Freedom of Information Act.

(6) The board shall conduct an annual organizational meeting to elect its officers and shall submit an annual report of the previous fiscal year's activities to the city council within 30 calendar days of its annual organizational meeting.

(e) *Powers and duties.* The HAB shall have the following duties, which it may exercise in its discretion upon direction from city council:

(1) Assist and advise the city council, the planning commission, other city departments and agencies, property owners and individuals in matters involving housing resources.

(2) Review the Comprehensive Plan goals, objectives and strategies for affordable housing pursuant to the requirements of the Code of Virginia 15.2-2223(D) and advise the planning commission on content and impact of changes thereto.

(3) Review and propose the adoption of new ordinances or policies to facilitate the provision of attainable housing in the City, or whether the City needs to seek enabling legislation from the General Assembly.

(4) From time-to-time conduct, or cause to be conducted, a survey of housing resources (including the need for affordable housing) prior to updates to the City's Comprehensive Plan and as required by the Code of Virginia 15.2-2224.

(5) Upon request of the city council, planning commission, or other city departments and agencies, conduct studies deemed necessary to consider areas of opportunity for and means to preserve housing resources in the city.

(6) Develop, adopt, and from time to time modify application guidelines for the housing investment fund as adopted in the annual budget, to be considered by city council in granting or denying appropriate funds, provided that such guidelines shall be consistent with the Code of Virginia 15.2-958, and City of Manassas Code of Ordinances, chapter 42 sections 10 through 12, and with such procedures as the city manager may establish.

(7) Recommend approval, propose modifications, or denial of applications to the housing investment fund for the construction, rehabilitation, modification, demolition, or programmatic use of affordable housing developments, grants and programs.

(8) Cooperate with and enlist assistance from the Virginia Housing Authority, Prince William County, and other interested parties, both public and private, in efforts to develop and preserve existing affordable housing within the city.

2. This ordinance shall become effective upon second reading.

_____

Interim Mayor
On behalf of the City Council of
Manassas, Virginia

ATTEST:

_____

Eric W. Smith, II City Clerk

MOTION:
SECOND:
RE:
ACTION:

Votes:
Ayes:
Nays:
Absent from Vote:
Absent from Meeting:

DRAFT

ORDINANCE #O-2026-984

First Reading	June 8, 2026
Second Reading	06-22-2026
Enacted	06-22-2026
Effective	06-22-2026

AN ORDINANCE TO AMEND THE CODE OF ORDINANCES, CITY OF MANASSAS, VIRGINIA (2002), AS AMENDED, BY AMENDING CHAPTER 42 OF SAID CODE (COMMUNITY DEVELOPMENT) BY ADDING NEW SECTIONS 42-10 THROUGH 42-12, RELATING TO HOUSING GRANTS OR LOANS

BE IT ORDAINED by the Council of the City of Manassas, Virginia, meeting in regular session this 22nd day of June, 2026:

1. That the Code of Ordinances of the City of Manassas, Virginia (2002) is hereby amended by adding new sections, to be numbered 42-10 through 42-12, which sections read as follows:

CHAPTER 42. COMMUNITY DEVELOPMENT

DIVISION 1. ECONOMIC DEVELOPMENT AUTHORITY

Sec. 42-1. Economic development authority.

There is hereby created a political subdivision of the Commonwealth with such public and corporate powers as are set forth in the Industrial Development and Revenue Bond Act (Code of Virginia, § 15.2-4900 et seq.), including but not limited to all those powers set forth in Virginia Code § 15.2-4905. The name of the political subdivision created by this section shall be the Economic Development Authority of the City of Manassas, Virginia.

Sec. 40-2 – 42-9. Reserved.

DIVISION 2. HOUSING

Sec. 42-10. Purpose, and authority.

The purpose of this ordinance is to permit the City of Manassas to make grants or loans to owners of residential rental property occupied, or to be occupied, following rehabilitation or after construction if new, by persons of low and moderate income, for the purpose of rehabilitating or producing such property. Pursuant to Virginia Code sec. 15.2-958, the preservation of existing housing in safe and sanitary condition and the production of new housing for persons of low and moderate income are public purposes and uses for which public money may be spent.

DRAFT

Sec. 42-11. Definitions.

The following words, terms, phrases, when used in this Division, shall have the meanings ascribed to them in this subsection, except where the context clearly indicates a different meaning:

Applicant means an owner of residential rental property that consists or will consist of at least two rental units occupied, or to be occupied, by persons of low and moderate income or an entity which seeks to improve at least one owner-occupied dwelling units, an entity that obtains a unit or parcel for the purpose of rehabilitation or development and sale to low to moderate income purposes.

Loan means funds provided to an applicant under this chapter as a loan secured by a deed of trust to ensure repayment of the loan, and to ensure compliance with other conditions of the loan set forth herein, to be used for the purposes set forth herein.

Grant means funds provided to an applicant under this chapter as a loan secured by a deed of trust to ensure compliance with the conditions of the loan set forth herein, to be used for the purposes set forth herein; provided, however, that repayment of the loan will be deferred and upon compliance with all conditions of the loan, the loan shall be forgiven. The term grant also means the disposition to an applicant of City owned real property occupied, or to be occupied by persons of low and moderate income to be used for the purposes set forth in this chapter.

Low and Moderate Income Persons means a persons or families whose combined income is 100% or less of the Annual Median Family Income as determined by the United States Department of Housing and Urban Development for the Washington-Arlington-Alexandria Metropolitan Area.

Sec. 42-12. Housing grants or loans.

(a) The City Council may, after review by City staff and the Housing Advisory Board and consideration of their recommendations, if any, make grants or loans to owners of residential rental property occupied, or to be occupied, by persons of low and moderate income, for the production, construction or repair of residential property. Owners assisted in this manner shall provide a minimum of 20 percent of the units for low and moderate income persons for a minimum of 10 years. Such greater percentage of units or longer period of years as may be required by City Council when authorizing the grant or loan.

(b) Pursuant to Virginia Code sec. 15.2-958.4, the City Council may, upon the request of the Applicant, waive building permit fees and other specified City fees associated with the construction, renovation, or rehabilitation of housing for low and moderate income persons, as defined in this Chapter.

(c) Participation by the owner of residential rental property in the funding authorized by this Chapter is voluntary. No grant or loan funding shall be made under this Chapter unless first appropriated by the City Council.

(d) The grants and loans provided under this chapter shall be administered by the City Manager or their designee in accordance with the purpose and requirements of this chapter. The City Manager may adopt rules and regulations to ensure compliance with the integrity and

legislative intent of this chapter, and such other rules and procedures as may be necessary, including but not limited to application process, use of funds, application review criteria, funding priority, application submission and review process, submission criteria and required documentation.

2. This ordinance shall become effective upon second reading.

Michelle Davis-Younger
Michelle Davis-Younger Mayor
On behalf of the City Council of
Manassas, Virginia

ATTEST:

_____
Eric W. Smith, II City Clerk

MOTION: Wolfe
SECOND: Smith
RE:
ACTION:

Votes:
Ayes: Wolfe, Smith, Osina, Vasquez Luna, Hutson
Nays: NA
Absent from Vote: Ellis
Absent from Meeting: Ellis

DRAFT

Grant Award Notification (GAN)			
1. Contact Information	City of Manassas 9027 Center Street Manassas Virginia 20110 Steve Burke, citymanager@ci.manassas.va.us		
2. Virginia Housing Contact	Carina DeRoché Henry, Carina.DeRoche@virginiahousing.com		
3. Grant ID & Title	CIS8228-FY27 Community Impact Planning Grant: Policy Analysis		
4. Funding Opportunity	25288-Community Impact Planning Grant		
5. Grant Agreement Type	Award		
6. Grant Award Type	New		
7. Grant Award Amount	$20,000.00	Original Award	
		Current Award	
	$20,000.00	Total Award	
8. Period of Performance	08/01/2026-07/31/2028	Reporting period continues 30 days following performance period	
9. Grant Authority	Virginia Housing		
10. FAIN	NA		
11. Award Date	8/25/2026		
12. Fund Source	Virginia Housing		
13. Indirect Cost Rate	N/A%		
14. Special Terms & Conditions	*This award is further subject to the attached Grant Agreement and Funding Opportunity.*		
15. Program-Specific Instructions	*The Policy Study - Policy Analysis must include all the required elements on page 41 of the Community Impact Handbook.*		

Madelyn Peay

Madelyn Peay
Managing Director of Community Outreach
Date: 08/27/2026

The Northern Virginia Affordable Housing Alliance Proposal to The City of Manassas for Recommendations regarding Community Development Block Grant funds and Housing Trust Fund

July 19, 2023

The Northern Virginia Affordable Housing Alliance (NVAHA) is responding to a request from the City of Manassas to help them address housing affordability, a growing area of concern for City residents. The City wants to take a more proactive approach to addressing housing affordability, with regard to their Community Development Block Grant (CDBG) funding through a partnership with Prince William County as well as opportunities to activate their Housing Trust Fund with, among other resources, a one-time ARPA funding allocation to the Trust Fund.

The City is seeking specific guidance on the following: whether a new direction is necessary for CDBG funding administration; and guidance on how to best administer the Housing Trust Fund.
The consultant's work should provide the following:

CDBG:

- Analysis of the advantages and disadvantages of remaining in partnership with Prince William County, or of establishing a new partnership with Manassas Park, including which approach yields the greatest benefits for City residents.

Housing Trust Fund:

- Develop a comprehensive listing of strategies to be administered by the Housing Trust Fund that provide the greatest benefit to ownership needs, as well as rental housing solutions. These recommendations could include, but are not limited to, the following:
    - Down payment and closing cost assistance;
    - Partnerships with affordable housing developers for new units;
    - Foster relationships with affordable housing developers to create and/or preserve rental housing;
    - Identify regulatory and zoning changes to support the Housing Trust Fund;
    - Recommend an administrative structure that is efficient and effective;
    - Outline a streamlined competitive grant award process for the Housing Trust Fund;
    - Identify potential ongoing sustainable funding sources, including grant funding, investment opportunities and annual City budget allocations.

Scope of Work

CDBG

The consultant team will meet with the appropriate staff in Prince William County and the City to provide an analysis of the partnership between the two jurisdictions for administration of CDBG funds.

An additional meeting will be scheduled with Manassas Park to examine their program and whether a partnership with the City of Manassas Park would provide greater benefits to the City of Manassas residents. A final report to City Council and City staff will provide our recommendations for the best course of action.

Housing Trust Fund

NVAHA has engaged in almost 20 years of regional housing policy work, including participation in developing local housing trust funds for other Northern Virginia jurisdictions. Those experiences and the relationships developed with agency staff and elected officials make NVAHA uniquely qualified to create a comprehensive set of recommendations to develop a Housing Trust Fund that addresses the City's needs.

Steps to be taken include:

- Review all relevant City housing and planning documents and policies to align the Housing Trust Fund priorities with identified housing needs;
- Develop a list of eligible participants and eligible uses of housing trust funds;
- Identify requirements, such as income levels served, percentage of housing that is affordable, period of time to maintain affordability, fund leverage;
- Develop an application and review process and recommendations for the awards process;
- Create a list of potential funding sources including state housing programs, philanthropic funding and private sector investments, as well as a dedicated source of funding from the City;
- Consider a mix of grants and low-cost loans to extend the life of the Fund.

Final Deliverables

NVAHA will provide a final report to City staff and City Council and will be available for at least three meetings with staff and at least one work session and formal presentation of findings to City Council.

Timeline

Work will begin immediately upon execution of a contract with the City of Manassas. The engagement is expected to finish on October 31, 2023, after a final presentation is made to City Council.

Fees

The fee for service for this engagement is $18,000 inclusive of consultant time, travel and expenses.

Suggested Payment Schedule

50% of the fee is due on or before September 1, 2023

The remaining 50% of the fee is due upon completion of the project (estimated to be November 1, 2023).

About NVAHA

The mission of the Northern Virginia Affordable Housing Alliance (NVAHA) is to promote healthy, sustainable and equitable communities that meet the diverse housing needs of Northern Virginia residents. Our activities include:

- Advocating for public policies and adequate financial investments to develop and preserve housing that's affordable;
- Building political will to advance affordable housing through better understanding of the interplay between housing, health, equity, and economic development;
- Partnering with underserved communities to lift their participation in our civic discourse;
- Calling for the deconstruction of land use systems and policies that perpetuate inequities, and the allocation of resources to address the disparities created by these systems;
- Conducting research on housing needs and policies to promote inclusive, equitable communities in Northern Virginia.

NVAHA conducts original research and educational outreach on housing needs and policies to promote inclusive, equitable communities in Northern Virginia, in partnership with members of our Leadership Council, and other collaborating organizations in our region and statewide. NVAHA also provides fee for service consulting opportunities for local government and nonprofit partner organizations.

NVAHA Consultant Bios

Jill Norcross is a strategic leader with an abiding commitment to strengthening communities and improving outcomes for residents through the development of affordable housing. She became the Executive Director of the Northern Virginia Affordable Housing Alliance in January 2023. Jill has over 20 years of experience in fostering successful partnerships with diverse stakeholders around affordable housing planning and development. Most recently, Jill served as the Community Outreach Regional Manager for Virginia Housing, the state housing finance agency. Prior to her position at Virginia Housing, Jill led a successful consulting practice focused on strategic services and technical assistance to nonprofit housing organizations, faith communities, and their partners in the areas of communication, strategic planning, asset management, project management, community engagement, and government relations. From 2005 – 2012, Jill served as the Executive Director of the Housing Association of Nonprofit Developers (HAND). Jill received a Bachelor of Arts in Communications from James Madison University and a Master of Regional Planning in Housing, Community Development and Real Estate from the University of North Carolina at Chapel Hill. Throughout her career, she also served on numerous boards and advisory committees of nonprofit organizations. jill.norcross@nvaha.org, 703-587-4098

Michelle Krocker is a community development and public policy consultant, on contract with NVAHA, and assisting private sector organizations and local governments in creating diverse, sustainable communities through housing and land use policies. Most recently, she served as the Executive Director of the Northern Virginia Affordable Housing Alliance, a regional advocacy coalition engaged in public outreach, education, and housing research that addresses the unmet housing needs of Northern Virginia's low and moderate income households. Michelle has served on several citizen advisory boards. She was a member of the Tysons Land Use Task Force, charged with planning the redevelopment of 1700 acres of Tysons Corner, and Chair of its Affordable Housing Committee. She also served on the Housing Advisory Board to the Loudoun County Board of Supervisors, acting as Chairman for two years. Current advisory boards include: the Local Advisory Council to Enterprise Community Partners Mid-Atlantic office; BB&T's (now Truist's) Community Development Advisory Committee; the Fairfax County Affordable Housing Advisory Committee; the Alexandria Affordable Housing Advisory Committee and the Greater Washington Housing Leaders Group. michellekrocker@nvaha.org, 703-919-0049

Hanna Metuda is the Director of Policy and Programs at NVAHA. Hanna has a strong foundation in the key concepts and skills required to make an impact in the industry. Previously, she served as an Independent Contractor at the Urban Land Institute where she showcased her ability to create new methodologies, analyze data, and present findings for the Home Attainability Index. Her time as a Housing Policy Research Fellow at Neighborhood Fundamentals honed her skills in conducting in-depth research on a variety of housing policy issues, including affordability. Hanna's commitment to making a positive impact extends beyond housing policy. As a Non-Resident Fellow at the Center for Energy Science and Policy, she was responsible for collecting and analyzing greenhouse gas emissions data for the city of Manassas, Virginia, providing valuable insights into the city's energy landscape. She holds a Bachelor of Arts in Government and International Politics from George Mason University. hanna.metuda@nvaha.org, 703-431-2849

References

References available upon request.

Housing Advisory Board 2025-2026 Report



City Council Work Session

October 19, 2026

Manassas
HISTORIC HEART. MODERN BEAT.

Introduction

Establishment: By City Council on June 23, 2025

Term: November 3, 2025 to November 2, 2026

Resolution: Res. No. R-2025-900

State and Local Code:

- All advisory bodies as notated under Manassas Code § 94-32.
- § 15.2-958.4 of the Code of Virginia
- City of Manassas Zoning Code Chapter 42 Sections 10 through 12



Board Roles & Responsibilities

The duties and responsibilities of the Housing Advisory Board include that the Board shall advise the Council and provide recommendations regarding the following:

- New attainable home ownership and attainable rental opportunities
- The preservation of existing attainable housing units
- Guidance and recommendations on mixed-income residential developments
- Suggested amendments to housing-related zoning ordinances or policies
- Identification of sources of potential funding or financing and partnership organizations for attainable housing
- Further recommendations to accomplish City Council's attainable housing goal

City Council Efforts

2023

- Updates to Zoning Text Amendments

2024

- Fee waivers for attainable housing developments
- Creation of the Housing & Neighborhood Coordinator position

2025

- Approve the creation of the Housing Advisory Board for a one-year term



2026

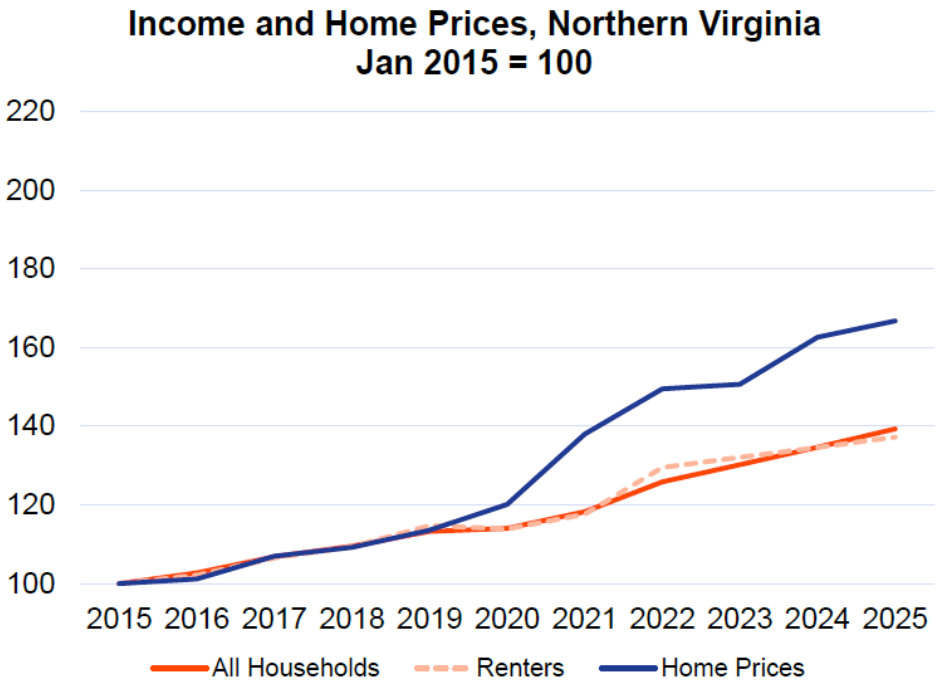
- Adopted Housing Loan Ordinance
- Adopted FY27 Budget including $2-Million in the Housing Investment Fund
- Approved $6-Million towards attainable housing development

What the data shows…

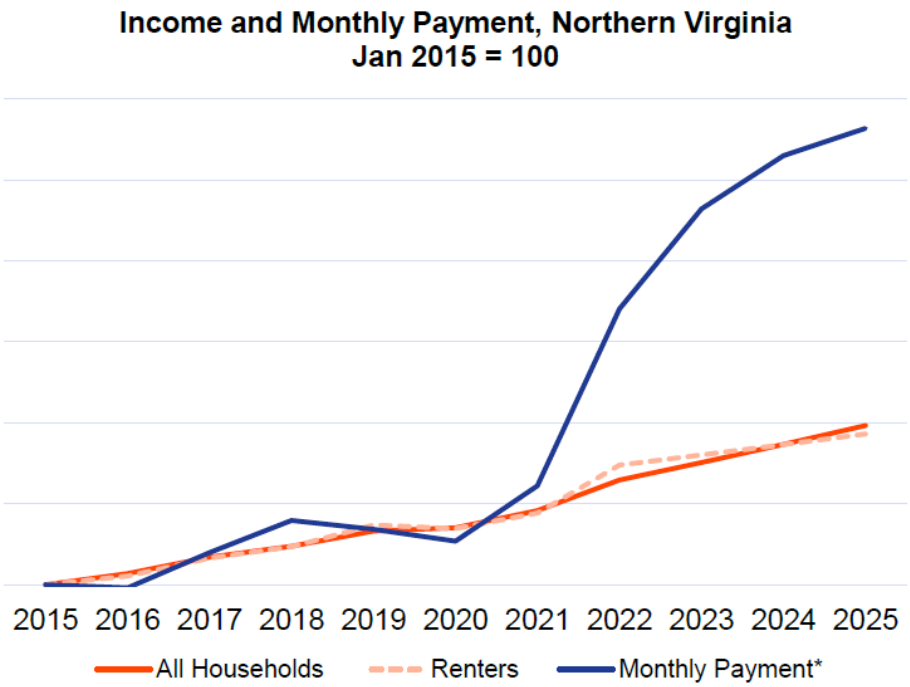


Manassas
HISTORIC HEART. MODERN BEAT.

Existing Conditions

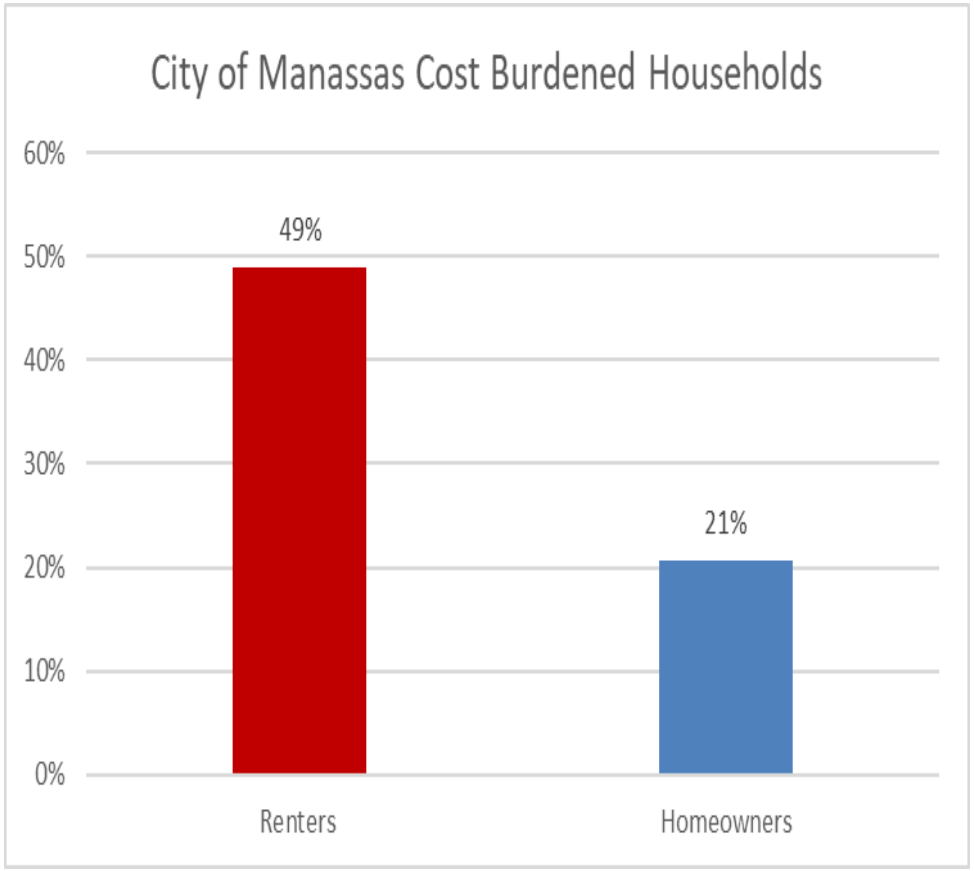


Source: Bright MLS, U.S. Census Bureau



*Assumes a 10% downpayment, 30-year fixed rate mortgage and average property tax and homeowner's insurance payments

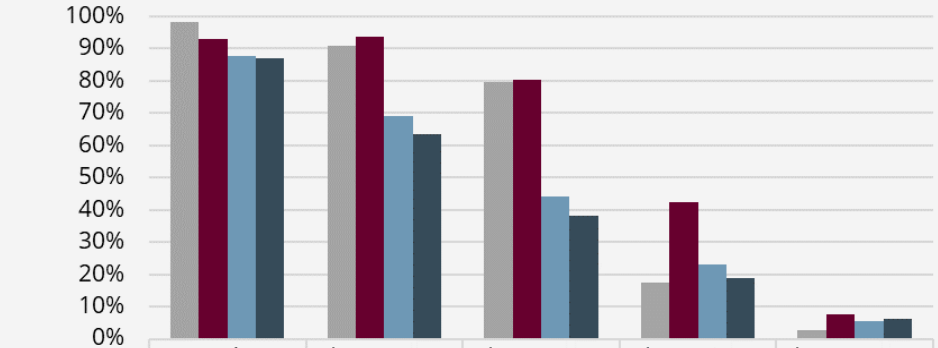
Existing Conditions Cont.



- 49% of renter households are paying more than 30% of their household incomes on household expenses
- 21% of homeowners are paying more than 30% of their household incomes on household expenses

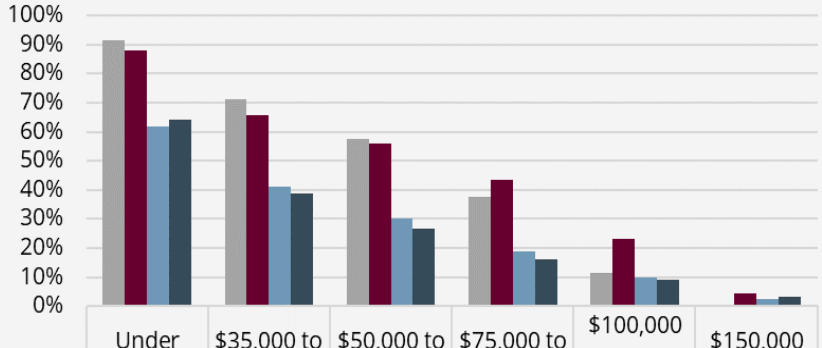
Existing Conditions Cont.

Cost Burdened Household Comparisons Based on Income
(Northern Virginia Regional Commission, 2025)



	Under $35,000	$35,000 to $49,999	$50,000 to $74,999	$75,000 to $99,999	$100,000 or More
Manassas	98.4%	90.9%	79.5%	17.3%	2.8%
NOVA	92.9%	93.7%	80.4%	42.4%	7.7%
Virginia	87.8%	69.1%	44.1%	22.9%	5.4%
USA	86.9%	63.6%	38.0%	18.7%	6.1%

Renter



	Under $35,000	$35,000 to $49,999	$50,000 to $74,999	$75,000 to $99,999	$100,000 to $149,999	$150,000 or More
Manassas	91.3%	71.3%	57.6%	37.8%	11.5%	0.2%
NOVA	87.8%	65.7%	56.0%	43.4%	23.0%	4.3%
Virginia	62.0%	41.2%	30.3%	18.9%	9.9%	2.6%
USA	64.3%	38.7%	26.6%	16.2%	9.2%	3.1%

Homeowner

Existing Conditions Cont.

Bedrooms	(2026 HUD) Fair Market Rent	Qualifying Income
1 Bedroom	$ 2,040.00	$ 81,600.00
2 Bedroom	$ 2,260.00	$ 90,400.00
3 Bedroom	$ 2,880.00	$ 115,200.00

Job Title	Average Salary	1 Bedroom Qualified	2 Bedroom Qualified	3 Bedroom Qualified
HUMAN RESOURCES COORDINATOR	$ 72,404.80	No	No	No
ADMINISTRATIVE COORDINATOR - DEPT. OF SOCIAL SERVICES	$ 82,804.80	Yes	No	No
AIRPORT MAINTENANCE WORKER	$ 58,441.07	No	No	No
ASSISTANT DIR, ECONOMIC DEVELOPMENT	$ 124,287.27	Yes	Yes	Yes
BENEFIT PROGRAMS SPECIALIST II	$ 77,773.80	No	No	No
DEPUTY REGISTRAR	$ 74,526.40	No	No	No
ELECTRIC LINE TECH 1ST CLASS	$ 125,065.20	Yes	Yes	Yes
FAMILY SERVICES SPECIALIST II	$ 83,349.07	Yes	No	No
FIREFIGHTER - BASIC LIFE SUPPORT	$ 71,676.80	No	No	No
FIREFIGHTER - ADVANCED LIFE SUPPORT	$ 87,442.01	Yes	No	No
HUMAN SERVICE ASSISTANT	$ 56,123.60	No	No	No
POLICE OFFICER I	$ 72,206.70	No	No	No
PUBLIC SAFETY COMMUNICATIONS SPECIALIST I	$ 72,505.33	No	No	No
WATER & SEWER UTILITY TECH III	$ 72,259.20	No	No	No
WATER & SEWER UTILITY WORKER	$ 47,933.70	No	No	No
TEACHER - 1ST YEAR, BACHELOR'S DEGREE, NO EXPERIENCE	$ 61,846.00	No	No	No

Area Median Income

PRINCE WILLIAM AREA

2026 MEDIAN INCOME TABLES

Effective June 1, 2026

Median Family Income for Washington Metro-Area $166,100

Extremely Low Income - Gross household income **30%** area median income (AMI), adjusted for household size per the following table:

1 Person	2 Person	3 Person	4 Person	5 Person	6 Person	7 Person	8 Person
$34,900	$39,900	$44,900	$49,850	$53,850	$57,850	$61,850	$65,850

Low Income - Gross household income **50%** area median income (AMI), adjusted for household size per the following table:

1 Person	2 Person	3 Person	4 Person	5 Person	6 Person	7 Person	8 Person
$58,150	$66,450	$74,750	$83,050	$89,700	$96,350	$103,000	$109,650

60% Income - Gross household income **60%** area median income (AMI), adjusted for household size per the following table (**effective 6.1.2026**):

1 Person	2 Person	3 Person	4 Person	5 Person	6 Person	7 Person	8 Person
$69,780	$79,740	$89,700	$99,660	$107,640	$115,620	$123,600	$131,580

Moderate Income - Gross household income **80%** area median income (AMI), adjusted for household size per the following table:

1 Person	2 Person	3 Person	4 Person	5 Person	6 Person	7 Person	8 Person
$74,800	$85,450	$96,150	$106,800	$115,350	$123,900	$132,450	$141,000

Why a Housing Advisory Board?



Manassas
HISTORIC HEART. MODERN BEAT.

Mission & Vision

Mission: "The City of Manassas shall be a place that provides stable, safe, and attainable housing that supports the overall quality of life."

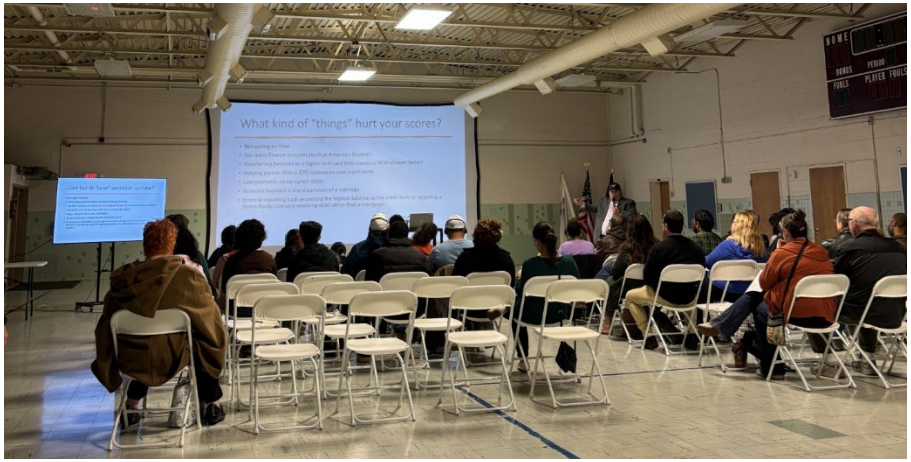
Vision: The Housing Advisory Board recommends tools, techniques, and processes for attainable housing options to the City Council.



Accomplishments

- ★ Tenant -cy to Dream Event
- ★ Community meetings, public hearings and other Boards and Commissions meetings
- ★ Annual HOA and neighborhood event
- ★ Educational and informational sessions
- ★ Provided guidance on housing related-ordinances
- ★ Held first joint meeting with City of Manassas Planning Commission
- ★ Supported staff in the application and award of the Virginia Housing's Community Impact Grant





Recommendations

- City Council should establish HAB as a permanent Board
- Assess and partner with Virginia Housing for relevant training
- Analyze and provide feedback to the Low-Income Housing Tax Credit (LIHTC) Preservation Study
- Provide guidance on housing-related ordinances
- Yearly review and update to the Housing Resource Guide
- Develop a strategy for the Housing Investment Fund

Thank you!



Housing Advisory Board 2025-2026 Report



City Council Work Session

October 19, 2026

Manassas
HISTORIC HEART. MODERN BEAT.

City Council Agenda Item Report

Agenda Item No. 1.3
Submitted by: Steve Burke
Submitting Department: City Manager
Meeting Date: October 19, 2026

Item Title

HMI - November First Friday
(Staff: Steve Burke, City Manager)

Suggested Action and/or Recommendation

Council is requested to discuss the remaining 2026 HMI events

Suggested Motion

Item Type Work Session
Submitting Department City Manager
Meeting Body City Council
Item ID 2026-1349
Drafter Steve Burke
Meeting Date October 19, 2026

Executive Summary and Background Information

HMI in partnership with our Downtown restaurants had recommended not conducting a November First Friday. HMI will work to develop a group consisting of representatives from HMI, Downtown businesses, restaurants, and residents, along with Council representatives to discuss how the 2027 First Fridays should can be considered.

In lieu of a November First Friday, HMI has requested financial assistance from the City to enhance four upcoming family events: Haunted Happenings (10/24), Gallery Walk (11/14), Small Business Week (11/20-29), and Santa Lights/Holiday Market (12/4).

ATTACHMENTS

- ATTH01 Event Enhancement Request
- ATTH02 Proposed Enhancements for Upcoming Events

October 8, 2026

Mr. Steve Burke, City Manager
9027 Center St.
Manassas, VA 20110

Mr. Burke,

Per our conversation on Monday, October 5, 2026, Historic Manassas Inc. staff has been reviewing current plans for the remaining 2026 events and exploring ways in which we can enhance both the promotion and family friendly atmosphere of each one.

Attached you will find a spreadsheet outlining our proposed enhancements including child and family centered activities and entertainment for each of the four upcoming events – Haunted Happenings (10/24), Gallery Walk (11/14), Small Business Week (11/20-29) and Santa Lights/Holiday Market (12/4).

I am writing to formally request $6,000 from the City of Manassas to help offset the additional expense to HMI.

I appreciate your consideration of this request and look forward to your reply.

Sincerely,

Lisa Harlow

Lisa Harlow, Executive Director
Historic Manassas, Inc.

Proposed enhancements for Fall/Winter events

Haunted Happenings 10/24/26 10am-2pm				
Vendor	**Cost**	**Purpose**	**Notes**	
DJ- Modern Music Box	$1,050	provide kid friendly Halloween music throughout downtown	1. Ensure that Pavilion and Depot bathrooms are open and clean	
Roberto's Produce	$350	250 small pumpkins for decorating	2. Street closures - Center from Grant to East and West, Battle, Main from Church to tracks	
Magician Josiah Emery	$300	wandering magic throughout downtown (11a-1p)		
Amazon /Dollar Tree	$300	hula hoops, sidewalk chalk, prizes, sticker faces for pumpkins	3. Electric checked in downtown to insure power for DJ or activities	
Fokal Point Imagery	$850	Halloween photo booth - 3 hrs		
Big Country Amusements	$500	games and activities		
Various outlets	$500	Additional marketing		
Costume contest	$100	Prizes		
	$3,950			
Fall Gallery Walk 11/14/26 12-5pm				
Vendor	**Cost**	**Purpose**	**Notes**	
Amazon/Dollar Tree	$250	Sidewalk chalk, painters tape, various art supplies	1. Restrict parking in Crossroads lot or close Battle St. between Church and Center for kids art zone.	
Various outlets	$500	Additional marketing		
	$750			
Small Business Week 11/20-29				
Vendor	**Cost**	**Purpose**	**Notes**	
Various outlets	$500	Additional marketing		
	$500			
Santa Lights & Holiday Market 12/4/26 4-8pm				
Vendor	**Cost**	**Purpose**	**Notes**	
AWS	$0	Family/kid friendly crafts and activities	1. City adjusts the heat in the waiting room on Friday night	
Various vendors	$0	Holiday themed items, snacks and food	2. HMI and Manassas Museum Associates split the cost of free hot chocolate to the first 250 people.	
Various outlets	$500	Additional marketing		
Matt Brower	$300	Add'l free hot chocolate	3. Santa and Mrs. Claus host their meet and greet in the Visitor Center.	
	$800			
Total	**$6,000**			

City Council Agenda Item Report

Agenda Item No. 1.4
Submitted by: Christen Miller
Submitting Department: Community Development
Meeting Date: October 19, 2026

Item Title

Ordinance #O-2026-1093, ZTA 2026-0002, Zoning Ordinance Annual Updates - Accessory Dwelling Units
(Staff: Christian Samples, AICP, Planning Manager)

Suggested Action and/or Recommendation

Suggested Motion

I move that action on Ordinance #O-2026-1093 be scheduled for the next regular City Council meeting.

Item Type Public Hearings
Submitting Department Community Development
Meeting Body City Council
Item ID 2026-1093
Drafter Christen Miller
Meeting Date October 19, 2026

Advisory Board/Committee Review

Planning Commission held a public hearing on June 3, 2026 and recommended approval (6/0)
City Council held a public hearing on July 13, 2026.

Fiscal Impact

N/A

Executive Summary and Background Information

On April 13, 2026, Senate Bill 531 was signed into law, requiring jurisdictions to allow the use "accessory dwelling unit" as an accessory use in single-family residential zoning districts. The law allows jurisdictions to set minimum standards in conformance with the law's requirements, but limits what a jurisdiction can regulate. The law takes effect on July 1, 2027, but jurisdictions are authorized to enact an ordinance prior to this date.

ATTACHMENTS

- Memorandum
- ATTH01 Draft Ordinance #O-2026-1093
- ATTH02 ZTA-2026-0002 - Redline
- ATTH03 Virginia Acts of Assembly 2026 Session - Chapter 895
- ATTH04 ADU Maps
- ATTH05 Draft ADU FAQ

MEMORANDUM

CITY OF MANASSAS

Department of Community Development
Planning & Development

DATE: October 19, 2026

TO: City Council

FROM: Christian Samples, AICP, Planning Manager

SUBJECT: Zoning Ordinance Annual Updates, Accessory Dwelling Units (ZTA #2026-0002)

Background

On April 13, 2026, Senate Bill 531 was signed into law. The law requires jurisdictions to allow the use Accessory Dwelling Unit as an accessory use in single-family residential zoning districts. The law allows jurisdictions to set minimum standards in conformance with the law's requirements. The law takes effect on July 1, 2027, but jurisdictions are authorized to enact an ordinance prior to this date. The Planning Commission recommended approval of a draft ordinance on June 3, 2026.

The new law allows jurisdictions to require minimum lease terms, parking, limits on floor area, compliance with building and safety codes, owner occupancy of the primary dwelling or ADU at the time of application, limit of one ADU per property, and prohibit subdivision of the ADU from the property.

The new law prohibits jurisdictions from requiring greater side and rear ADU setbacks than those of the primary dwelling, restrictions for ADUs that are more restrictive than those of the primary dwelling concerning height rear or side setbacks, lot size or coverage, or building frontage, requiring restrictive covenants for ADUs, requiring public street improvements as a condition of approval, and consanguinity or affinity between the ADU occupants and the primary dwelling. The new law does permit a Home Owner Association (HOA) to prohibit ADUs in their respective community.

Proposed Ordinance

The proposed ordinance consists of the following:

- To consider a new term and definition for Accessory Dwelling Unit (Sec. 130-42) and add the use to the Use Table (Sec. 130-241);

- To consider the creation of a new section that sets the required standards for the use Accessory Dwelling Unit (Sec. 130-68);
- To consider adding language that allows the conversion of nonconforming accessory structures into accessory dwelling units (Sec. 130-163);
- To consider setting minimum parking requirements for the use Accessory Dwelling Unit (Sec. 130-204);

The proposed ordinance allows ADUs in the A-1, R-1, R-2, R-2-S, and R-7 zoning districts and prohibited in all other zones. As noted above, the City is significantly restricted in its ability to restrict ADU development. The draft ordinance reflects the maximum amount of regulation permitted under the law. An effective date of July 1, 2027 is recommended to be added to enable staff time to prepare for ADU development.

ADU Eligible Properties

There are an estimated 5,445 single family detached properties that are eligible to develop an accessory dwelling unit under the new law. Staff has created maps demonstrating single family detached properties with existing detached garages, garage apartments, grandfathered apartments, and homes with secondary kitchens. Given the high costs of constructing an ADU, these properties have the potential to add ADUs at a lower cost. The following estimates are based on Commissioner of the Revenue data:

- An estimated 327 properties located in the Baldwin Oaks, Owens Brook, and Waterford Village HOA communities have covenant restrictions on construction of ADUs.
- An estimated 709 properties located within Sumner Lake and Wellington HOA communities currently do not have a prohibition in their HOA covenants but have the ability to add that restriction.
- An estimated 23 single family properties with legally non-conforming/grandfathered apartments (2 additional garage apartment are zoned industrial).
- An estimated 319 properties contain a one-story detached garage. An estimated 50 properties have a two-story detached garage. An estimated 126 properties have a second kitchen assessed.

Public Outreach and Enforcement

Public outreach aimed at providing property owner's information on the City ordinance will occur starting in Spring 2027 ahead of the July 1, 2027 enactment date. The outreach effort will inform property owners of what is authorized by the law and the ordinance, how the administrative approval process will work, and what will be required to develop an ADU. A draft FAQ document is provided for your reference, with a final FAQ to be available by Spring 2027. As ADUs are developed, the FAQ will be modified to provide further assistance on emerging issues.

Additionally, staff will provide recommendations for the City Manager to consider as part of the FY28 budget development to enhance code enforcement resources. Staff will also review requirements for secondary kitchen with the Planning Commission as part of their annual zoning text review to determine if additional limitations are necessary. Currently there is no restriction or limitations on second kitchens.

Attachments:

1. Draft Ordinance # O-2026-1093
2. ZTA-2026-0002 – Redline
3. Virginia Acts of Assembly 2026 Session - Chapter 895
4. ADU Maps
5. Draft ADU FAQ

ORDINANCE #O-2026-1093

First Reading:
Second Reading:
Enacted:
Effective:

AN ORDINANCE TO AMEND AND REENACT THE CODE OF ORDINANCES, CITY OF MANASSAS, VIRGINIA (2002), AS AMENDED, BY AMENDING CHAPTER 130 ZONING, ARTICLE II DEFINITIONS, ARTICLE III GENERAL REGULATIONS, ARTICLE V NONCONFORMING USES, LOTS, AND STRUCTURES, ARTICLE VI PARKING AND LOADING REQUIREMENTS, AND ARTICLE VIII ZONING DISTRICTS

WHEREAS, pursuant to the Code of Virginia §15.2-2283, zoning ordinances shall be for the general purpose of promoting the health, safety, or general welfare of the public and of further accomplishing the objectives of planning to facilitate the creation of a convenient, attractive, and harmonious community; and

WHEREAS, to effectuate the aforesaid general purposes of zoning and such other purposes as set forth in the Code of Virginia §15.2-2283, the Zoning Ordinance is to be considered a "living" document that is subject to amendment for the purposes of updating the ordinance for public necessity, convenience, general welfare, or good economic development and zoning practices; and

WHEREAS, the City of Manassas recognizes that an annual review and update of the Zoning Ordinance is a best practice to make technical corrections and updates, and ensure the code remains in compliance with current requirements of state and federal laws and regulations; and

WHEREAS, during the 2026 General Assembly, House Bill 531 (accessory dwelling units), was signed into law requiring a locality to permit accessory dwelling units in single family residential zoning districts; and

WHEREAS, on May 6, 2026, the Planning Commission initiated Zoning Text Amendment #2026-0003 - 2026 Zoning Ordinance Annual Updates – Accessory Dwelling Units, which were reviewed by the Zoning Ordinance Review Committee on April 29, 2026 and May 20, 2026; and

WHEREAS, the Planning Commission held a public hearing on June 3, 2026 after full compliance with all State Code public hearing notice requirements and RECOMMENDED the ADOPTION of this ordinance; and

WHEREAS, the City Council held a public hearing on July 13, 2026, after full compliance with all State Code public hearing notice requirements; and

WHEREAS, the City Council upon careful consideration finds that approval of ZTA #2026-0002 is justified by public necessity, convenience, and general welfare and is consistent with reasonable economic development and zoning practices, and the State Code; and

DRAFT

WHEREAS, the City Council finds that approval of ZTA #2026-0002 is consistent with the goals, objectives, and strategies of the adopted Comprehensive Plan including emphasis on the quality and character of new growth and development in the City's land use regulations, and review process.

NOW THEREFORE, BE IT ORDAINED by the Council of the City of Manassas, Virginia, meeting in regular session this 9th day of November, 2026.

1. That ZTA #2026-0002 is hereby adopted as follows:

ARTICLE II. DEFINITIONS

Sec. 130-42. Definitions.

Accessory dwelling unit means an attached or detached dwelling unit on a residential dwelling lot that:

(1) Provides complete independent living facilities for one or more individuals;

(2) Is located on the same lot as a proposed or existing primary residence; and

(3) Includes facilities for living, sleeping, eating, cooking, and sanitation.

For the purposes of the definition of this term, an accessory dwelling unit is not considered an accessory structure.

Owner occupancy means the occupancy of a dwelling unit used by the property owner as their primary residence. Owner occupancy is limited to one dwelling unit and does not include other dwelling units of the property owner.

ARTICLE III. GENERAL REGULATIONS

DIVISION 1. DEVELOPMENT STANDARDS

Sec. 130-68 Accessory dwelling unit.

(a) *General regulations:*

(1) A maximum of one accessory dwelling unit is permitted per lot with a primary residence. No accessory dwelling unit is permitted for a lot that already has more than one dwelling unit.

(2) Owner occupancy of the accessory dwelling unit or the primary residence, but not both, is required at the time an application is submitted to construct or convert an accessory dwelling unit.

(3) Rental of an accessory dwelling unit shall be for a minimum lease term of 30 consecutive days or longer.

(4) No accessory dwelling unit shall be sold separately or subdivided from the primary residence.

(5) Accessory dwelling units shall not count against the maximum density of the zoning district or against the limitations of Sec. 130-57(a)(2).

(b) *Design:*

(1) Minimum setback requirements:

a. An accessory dwelling unit shall meet the setback requirements for accessory structures or the setback requirements of the primary residence, whichever is less.

b. An accessory dwelling unit shall be located no more than 500 feet from the primary residence.

c. Nonconforming accessory structures that do not meet the foregoing setback requirements may be converted into an accessory dwelling unit, subject to the requirements of this Section and Sec. 130-163.

(2) Maximum structure height: The height of an accessory dwelling unit shall not exceed the height limit of the zoning district.

(3) Maximum Square Footage:

a. The lesser of 800 square feet or 40% of the primary dwelling, but in no event less than 500 square feet.

b. An accessory dwelling unit located entirely in the basement of the primary dwelling may occupy the entire basement floor area.

(4) Parking shall meet the requirements of Article VI. Parking spaces required for the primary residence that are eliminated to build an accessory dwelling unit shall be replaced and shall meet the minimum requirements for the primary residence.

Secs. 130-69 130-90. Reserved.

ARTICLE V. NONCONFORMING USES, LOTS, AND STRUCTURES

Sec. 130-163. Nonconforming structures and improvements.

(a) All structures and improvements except single-family detached dwellings, nonconforming accessory structures converted into accessory dwelling units or manufactured homes:

(1) A nonconforming structure under §130-163(a) or nonconforming improvement may continue as it existed when it became nonconforming. A nonconforming structure or nonconforming improvement shall not be reconstructed, altered, or expanded in any manner, except as provided in this section.

(2) A nonconforming structure or nonconforming improvement may be repaired only if:

a. Such repair constitutes routine maintenance necessary to keep the structure or improvement in the same general condition it was in when it originally became nonconforming; or

b. Such repair constitutes minor alterations, cosmetic modifications, interior renovations and similar changes that do not increase the land area occupied, unless approved as provided in §130-163(4).

(3) A nonconforming structure may be changed to make it a conforming structure.

(4) A nonconforming structure under §130-163(a) may be enlarged or altered to an extent not to exceed 20 percent of its original footprint by administrative approval if the proposed enlargement or alteration will be constructed in a manner that conforms to all current yard dimensions and setbacks as required for new construction within the specified zoning district.

(5) If a nonconforming structure is removed for any reason to another parcel of land, regardless of distance, or the lot lines of the parcel on which it is located change, the structure shall thereafter conform to the requirements of the district in which it is located.

(b) All single-family detached dwellings:

(1) A nonconforming single-family detached structure may continue as it existed when it became nonconforming. A nonconforming structure shall not be reconstructed, altered, or expanded in any manner, except as provided in this section.

(2) A nonconforming single-family detached structure may be changed to make it a conforming structure.

(3) A nonconforming single-family detached structure may be enlarged or altered by administrative approval if the proposed enlargement or alteration conforms to all currently required yard dimensions and setbacks as specified in the district in which it is located.

(4) Should a proposed alteration of a nonconforming single-family detached structure not meet current yard dimensions or setbacks, and the expansion proposed is less than 20 percent of the original footprint of the nonconforming structure, the Zoning Administrator may administratively approve the expansion if the proposed expansion does not increase the nonconformity of the existing yard dimensions or setbacks.

(5) Should a nonconforming single-family detached structure be removed for any reason to another parcel of land, regardless of distance, or the lot lines of the parcel on which it is located change, the structure shall thereafter conform to the requirements of the district in which it is located.

(c) Nonconforming accessory structures converted into accessory dwelling units:

(1) A nonconforming accessory structure may be converted into an accessory dwelling unit in accordance with Sec. 130-68. Such conversion shall not change the nonconforming status of the structure, unless the converted accessory dwelling unit is changed into a conforming structure.

(2) A converted accessory dwelling unit may be enlarged or altered by administrative approval if the proposed enlargement or alteration conforms to all required yard dimensions and setbacks as specified in the district in which it is located.

(3) Should a proposed expansion of a converted accessory dwelling unit not meet yard dimension or setback requirements, and the expansion proposed is less than 20 percent of the original footprint of the nonconforming structure, the Zoning Administrator may administratively approve the expansion if the proposed expansion does not increase the nonconformity of the existing yard dimensions or setbacks.

(4) Should a converted accessory dwelling unit be removed for any reason to another parcel of land, regardless of distance, or the lot lines of the parcel on which it is located change, the structure shall thereafter conform to the requirements of the district in which it is located.

(d) The owner of any nonconforming structure damaged or destroyed by a natural disaster or other Act of God may repair, rebuild, or replace such structure to eliminate or reduce the nonconforming features to the extent possible, without the need to obtain a variance. If such structure is damaged greater than 50 percent and cannot be repaired, rebuilt, or replaced except to restore it to its original nonconforming condition, the owner shall have the right to do so. Any work done to repair, rebuild, or replace such structure shall comply with the requirements of the building code and City floodplain requirements. Unless such structure is repaired, rebuilt, or replaced within two years of the date of the natural disaster or other Act of God, such structure shall only be repaired, rebuilt, or replaced in accordance with the requirements of this chapter. However, if a nonconforming structure is in an area under a federal disaster declaration and the building has been damaged or destroyed as a direct result of conditions that gave rise to the declaration, then the property owner shall have an additional two years for the building to be repaired, rebuilt, or replaced as otherwise provided in this paragraph.

(e) Any building or structure which is nonconforming under paragraph (2) of the definition of nonconforming structure shall be brought into compliance with the Uniform Statewide Building Code, and doing so shall not affect the nonconforming status of such building or structure.

(f) Any nonconforming improvement shall be maintained in good condition, reasonable wear and tear excepted, or replaced with a conforming improvement.

(g) Access to sanitary sewer systems being available throughout the City, the owner of real property with existing on-site sewage system may not replace such system if it is damaged by natural disaster or other Act of God, and shall connect to the City's sanitary sewer system.

ARTICLE VI. PARKING AND LOADING REQUIREMENTS

Sec. 130-204. Off Street Parking Requirements.

§130-204, TABLE 1: MINIMUM OFF-STREET PARKING REQUIREMENTS				
LAND USES DU = Dwelling Unit SF = Building's Gross Square Feet	**REQUIRED OFF-STREET PARKING**	**SPECIAL DISTRICTS**		**EXCEPTIONS/ COMMENTS/ ADDITIONAL REQUIREMENTS**
		DOWNTOWN* ***For B-3 Zoning See §130-204(b)**	**GODWIN TECHNOLOGY, MATHIS, SUDLEY MEDICAL**	
ACCESSORY USES				No maximum parking required
Accessory Dwelling Unit	1 plus single-family detached requirement	1 plus single-family detached requirement	1 plus single-family detached requirement	Sec. 130-68

Editor's Note: No other changes to §130-204 Table 1.

ARTICLE VIII. ZONING DISTRICTS

DIVISON 1. PERMITTED USES

Sec. 130-241. Use tables.

§ **130-241 TABLE 1**											
"P"= Permitted By-Right "S"= Special Use Permit is Required											
CATEGORY	**USE TYPE**	**ZONING DISTRICTS**									**ADDITIONAL REQUIREMENTS**
		RESIDENTIAL DISTRICTS									
		A-1	**R-1**	**R-2**	**R-2-S**	**R-3**	**R-4**	**R-5**	**R-6**	**R-7**	
ACCESSORY	Accessory Dwelling Unit	P	P	P	P					P	Sec. 130-68

Editor's Note: No other changes to §130-241 Table 1.

2. This ordinance shall take effect on July 1, 2027.

_____
NAME MAYOR
On behalf of the City Council of
Manassas, Virginia

ATTEST:

_____
Eric W. Smith II City Clerk

MOTION:

SECOND:

RE:

ACTION:

Votes:
Ayes:
Nays:
Absent from Vote:
Absent from Meeting:

ARTICLE II. DEFINITIONS

Sec. 130-42. Definitions.

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(1) Provides complete independent living facilities for one or more individuals;

(2) Is located on the same lot as a proposed or existing primary residence; and

(3) Includes facilities for living, sleeping, eating, cooking, and sanitation.

For the purposes of the definition of this term, an accessory dwelling unit is not considered an accessory structure.

Owner occupancy means the occupancy of a dwelling unit used by the property owner as their primary residence. Owner occupancy is limited to one dwelling unit and does not include other dwelling units of the property owner.

ARTICLE III. GENERAL REGULATIONS

DIVISION 1. DEVELOPMENT STANDARDS

Sec. 130-68 Accessory dwelling units.

(a) *General regulations:*

(1) A maximum of one accessory dwelling unit is permitted per lot with a primary residence. No accessory dwelling unit is permitted for a lot that already has more than one dwelling unit.

(2) Owner occupancy of the accessory dwelling unit or the primary residence, but not both, is required at the time an application is submitted to construct or convert an accessory dwelling unit.

(3) Rental of an accessory dwelling unit shall be for a minimum lease term of 30 consecutive days or longer.

(4) No accessory dwelling unit shall be sold separately or subdivided from the primary residence.

(5) Accessory dwelling units shall not count against the maximum density of the zoning district or against the limitations of Sec. 130-57(a)(2).

(b) *Design:*

(1) Minimum setback requirements:

a. An accessory dwelling unit shall meet the setback requirements for accessory structures or the setback requirements of the primary residence, whichever is less.

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b. An accessory dwelling unit shall be located no more than 500 feet from the primary residence.

c. Nonconforming accessory structures that do not meet the foregoing setback requirements may be converted into an accessory dwelling unit, subject to the requirements of this Section and Sec. 130-163.

(2) Maximum structure height: The height of an accessory dwelling unit shall not exceed the height limit of the zoning district.

~~(1)~~(3) Maximum Square Footage:

a. The lesser of 800 square feet or 40% of the primary dwelling, but in no event less than 500 square feet.

b. An accessory dwelling unit located entirely in the basement of the primary dwelling may occupy the entire basement floor area.

(4) Parking shall meet the requirements of Article VI. Parking spaces required for the primary residence that are eliminated to build an accessory dwelling unit shall be replaced and shall meet the minimum requirements for the primary residence.

Secs. 130-69 130-90. Reserved.

ARTICLE V. NONCONFORMING USES, LOTS, AND STRUCTURES

Sec. 130-163. Nonconforming structures and improvements.

(a) All structures and improvements except single-family detached dwellings, nonconforming accessory structures converted into accessory dwelling units or manufactured homes:

(1) A nonconforming structure under §130-163(a) or nonconforming improvement may continue as it existed when it became nonconforming. A nonconforming structure or nonconforming improvement shall not be reconstructed, altered, or expanded in any manner, except as provided in this section.

(2) A nonconforming structure or nonconforming improvement may be repaired only if:

a. Such repair constitutes routine maintenance necessary to keep the structure or improvement in the same general condition it was in when it originally became nonconforming; or

b. Such repair constitutes minor alterations, cosmetic modifications, interior renovations and similar changes that do not increase the land area occupied, unless approved as provided in §130-163(4).

(3) A nonconforming structure may be changed to make it a conforming structure.

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(4) A nonconforming structure under §130-163(a) may be enlarged or altered to an extent not to exceed 20 percent of its original footprint by administrative approval if the proposed enlargement or alteration will be constructed in a manner that conforms to all current yard dimensions and setbacks as required for new construction within the specified zoning district.

(5) If a nonconforming structure is removed for any reason to another parcel of land, regardless of distance, or the lot lines of the parcel on which it is located change, the structure shall thereafter conform to the requirements of the district in which it is located.

(b) All single-family detached dwellings:

(1) A nonconforming single-family detached structure may continue as it existed when it became nonconforming. A nonconforming structure shall not be reconstructed, altered, or expanded in any manner, except as provided in this section.

(2) A nonconforming single-family detached structure may be changed to make it a conforming structure.

(3) A nonconforming single-family detached structure may be enlarged or altered by administrative approval if the proposed enlargement or alteration conforms to all currently required yard dimensions and setbacks as specified in the district in which it is located.

(4) Should a proposed alteration of a nonconforming single-family detached structure not meet current yard dimensions or setbacks, and the expansion proposed is less than 20 percent of the original footprint of the nonconforming structure, the Zoning Administrator may administratively approve the expansion if the proposed expansion does not increase the nonconformity of the existing yard dimensions or setbacks.

(5) Should a nonconforming single-family detached structure be removed for any reason to another parcel of land, regardless of distance, or the lot lines of the parcel on which it is located change, the structure shall thereafter conform to the requirements of the district in which it is located.

(c) Nonconforming accessory structures converted into accessory dwelling units:

(1) A nonconforming accessory structure may be converted into an accessory dwelling unit in accordance with Sec. 130-68. Such conversion shall not change the nonconforming status of the structure, unless the converted accessory dwelling unit is changed into a conforming structure.

(2) A converted accessory dwelling unit may be enlarged or altered by administrative approval if the proposed enlargement or alteration conforms to all required yard dimensions and setbacks as specified in the district in which it is located.

(3) Should a proposed expansion of a converted accessory dwelling unit not meet yard dimension or setback requirements, and the expansion proposed is less than 20 percent of the original footprint of the nonconforming structure, the Zoning Administrator may administratively approve the expansion if the proposed expansion does not increase the nonconformity of the existing yard dimensions or setbacks.

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(4) Should a converted accessory dwelling unit be removed for any reason to another parcel of land, regardless of distance, or the lot lines of the parcel on which it is located change, the structure shall thereafter conform to the requirements of the district in which it is located.

~~(c)~~(d) The owner of any nonconforming structure damaged or destroyed by a natural disaster or other Act of God may repair, rebuild, or replace such structure to eliminate or reduce the nonconforming features to the extent possible, without the need to obtain a variance. If such structure is damaged greater than 50 percent and cannot be repaired, rebuilt, or replaced except to restore it to its original nonconforming condition, the owner shall have the right to do so. Any work done to repair, rebuild, or replace such structure shall comply with the requirements of the building code and City floodplain requirements. Unless such structure is repaired, rebuilt, or replaced within two years of the date of the natural disaster or other Act of God, such structure shall only be repaired, rebuilt, or replaced in accordance with the requirements of this chapter. However, if a nonconforming structure is in an area under a federal disaster declaration and the building has been damaged or destroyed as a direct result of conditions that gave rise to the declaration, then the property owner shall have an additional two years for the building to be repaired, rebuilt, or replaced as otherwise provided in this paragraph.

~~(d)~~(e) Any building or structure which is nonconforming under paragraph (2) of the definition of nonconforming structure shall be brought into compliance with the Uniform Statewide Building Code, and doing so shall not affect the nonconforming status of such building or structure.

~~(e)~~(f) Any nonconforming improvement shall be maintained in good condition, reasonable wear and tear excepted, or replaced with a conforming improvement.

~~(f)~~(g) Access to sanitary sewer systems being available throughout the City, the owner of real property with existing on-site sewage system may not replace such system if it is damaged by natural disaster or other Act of God, and shall connect to the City's sanitary sewer system.

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ARTICLE VI. PARKING AND LOADING REQUIREMENTS

Sec. 130-204. Off Street Parking Requirements.

§130-204, TABLE 1: MINIMUM OFF-STREET PARKING REQUIREMENTS				
LAND USES DU = Dwelling Unit SF = Building's Gross Square Feet	**REQUIRED OFF-STREET PARKING**	**SPECIAL DISTRICTS**		**EXCEPTIONS/ COMMENTS/ ADDITIONAL REQUIREMENTS**
		DOWNTOWN* ***For B-3 Zoning See §130-204(b)**	**GODWIN TECHNOLOGY, MATHIS, SUDLEY MEDICAL**	
ACCESSORY USES				No maximum parking required
Accessory Dwelling Unit	1 plus single-family detached requirement	1 plus single-family detached requirement	1 plus single-family detached requirement	Sec. 130-68

Editor's Note: No other changes to §130-204 Table 1.

ARTICLE VIII. ZONING DISTRICTS

DIVISON 1. PERMITTED USES

Sec. 130-241. Use tables.

§ 130-241 TABLE 1											
"P"= Permitted By-Right "S"= Special Use Permit is Required											
CATEGORY	**USE TYPE**	**ZONING DISTRICTS**									**ADDITIONAL REQUIREMENTS**
		RESIDENTIAL DISTRICTS									
		A-1	**R-1**	**R-2**	**R-2-S**	**R-3**	**R-4**	**R-5**	**R-6**	**R-7**	
ACCESSORY	Accessory Dwelling Unit	P	P	P	P					P	Sec. 130-68

Editor's Note: No other changes to §130-241 Table 1.

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CHAPTER 895

An Act to amend the Code of Virginia by adding a section numbered 15.2-2292.3, relating to zoning; development and use of accessory dwelling units.

[S 531]

Approved April 13, 2026

Be it enacted by the General Assembly of Virginia:

1. That the Code of Virginia is amended by adding a section numbered 15.2-2292.3 as follows:

§ 15.2-2292.3. Development and use of accessory dwelling units.

A. As used in this section, "accessory dwelling unit" or "ADU" means an attached or detached dwelling unit on a residential dwelling lot that:

1. Provides complete independent living facilities for one or more individuals;

2. Is located on the same lot as a proposed or existing primary residence; and

3. Includes facilities for living, sleeping, eating, cooking, and sanitation.

B. Zoning ordinances for single-family residential zoning districts shall be deemed to include accessory dwelling units as a permitted accessory use, and no locality shall require compliance with any other requirements except as provided in this section.

C. Any person proposing an ADU shall first obtain an ADU permit from the locality, for which the locality may charge a fee of no more than $500. Such fee shall be in addition to any other applicable fees, including inspection, site, or building permit fees, that may be required in connection with the ADU. A locality shall issue the permit if the applicant demonstrates that the ADU complies with the requirements of this section and the local codes and ordinances referenced herein.

D. Localities may require the following:

1. A lease term for the rental of an ADU of 30 consecutive days or longer;

2. Replacement of a primary dwelling's required parking if the construction of the ADU eliminates such parking;

3. Dedicated parking for the ADU;

4. Limits on floor area, lot coverage, and impervious area of an ADU of no less than (i) 350 square feet on lots less than 2,500 square feet and (ii) 500 square feet on lots 2,500 square feet or greater;

5. Compliance with (i) building codes, including the requirements of the Uniform Statewide Building Code (§ 36-97 et seq.), for an accessory dwelling unit if the ADU is attached or for a dwelling unit if the ADU is detached; (ii) water, sewer, septic, emergency access, flood zone, and stormwater requirements; (iii) historic and architectural districts and corridor protection restrictions; and (iv) Air Installations Compatible Use Zone restrictions;

6. Owner occupancy of the ADU or the primary dwelling, but not both, only at the time an application is submitted to construct or convert an accessory dwelling unit;

7. That the ADU shall be no more than 500 feet from the primary dwelling;

8. No ADUs on a residential lot that has more than one dwelling unit; and

9. No ADUs sold separately or subdivided from the primary dwelling.

E. Localities shall not require the following:

1. Rear or side setbacks for the ADU that are greater than the setback required for the primary dwelling or the setback required for accessory structures on the residential lot, whichever is less;

2. Restrictions for ADUs that are more restrictive than those for single-family dwellings within the same zoning area with regard to height, rear or side setbacks, lot size or coverage, or building frontage;

3. A restrictive covenant concerning an ADU on a lot or parcel zoned for residential use by a single-family dwelling;

4. Improvements to public streets as a condition of allowing an ADU, except as necessary to reconstruct or repair a public street that is disturbed as a result of the construction of the ADU; or

5. Consanguinity or affinity between the occupants of an ADU and the primary dwelling.

F. Nothing in this section shall be construed to supersede or limit contracts or agreements between or among individuals or private entities related to the use of real property, including recorded declarations and covenants, the provisions of condominium instruments of a condominium created pursuant to the Virginia Condominium Act (§ 55.1-1900 et seq.), the declaration of a common interest community as defined in § 54.1-2345, the cooperative instruments of a cooperative created pursuant to the Virginia Real Estate Cooperative Act (§ 55.1-2100 et seq.), or any declaration of a property owners' association created pursuant to the Property Owners' Association Act (§ 55.1-1800 et seq.).

G. Nothing in this section shall apply to any existing permits for an ADU approved by the locality prior to July 1, 2027.

H. Nothing in this section shall be construed to restrict a locality's passage prior to July 1, 2027, of an ADU ordinance, or a subsequent amendment thereof, that substantially complies with the requirements of this section.

I. Nothing in this section shall apply to a locality that adopted an ADU ordinance prior to January 1, 2026.

2. That the provisions of this act shall become effective on July 1, 2027.

EXHIBIT: EXISTING APARTMENTS

Legend

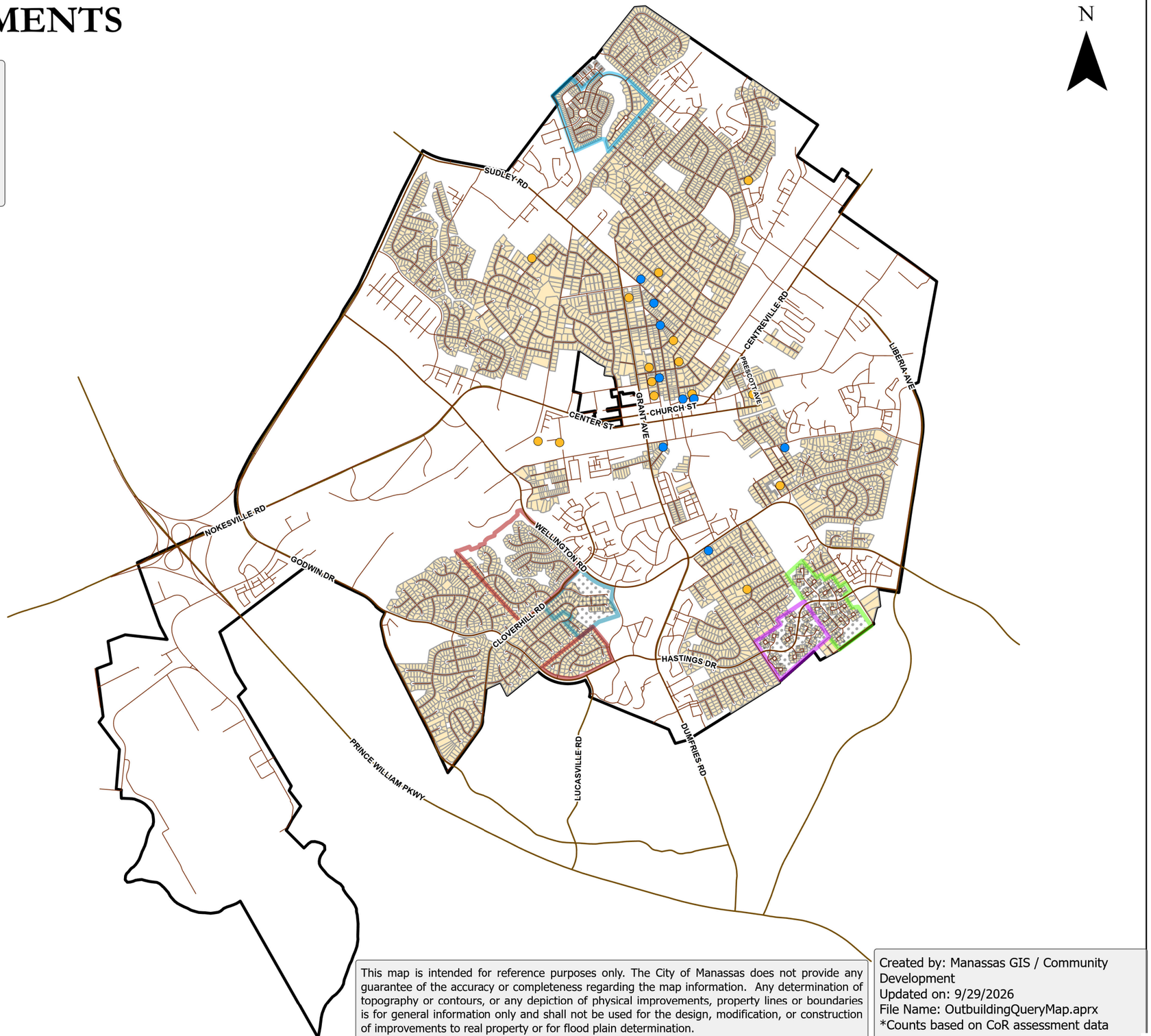
- EXISTING APARTMENTS (9)
- GARAGE APTS (16)
- SINGLE FAMILY DETACHED ZONED R1, R2, R2S, R7 (5,445)
- CITY BOUNDARY

HOA Prohibit ADU

- BALDWIN OAKS
- OWENS BROOKE
- WATERFORD VILLAGE

HOA Allow ADU

- SUMNER LAKE
- WELLINGTON (SFD)
- WELLINGTON SFD (ACROSS CLOVERHILL)



Breakdown

Single Family Detached		HOA Prohibit ADUs Single Family		HOA Allow ADUs Single Family	
Zoning	Count	Zoning	Count	Zoning	Count
A1	0	A1	0	A1	0
R1	1,240	R1	0	R1	0
R2	815	R2	210	R2	0
R2S	3,090	R2S	117	R2S	409
R7	300	R7	0	R7	300
Total	5,445	Total	327	Total	709

This map is intended for reference purposes only. The City of Manassas does not provide any guarantee of the accuracy or completeness regarding the map information. Any determination of topography or contours, or any depiction of physical improvements, property lines or boundaries is for general information only and shall not be used for the design, modification, or construction of improvements to real property or for flood plain determination.

Created by: Manassas GIS / Community Development
Updated on: 9/29/2026
File Name: OutbuildingQueryMap.aprx
*Counts based on CoR assessment data

EXHIBIT: DETACHED GARAGES

Legend

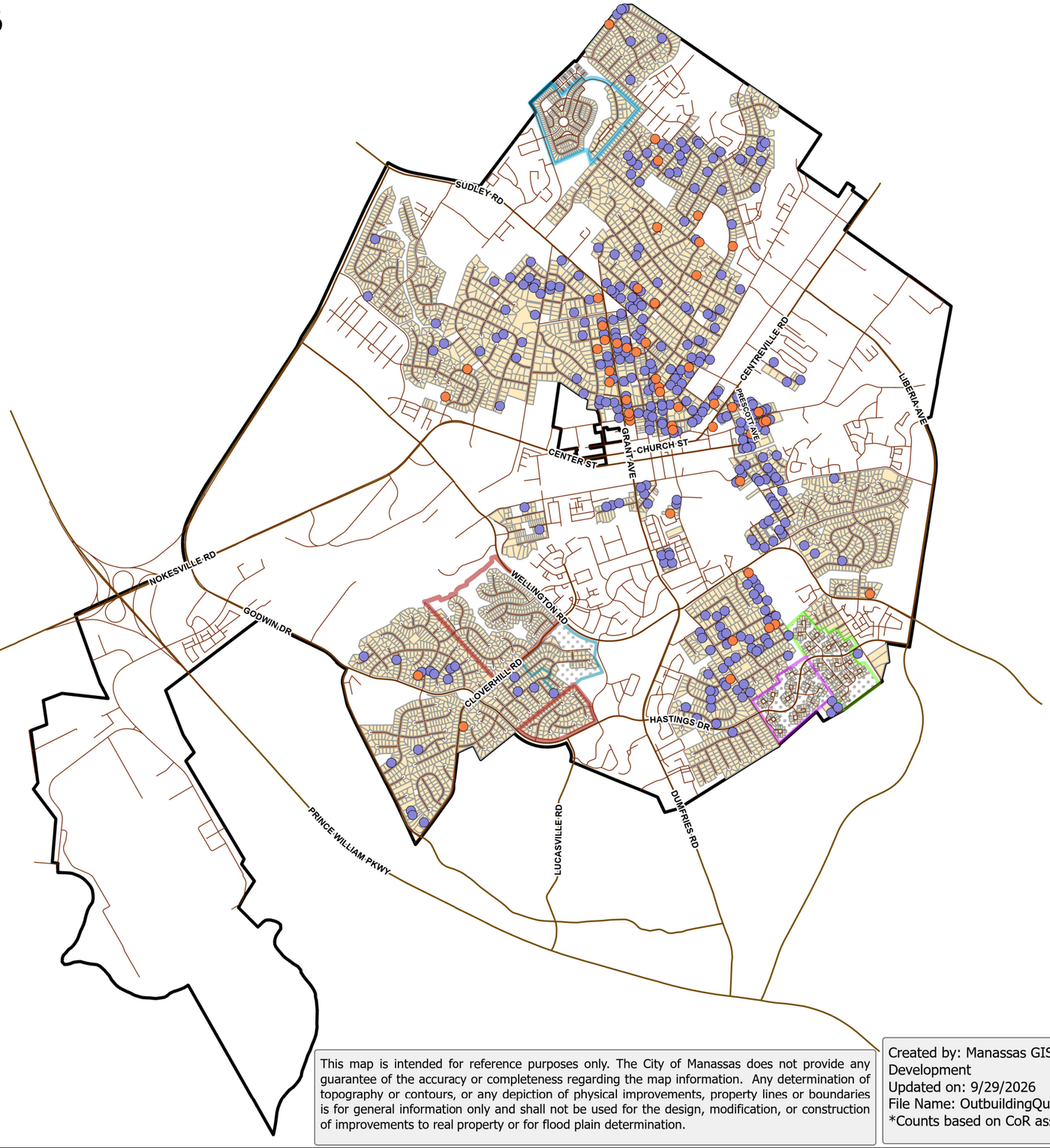
- DETACHED 1 STORY GARAGE (319)
- DETACHED 2 STORY GARAGE (50)
- SINGLE FAMILY DETACHED ZONED R1, R2, R2S, R7 (5,446)
- CITY BOUNDARY

HOA Prohibit ADU

- BALDWIN OAKS
- OWENS BROOKE
- WATERFORD VILLAGE

HOA Allow ADU

- SUMNER LAKE
- WELLINGTON (SFD)
- WELLINGTON SFD (ACROSS CLOVERHILL)



Breakdown

Single Family Detached		HOA Prohibit ADUs Single Family		HOA Allow ADUs Single Family	
Zoning	Count	Zoning	Count	Zoning	Count
A1	0	A1	0	A1	0
R1	1,240	R1	0	R1	0
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R7	300	R7	0	R7	300
Total	5,445	Total	327	Total	709

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Created by: Manassas GIS / Community Development
Updated on: 9/29/2026
File Name: OutbuildingQueryMap.aprx
*Counts based on CoR assessment data

EXHIBIT: SECONDARY KITCHENS

Legend

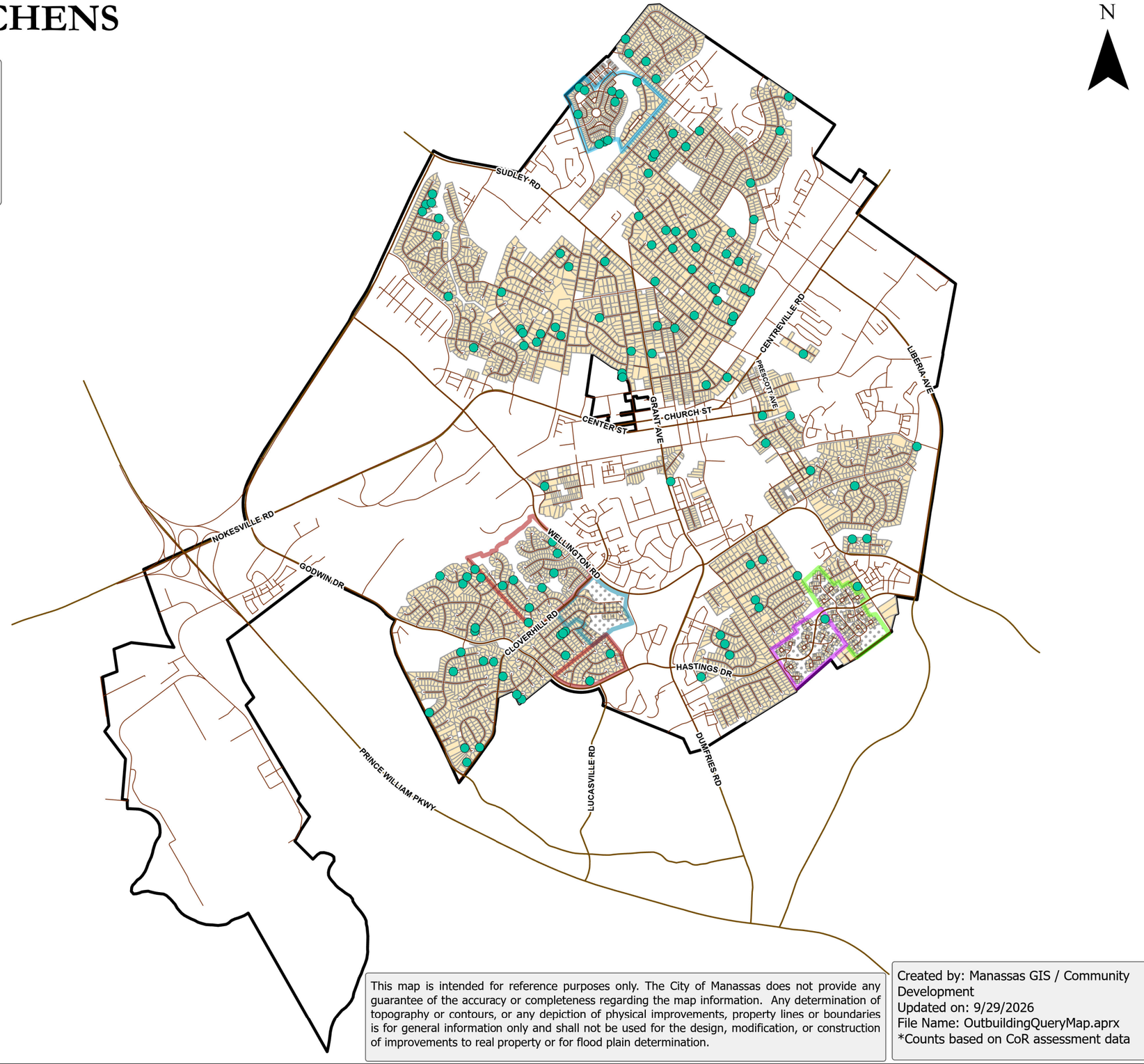
- MULTIPLE KITCHENS (126)
- SINGLE FAMILY DETACHED ZONED R1, R2, R2S, R7 (5,445)
- CITY BOUNDARY

HOA Prohibit ADU

- BALDWIN OAKS
- OWENS BROOKE
- WATERFORD VILLAGE

HOA Allow ADU

- SUMNER LAKE
- WELLINGTON (SFD)
- WELLINGTON SFD (ACROSS CLOVERHILL)



Breakdown

Single Family Detached		HOA Prohibit ADUs Single Family		HOA Allow ADUs Single Family	
Zoning	Count	Zoning	Count	Zoning	Count
A1	0	A1	0	A1	0
R1	1,240	R1	0	R1	0
R2	815	R2	210	R2	0
R2S	3,090	R2S	117	R2S	409
R7	300	R7	0	R7	300
Total	5,445	Total	327	Total	709

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Updated on: 9/29/2026
File Name: OutbuildingQueryMap.aprx
*Counts based on CoR assessment data

City of Manassas Community Development
Planning and Development

Homeowners Guide: Accessory Dwelling Unit (ADU)



What is an accessory dwelling unit?

An accessory dwelling unit, commonly referred to as an ADU, is a second, typically smaller, self-contained permanent residence located on the same lot as the primary residence. An ADU includes kitchen, bathroom, and sleeping areas.

Are different types of accessory dwelling units allowed?

The most common types of units are:

- **Detached ADU**: A separate stand-alone structure and does not connect to the primary residence. Think: A small backyard cottage or separate guest house.
- **Internal ADU**: Created within the current footprint of the primary residence, typically in a basement or attached garage. Think: Converting an unfinished basement into a complete, independent living space.
- **Attached ADU**: This unit is constructed as an addition to the primary residence and will share a common wall(s). Think: Adding a new living suite to the side or rear of your house.

What are come common building requirements?

Building requirements for an ADU vary depending on the type of unit, location, and previous construction. Typically a unit will need to meet the following standards:

- Structural requirements, minimum room sizes, and emergency egress
- Occupancy requirements
- 1-hour fire-resistance-rated separation between living units

Can I have an accessory dwelling unit on my property?

Accessory dwelling units are permitted on properties with single-family detached residences, zoned A1, R1, R2, R2S, and R7.

Are there additional requirements?

The following are additional key requirements for an ADU:

- Number: 1 (one) ADU per property.
- Size: ADUs can be up to 800 square feet or 40% of the primary dwelling, but in no event less than 500 square feet.
- Setbacks and Height: ADUs are regulated by the zoning district, and accessory structure setback and height requirements.
- Parking: 1 (one) parking space for the ADU, in addition to the single-family detached requirement.
- Rental option: ADU's can be rented for a minimum of 30 days. Rental periods less than 30 days are prohibited.
- Cannot be divided from the primary residence.

For more information, email permitstatus@manassasva.gov, call 703-257-8278, or visit manassasva.gov/permits
9027 Center Street, 2nd Floor Manassas VA 20110

revised 9/18/2026

City of Manassas Community Development
Planning and Development

Homeowners Guide: Accessory Dwelling Unit (ADU)

How are utilities (water, sewer, and electricity) handled for an accessory dwelling unit?

An ADU is a separate residence, and will need its own utility connections and meters. Utility availability fees may apply and are generally collected as part of the construction permit process. The specific utility requirements can vary from property to property. Once an ADU application is submitted, the applicable departments will review the project and identify the required connections, meters, and fees.

What type of approvals are needed?

Approval requirements can vary based upon what type of ADU you are constructing. Prior to submitting a formal application, staff is available to meet and discuss your project and provide additional guidance.

At a minimum applicants should expect the following:

- Building and Zoning approvals
- Utility approval for water, sewer, and electric connections

Other approvals that might be required include:

- Site grading permit or minor site plan approval, depending on the amount of site disturbance associated with the project.
- Homeowners Association (HOA) approval. If your property is located within a HOA, you may also need to obtain a separate HOA approval before constructing an ADU. An HOA approval is independent of the City's review and approval process. Meeting the City's requirements does not automatically satisfy any requirements established by your HOA. Be sure to check with your HOA early in the process to determine whether additional approvals, design standards, or restrictions apply.

What are the application requirements?

1. **Building Permit Application**
2. **House Location Survey** (internal/basement ADUs will typically not require a house location survey)
3. **Building Permit Plans (2 sets)**
4. **Building Permit Inspections**
5. **Site Plan** (required when land disturbance exceeds thresholds)

What if I already have a space (finished basement) that could qualify as an accessory dwelling unit? Can I legalize it?

If a building permit has been previously issued for a finished space that could potentially be considered an ADU, you may be able to formally convert that space into an ADU. The building and zoning department will review the permit that converted the space, and determine whether additional permits or improvements are need to meet the current building and zoning requirements. The space will also need to meet the utility requirements, which may include separate utilities meters and billing arrangements.

Can I convert an existing garage, or space into an accessory dwelling unit?

Yes, it is an option to convert an existing structure or space into an ADU. The converted space will need to meet all necessary standards for building code habitation requirements and zoning regulations.

What about if I just want to rent out a room in my home?

Renting a room in your home is different from creating an ADU. The Zoning Ordinance allows the rental of individual rooms, on a long term basis (monthly or yearly). Renting rooms to more than one individual not related to you and for more than 104 days in a year is considered a boarding house. For additional information about rental limitations see the enforcement of occupancy in residential structures FAQ.

For more information, email permitstatus@manassasva.gov, call 703-257-8278, or visit manassasva.gov/permits
9027 Center Street, 2nd Floor Manassas VA 20110

City Council Agenda Item Report

Agenda Item No. 1.5
Submitted by: Steve Burke
Submitting Department: Fire and Rescue Department
Meeting Date: October 19, 2026

Item Title

Fire Department - SAFER Grant Update
(Staff: Ed Mills, Fire & Rescue Chief)

Suggested Action and/or Recommendation

Council is requested to receive an update from staff on a SAFER Grant to supplement staffing

Suggested Motion

Item Type Work Session
Item ID 2026-1353
Submitting Department Fire and Rescue Department
Drafter Steve Burke
Meeting Body City Council
Meeting Date October 19, 2026

ATTACHMENTS

- ATTH01 SAFER Grant Justification Memo

CITY OF MANASSAS
FIRE AND RESCUE DEPARTMENT

9608 Grant Avenue, Suite 430
Manassas, VA 20110
(703) 257-8458 FAX (703) 257-2403

FIRE RESCUE CHIEF
Edward R. Mills, III

CITY COUNCIL
Mark D. Wolfe, Vice Mayor
Theresa Coates Ellis
Ashley Hutson
Sonia Vasquez Luna
Tom Osina
Ralph J. Smith

CITY MANAGER
Steven M. Burke

October 8, 2026

To: Vice-Mayor Wolfe, Members of City Council, Mr. Burke, and Chief Keen

From: Chief Edward R. Mills, III Fire & Rescue System Chief

RE: Staffing Requirement(s)

The National Fire Protection Agency (NFPA) is a national organization that, after a great deal of scientific research, establishes codes and benchmarks for fire departments. These codes are designed for safety, operations, training, and equipment.

NFPA 1710 requires career fire departments to staff fire engines and trucks with a minimum of **four on-duty members** (five in high-incident areas) to ensure safe, effective fireground operations.

Minimum Staffing Requirements (NFPA 1710)

- **Engine/Ladder Companies:** Minimum of 4 on-duty members
- **High-Incident/Special Areas:** Minimum of 5 on-duty members
- **High-Hazard/Dense Urban Areas:** Minimum of 6 on-duty members

Emergency Medical Services (EMS) Staffing

- **ALS/BLS Responses:** Minimum of two members trained at the paramedic level and two members trained at the BLS level

NFPA 1710 defines a staff aide (or chief's aide) as a firefighter or officer assigned to a supervisory chief officer for logistics, tactics, and personnel accountability purposes. While the standard requires specific staffing for engine/truck companies, it also mandates that incident commanders (chief officers) have necessary personnel—implicitly staff aides—to manage hazardous scenes effectively.

Key details regarding aide requirements within NFPA 1710 (specifically 2016 and later editions) include:

- **Definition:** An aide is a member assigned to a supervisory chief officer to assist with logistical, tactical, and accountability functions allowing the Command Officer to focus their full attention on the incident needs.

- **Command Function:** The standard notes that "Supervisory chiefs shall have staff aides deployed to [the incident]," ensuring accountability and management support.

- **Role in Staffing:** While the Incident Commander and their Aide are not counted in the total initial alarm count they are crucial components in incident management and accountability of all responders operating on the incident.

Essentially, for large-scale structure fires (28 – 43+ firefighters), a command structure with dedicated aides is required to meet the safety and management requirements mandated by NFPA 1710. The chart below provides information related to the current staffing configuration noted on the top line followed by the future staffing configuration on the line NFPA 1710.

Staffing Matrix

Daily Needs per Unit

	Engine 501	Engine 521	Tower 501	Medic 501	Medic 521	Battalion 581	EMS 581	**Subtotal** (for one shift)	**Total** (for all 3 shifts)
Current	3	3	3	2	2	1	1	15	**45**
NFPA1710	*4	*4	*4	*3	*3	*2	*2	20**	**60****
Factor	1.41	1.41	1.41	1.41	1.41	1.41	1.41		
Need	5.64	5.64	5.64	2.28	2.28	1.41	1.41	24.3	**72.9**

*Recommended
**moving from “Current” to “NFPA1710” is 5 extra FTEs per shift x 3 shifts = 15 (the number being supplied by the grant)

Each day, we would plan for the following staffing levels: *(highlighted leave types are not typically planned for)*

Kelly Day	3 people
Annual Leave	2 people
Total Operational Staffing	15 people
Ride Ups (Aides)	2 people
FMLA	0
Sick Leave	0
Parental Leave	0
Training	0
Workman’s Comp	0
Physicals	0

The distribution of the fifteen (15) grant award personnel will be utilized to increase the daily staffing on all fire suppression and emergency response units to the minimum required four (4) personnel along with staffing the aide to the Battalion Chief positions across all three shifts bringing the Fire and Rescue Department into compliance with the 2016 NFPA 1710 minimum staffing requirements.

This Grant will also correct the staffing factor ratio within the department which will ultimately reduce the reliance on overtime to meet minimum daily staffing needs which have caused excessive overage spending of the departments current overtime budget.

The table below identifies the cost breakdown for each of the three years of the grant program. After the three-year period of performance, the City of Manassas will be responsible for the full cost of the grant hired personnel.

	Year 1	**Year 2**	**Year 3**	**Year 4+**
Manassas	$ 433,941.70	$ 433,941.70	$ 1,128,248.43	$ 1,735,766.80
Federal	$ 1,301,825.10	$ 1,301,825.10	$ 607,518.37	$ 0.00
Manassas' Responsibility of Total Funding (%)	25%	25%	65%	100%

Acceptance of this grant opportunity will allow the Fire and Rescue Department to achieve compliance with the NFPA Staffing Standard more expeditiously while reducing the initial cost to the city's annual budget allowing the Finance Director time to plan for future cost related to the associated cost of the newly hired Firefighters.

City Council Agenda Item Report

Agenda Item No. 1.6
Submitted by: Steve Burke
Submitting Department: Utilities
Meeting Date: October 19, 2026

Item Title

BESS Agreement
(Staff: Ana Davis, Utilities Manager/Assistant City Manager)

Suggested Action and/or Recommendation

Council is requested to discuss the updated BESS Agreement

Suggested Motion

Item Type Work Session
Submitting Department Utilities
Meeting Body City Council
Item ID 2026-1350
Drafter Steve Burke
Meeting Date October 19, 2026

ATTACHMENTS

- ATTH01 Revised and Restated BESS VMEA-Member Agreement
- ATTH02 BESS Resolution Blackstone
- ATTH03 BESS Resolution Culpeper
- ATTH04 BESS Resolution Manassas

REVISED AND RESTATED

BATTERY ENERGY STORAGE SYSTEM OUTPUT PURCHASE AGREEMENT

AMONG

VIRGINIA MUNICIPAL ELECTRIC ASSOCIATION NO. 1

AND

THE TOWN OF BLACKSTONE, VIRGINIA,

THE TOWN OF CULPEPER, VIRGINIA,

THE TOWN OF ELKTON, VIRGINIA,

THE CITY OF FRANKLIN, VIRGINIA,

THE HARRISONBURG ELECTRIC COMMISSION,

THE CITY OF MANASSAS, VIRGINIA,

AND

THE TOWN OF WAKEFIELD, VIRGINIA

BATTERY ENERGY STORAGE SYSTEM OUTPUT PURCHASE AGREEMENT

This REVISED AND RESTATE BATTERY ENERGY STORAGE SYSTEM OUTPUT PURCHASE AGREEMENT ("Agreement") among VIRGINIA MUNICIPAL ELECTRIC ASSOCIATION NO. 1 ("VMEA") and the TOWN OF BLACKSTONE, VIRGINIA, the TOWN OF CULPEPER, VIRGINIA, the TOWN OF ELKTON, VIRGINIA, the CITY OF FRANKLIN, VIRGINIA, the HARRISONBURG ELECTRIC COMMISSION, the CITY OF MANASSAS, VIRGINIA, and the TOWN OF WAKEFIELD, VIRGINIA (each referred to as a "Member") (VMEA and each of the Members a "Party" and, collectively, the "Parties") is made and entered into this __ day of _____, 2026.

WITNESSETH

WHEREAS, VMEA is a non-stock-not-for-profit corporation created by its members pursuant to Virginia Code Sections 13.1-801 *et seq*. and 15.2-1300 to act on behalf of its members with regard to their bulk electric power supply matters and other related matters;

WHEREAS, the Participant and the other members of VMEA own and operate electric utility systems and are authorized under the laws of the Commonwealth of Virginia to contract to buy from VMEA the electric power and energy required for their present and future requirements;

WHEREAS, the Participant and the other participating members of VMEA purchase from VMEA electric power and energy and other related services;

WHEREAS, under the laws of the Commonwealth of Virginia, the Members have entered into respective agreements with VMEA for the purchase of bulk electric power and energy, transmission service, and other related services under the terms and conditions of an Amended and Restated Power Sales Contract;

WHEREAS, VMEA and the Members entered into a BATTERY ENERGY STORAGE SYSTEM OUTPUT PURCHASE AGREEMENT dated July 1, 2025 ("July 1 Agreement") and wish to revise and restate the July 1 Agreement with this Agreement;

WHEREAS, VMEA intends to enter into a Tolling Agreement with one or more Vendors for the output of a battery energy storage system to be installed and interconnected with the electric facilities of one or more Members;

WHEREAS, VMEA presently intends to enter into a Tolling Agreement with Lightshift Energy, or an affiliate of Lightshift Energy, for the output of a battery energy storage system to be installed and interconnected with the electric facilities Harrisonburg Electric Commission (the "HEC BESS") and for the output of a battery energy storage system to be installed and interconnected with the electric facilities of the Town of Culpeper (the "Culpeper BESS"), this prefatory clause shall not be interpreted to limit VMEA from entering into additional Tolling Agreements for additional systems to be installed and interconnected with the electric facilities of any Member if directed by the Members;

WHEREAS, pursuant to any Tolling Agreement for the output of any BESS that successfully reaches commercial operation, VMEA must pay monthly charges to the relevant Vendor for the output of the BESS owned by that Vendor;

WHEREAS, the Members desire VMEA to manage each Tolling Agreement with each Vendor and direct each Vendor such that the applicable BESS is operated to effectively, efficiently, and economically manage the Members' need for energy;

WHEREAS, the Members and VMEA have determined that VMEA should bear the responsibilities for managing the operation of each BESS and the Members should pay their

proportionate share of all costs under the Tolling Agreements and necessary to the construction, integration, and operation of each BESS pursuant to the terms and conditions agreed to herein;

NOW THEREFORE, for and in consideration of the mutual covenants and agreements herein contained, it is agreed by and between the parties as follows:

ARTICLE 1

DEFINITIONS

1.1 BESS shall mean a battery energy storage system to be installed and interconnected with the electric facilities of a Member that achieves commercial operation.

1.2 Operations Account shall mean the specific VMEA bank account where the funds provided by the Participants for their proportionate share of the VMEA costs associated with any BESS and any Tolling Agreement are deposited and from which VMEA will pay invoices tendered by any Vendor pursuant to a Tolling Agreement as well as any other costs associated with each BESS.

1.3 Participant Share shall mean the percentage entitlement, as set forth in Section 4.4 below, to the benefits of each BESS and the percentage obligation to pay for the costs associated with that BESS and the applicable Tolling Agreement.

1.4 Participants shall mean the members of VMEA that have entered into this Agreement and have a contractual right to the benefits of VMEA's operation of each BESS.

1.5 Parties shall mean the Participants and Virginia Municipal Electric Association #1.

1.6 Party shall mean any one of the Parties.

1.7 Power Sales Contracts shall mean the respective contracts between VMEA and the Participants for the sale and purchase of electric power and energy, as each may be amended from time to time.

1.8 Prudent Utility Practices shall mean any of the practices, methods and acts engaged in or accepted by a significant portion of the electric utility industry at the time the decision was made, or any of the practices, methods and acts that, in the exercise of reasonable judgment in light of the facts known at the time the decision was made, would have been expected to accomplish the desired result at a reasonable cost consistent with reasonable reliability, safety, expedition and protection of the environment. Prudent Utility Practices are not intended to be limited to the optimum practices, methods or acts, to the exclusion of all others, but rather to a spectrum of possible practices, methods or acts engaged in or accepted by a significant portion of the electric utility industry at the time the decision was made.

ARTICLE 2

TERMINATION OF PRIOR AGREEMENT

2.1 The July 1 Agreement is terminated in its entirety, is of no further force or effect, and is replaced by this REVISED AND RESTATED BATTERY ENERGY STORAGE SYSTEM OUTPUT PURCHASE AGREEMENT.

ARTICLE 3

TERM OF AGREEMENT

3.1 The effective date of this Agreement coincides with the earliest effective date of the respective Tolling Agreements. VMEA shall provide the Participants with

written notice of the effective date of this Agreement as soon as that date is known to VMEA.

3.2 The initial term of this Agreement coincides with the expiration of the last-expiring Tolling Agreement entered into by VMEA pursuant to this Agreement. Notwithstanding the termination of this Agreement, to the extent VMEA has payment obligations pursuant to a Tolling Agreement or payment obligations to a Member in connection with that Member's costs associated with a BESS interconnected with that Member's facilities and so long as VMEA has such payment obligations, each Participant shall continue to pay its Participant Share of the VMEA payment obligation.

3.3 All Participants, acting unanimously, may terminate this Agreement on not less than 12 months' written notice to VMEA, if VMEA, in its sole judgment, determines that such termination can be accomplished without harm to VMEA in light of contractual arrangements related to a BESS and all Tolling Agreements entered into by VMEA on behalf of the Participants, or because the Participants are able and willing to assume any and all such contractual commitments.

3.4 Upon the termination of this Agreement without provision for assumption of all Tolling Agreements by the Participants, VMEA shall dispose of its interest in all Tolling Agreements and rights to the capability of any BESS developed pursuant to such Tolling Agreements and distribute the proceeds, net of VMEA's total costs associated with disposing of those interests and rights and any outstanding expenses, costs or claims associated with the Tolling Agreements, to the

Participants on the basis of each Participant's undivided Participant Share in the benefits of VMEA's operation of each BESS as set forth in Section 4.4.

ARTICLE 4

ALLOCATION OF RIGHTS AND OBLIGATIONS

4.1 Each Participant agrees to pay its Participant Share of the total costs incurred by VMEA in connection with the construction, integration, and operation of a BESS. Such costs include, but are not limited to, the costs incurred by a Member for the design, purchase, construction, and installation of facilities necessary to interconnect a BESS to that Member's electric system, the maintenance and replacement of such facilities, all charges invoiced to VMEA pursuant to a Tolling Agreement, and any incremental increase in real estate taxes, assessments, or charges directly resulting from the presence of a BESS installed and interconnected with a Member's facilities.

4.2 Member's that are host utilities for interconnection to BESS projects shall not be obligated to reduce the output of their resources, if applicable, in order to accommodate the output of BESS resources when light load or abnormal conditions exist that would result in a reverse power condition at the Delivery Point associated with the resources.

4.3 Each Participant shall receive its Participant Share of the benefits VMEA accrues from exercising VMEA's rights under the Tolling Agreements.

4.4 The Participant Share of each Participant is:

Participant	**Participant Share**
Town of Blackstone	4.437255%

Town of Culpeper	3.286328%
Town of Elkton	1.936708%
City of Franklin	13.623793%
Harrisonburg Electric Commission	48.580162%
City of Manassas	26.959483%
Town of Wakefield	1.176271%

ARTICLE 5

COST OF OPERATIONS

5.1 During the term of this Agreement, each Participant agrees to pay its Participant Share of the total costs incurred by VMEA associated with the operation of a BESS and VMEA's obligations under the Tolling Agreements. VMEA shall invoice the Participants and Participants shall make payment in accordance with the Supplemental Requirements Schedule included as a part of the Power Sales Contract.

5.2 If, in its sole judgment, VMEA determines that revenues from sales to Participants under the Power Sales Contracts may not be sufficient for the timely payment of any costs associated with the operation of any BESS and obligations under the Tolling Agreements, VMEA may include as part of the monthly bill to the Participants under the Power Sales Contracts an additional charge.

ARTICLE 6

TRANSFER OR ASSIGNMENT

6.1 No Participant shall have the right to sell, lease, convey, transfer, assign or alienate (collectively referred to in this Section as "convey") its rights, interests, and obligations, or any portion thereof, in or associated with a BESS, a Tolling Agreement, or this Agreement to a non-Participant. A Participant shall have the right to convey such rights, interests, and obligations, or any portion thereof, to the other Participants; provided, however, the Participant offers such conveyance to the other Participants in the form of a proposed contract to each of the other Participants with such offer open for acceptance by the other Participants for a period of 180 days. The Participants desiring to accept the offer shall have the right to purchase in proportion to the respective interests (as set forth in Section 4.4) of all Participants desiring to accept. In the event such offer is not accepted by the other Participants, or one of them, within the aforesaid period and the selling Participant does not consummate a conveyance of its rights or interests within a period of one year after the date of its offer to the other Participants, no such conveyance may be consummated with a Participant without re-offering the conveyance to the other Participants under the same conditions set forth above. In no event shall a Participant offer to convey its rights or interests to one or more Participants on terms materially at variance from those set forth in the proposed contract offer to the other Participants.

6.2 This Agreement shall inure to the benefit of and be binding upon the respective successors and assigns of the Parties to this Agreement. No assignment or transfer of this Agreement shall relieve the Parties of any obligations hereunder.

ARTICLE 7

SALE OF MEMBER'S UTILITY SYSTEM OR TERMINATION OF MEMBERSHIP IN VMEA

7.1 In the event a Participant sells, leases, abandons, or otherwise disposes of all or substantially all, of its electric utility system or terminates its membership in VMEA ("Exiting Participant"), such Exiting Participant shall forfeit its rights and interests in or associated with the benefits of VMEA's operation of each BESS, the Tolling Agreements, and this Agreement.

7.2 In the event Exiting Participant forfeits its rights and interests as provided ion Section 7.1, the Participant Shares set forth in Section 4.4 above shall be automatically increased to reflect a pro rata reallocation of Exiting Participant's Participant Share to the remaining Participants. Notwithstanding such forfeiture, Exiting Participant shall remain responsible for its original Participant Share of all VMEA costs associated with the operation of each BESS and VMEA's obligations under the Tolling Agreements.

7.3 Nothing in this Article 7 is intended to modify, does not modify, and shall not be interpreted to modify the rights and obligations between a Participant, including an Exiting Participant, and VMEA under any other agreement between such Participant and VMEA or any other agreement between all of the Participants and VMEA.

ARTICLE 8

RESPONSIBILITIES OF VMEA

8.1 It is understood and agreed by the Parties that VMEA shall have the sole discretion, right, obligation, and authority to manage each BESS and the Tolling

Agreements. Consistent with Prudent Utility Practice, VMEA shall use its reasonable discretion with respect to directing the Vendors to charge and discharge each BESS to economically and efficiently manage VMEA's total cost of power, transmission, ancillary services, and any other services that must be obtained in connection with the delivery of power to the Participants.

8.2 It is understood and agreed that VMEA shall have the sole discretion, right, obligation, and authority to determine the use and operation of each BESS pursuant to the applicable Tolling Agreements. VMEA may exercise such discretion, rights, obligation, and authority by contracting with a qualified third party, or otherwise. No Participant may use a BESS or exercise rights under the Tolling Agreements except as authorized in writing by VMEA.

ARTICLE 9

LIABILITY

9.1 It is understood and agreed that VMEA's liability to Participants under this Agreement with respect to each BESS and the Tolling Agreements is limited to (1) VMEA's obligation to contractually require the party or parties with which VMEA contracts in connection with each BESS to perform those obligations using good faith and Prudent Utility Practices and (2) VMEA's use of good faith in the establishment, maintenance, and disbursements from the Operations Account.

9.2 It is understood and agreed that the Participants shall be jointly but not severally liable for the burden, expense and risk of loss incurred in connection with their rights and interests in each BESS and the Tolling Agreements. No Participant

shall be liable to any third person or entity for any other Participant's share of any obligation or liability, and each Participant shall indemnify and hold all other Participants harmless from any responsibility for such Participant's proportionate share of all such obligations and liabilities.

ARTICLE 10

NO OBSTRUCTION AND COOPERATION

10.1 The Participants shall take no action the effect of which would be to prevent, hinder or delay VMEA from the timely fulfillment of its obligations under this Agreement or any other agreements or contracts between VMEA and one or more Participants, or suppliers of electric power and energy, transmission service or other related services. VMEA shall take no action the effect of which would be to prevent, hinder or delay the Participants from the timely fulfillment of their obligations under this Agreement or any other agreements or contracts between VMEA and one or more Participants, or suppliers of electric power and energy, transmission service or other related services.

10.2 From time to time after the execution of this Agreement, the Parties shall within their legal authority execute other documents as may be necessary, helpful, or appropriate to carry out the terms of this Agreement.

10.3 VMEA shall provide the Participants with reasonable access to its books and records. The Participants shall provide VMEA with reasonable access to their books, records and other information as required to meet VMEA's contractual obligations and for other purposes related to or associated with VMEA's activities and operations.

ARTICLE 11

NOTICES

11.1 Any notice, demand or request (other than bills and payment) by the Parties under this Agreement shall be deemed properly given if electronically mailed or sent by courier, U.S Mail, certified mail (or similar mail service), postage prepaid, return receipt requested and addressed to VMEA and the Participants at the addresses set forth in Appendix A to this Agreement which is incorporated herein by reference.

11.2 In computing any period of time from such notice, such period shall commence at noon on the date mailed.

11.3 The designations of the name and address to which any such notice, demand or request is directed may be changed from time to time by any Party giving notice as above provided.

ARTICLE 12

SEVERABILITY

12.1 In the event that any of the terms, covenants or conditions of this Agreement, or the application of any such term, covenant or condition, shall be held invalid as to any person or circumstance by any court having jurisdiction under the circumstances, the remainder of this Agreement and the application of its terms, covenants or conditions to such persons or circumstances shall continue in full force and effect. In the event of such invalidity, the Parties shall promptly renegotiate in good faith valid new provisions to restore the Agreement to its original intent and effect.

ARTICLE 13

APPLICABLE LAW

13.1 This Agreement shall be governed by and construed in accordance with the laws of the Commonwealth of Virginia.

ARTICLE 14

SURVIVORSHIP OF OBLIGATIONS

14.1 The termination of this Agreement shall not discharge any Party from any obligation it owes to the other Parties under this Agreement by reason of any transaction, loss, cost, damage, expense, or liability which shall occur or arise (or the circumstances, events, or basis of which shall occur or arise) prior to such termination. It is the intent of the Parties that any such obligation owed, whether the same shall be known or unknown at the termination of this Agreement or whether the circumstances, events, or basis of the same shall be known or unknown at the termination of this Agreement, shall survive the termination of this Agreement.

ARTICLE 15

CONSTRUCTION

15.1 Headings and the table of contents have been inserted in this Agreement as a matter of convenience of reference only, and it is agreed that such headings and table of contents are not a part of this Agreement and will not be used in the interpretation of any of the provisions of this Agreement.

15.2 All Appendices attached to this Agreement shall be incorporated into and be a part of this Agreement.

15.3 This Agreement shall constitute the entire understanding among the Parties, superseding any and all previous understandings, oral or written, pertaining to the subject matter contained herein. No Party has relied, or will rely, upon any oral or written representation or oral or written information made or given to such Party by any representative of the other Party or anyone on its behalf.

15.4 In computing any period of time prescribed or allowed under this Agreement, the day of the act or event after which the designated period of time begins to run is not to be included. The last day of the period so computed is to be included, unless it is a Saturday, Sunday, or a legal holiday in Virginia, in which event the period runs until the end of the next day which is not a Saturday, a Sunday, or a legal holiday in Virginia.

ARTICLE 16

ENFORCEMENT AND DISPUTES

16.1 In the event of any default by any Party or Parties under any covenant, agreement, or obligation of this Agreement, the other Party or Parties may, upon 15 days' prior written notice, bring any suit, action, or proceeding in law or equity, including mandamus, injunction, and action for specific performance as may be necessary or appropriate to enforce any covenant, agreement, or obligation of this Agreement against the other Party or Parties.

16.2 The failure of a Party or Parties to enforce at any time any of the provisions of this Agreement or to require at any time performance by the other Party or Parties of any of the provisions of this Agreement shall in no way be construed to be a waiver of such provisions, nor in any way to affect the validity of this Agreement

or any part thereof, or the right of such Party or Parties to enforce each and every such provision.

16.3 In the event of a billing dispute between VMEA and the Participants under this Agreement, the dispute shall be resolved in accordance with Section 7.2 of the Participants' respective Power Sales Contracts.

ARTICLE 17

COUNTERPARTS

15.1 This Agreement may be executed in one or more counterparts, each of which shall be deemed an original, and all of which together shall constitute one and the same instrument. This Agreement shall not be legally binding on a Participant until it has been duly executed by VMEA and that Participant.

IN WITNESS WHEREOF, the Virginia Municipal Electric Association # 1 has caused this Agreement to be signed by Brian O'Dell, its President, pursuant to resolution of the Board of Directors adopted the __ day of _____, 2026.

IN FURTHER WITNESS, the Town of Blackstone, Virginia has caused this Agreement to be signed by _____, its Mayor, pursuant to resolution of the Council adopted the __ day of _____, 2026.

IN FURTHER WITNESS, the Town of Culpeper, Virginia has caused this Agreement to be signed by _____, its Mayor, pursuant to resolution of the Council adopted the __ day of _____, 2026.

IN FURTHER WITNESS, the Town of Elkton, Virginia has caused this Agreement to be signed by _____, its Mayor, pursuant to resolution of the Council adopted the __ day of _____, 2026.

IN FURTHER WITNESS, the City of Franklin, Virginia has caused this Agreement to be signed by _____, its Mayor, pursuant to resolution of the Council adopted the __ day of _____, 2026.

IN FURTHER WITNESS, the City of Manassas, Virginia has caused this Agreement to be signed by _____, its Mayor, pursuant to resolution of the Council adopted the __ day of _____, 2026.

IN FURTHER WITNESS, the Town of Wakefield, Virginia has caused this Agreement to be signed by _____, its Mayor, pursuant to resolution of the Council adopted the __ day of _____, 2026.

IN FURTHER WITNESS, the Harrisonburg Electric Commission of Harrisonburg, Virginia has caused this Agreement to be signed by _____, its _____, pursuant to resolution of the Commission adopted the __ day of _____, 2026.

VIRGINIA MUNICIPAL ELECTRIC ASSOCIATION # 1

_____

PRESIDENT

_____

Witness

THE TOWN OF BLACKSTONE, VIRGINIA

_____

MAYOR

_____

Attest

THE TOWN OF ELKTON, VIRGINIA

_____

MAYOR

_____

Attest

THE CITY OF MANASSAS, VIRGINIA

_____

MAYOR

_____

Attest

THE TOWN OF CULPEPER, VIRGINIA

_____

MAYOR

_____

Attest

THE CITY OF FRANKLIN, VIRGINIA

_____

MAYOR

_____

Attest

THE TOWN OF WAKEFIELD, VIRGINIA

_____

MAYOR

_____

Attest

THE HARRISONBURG ELECTRIC COMMISSION

_____

CHAIRMAN

_____

Witness

RESOLUTION APPROVING
BATTERY ENERGY STORAGE SYSTEM
MEMBER AGREEMENT

Whereas, the Town of Blackstone, Virginia (the "Town") provides electric utility services to its citizens; and

Whereas, the Town participates, along with other local governments, in the Virginia Municipal Electric Association No. 1 ("VMEA"), which assists and supports the Town in providing efficient electric utility services, including bulk electric power supply matters; and

Whereas, VMEA intends to enter into an agreement for battery energy storage systems (the "BESS Project") to be installed and interconnected with the electric facilities of the City of Manassas and the Harrisonburg Electric Commission; and

Whereas, the battery energy storage systems will reduce VMEA's peak load, which will result in significant cost savings to VMEA by reducing VMEA's costs in purchasing electricity; and

Whereas, the cost savings realized by VMEA as a result of the BESS project can then be apportioned to its members, including the Town; and

Whereas, VMEA desires to enter into an agreement with all of its members, whereby each member agrees to pay its proportionate share of the costs of the BESS Project and receive its proportionate share of the benefits of the BESS Project.

Now, Therefore, the Town Council for the Town of Blackstone, Virginia, resolves as follows:

1. The Town Manager or Mayor, either of whom may act, is authorized to execute and enter into, on behalf of the Town, a Battery Energy Storage System Output Purchase Agreement (the "Member Agreement") in substantially the form attached hereto as **Exhibit A**.
2. The Town Manager or Mayor, either of whom may act, is authorized to take any other actions that may be reasonable and necessary to effect the purposes of this Resolution and to comply with the Member Agreement.

Adopted this 16th day of June, 2025.

Town of Blackstone, Virginia

By Lafayette Dickens
Lafayette Dickens, Mayor

Attest:
Jennifer S. Daniel
Jennifer S. Daniel, Town Clerk

RESOLUTION
APPROVING BATTERY ENERGY STORAGE SYSTEM
MEMBER AGREEMENT

Resolution No. R-2025-015

WHEREAS, the Town of Culpeper, Virginia (the "Town") provides electric utility services to its citizens; and

WHEREAS, the Town participates, along with other local governments, in the Virginia Municipal Electric Association No. 1 ("VMEA"), which assists and supports the Town in providing efficient electric utility services, including bulk electric power supply matters; and

WHEREAS, VMEA intends to enter into an agreement for battery energy storage systems (the "BESS Project") to be installed and interconnected with the electric facilities of the City of Manassas and the Harrisonburg Electric Commission; and

WHEREAS, the battery energy storage systems will reduce VMEA's peak load, which will result in significant cost savings to VMEA by reducing VMEA's costs in purchasing electricity; and

WHEREAS, the cost savings realized by VMEA as a result of the BESS project can then be apportioned to its members, including the Town; and

WHEREAS, VMEA desires to enter into an agreement with all of its members, whereby each member agrees to pay its proportionate share of the costs of the BESS Project and receive its proportionate share of the benefits of the BESS Project.

NOW, THEREFORE, BE IT RESOLVED, that the Council of the Town of Culpeper, Virginia, resolves as follows:

1. The Town Manager or Mayor, either of whom may act, is authorized to execute and enter into, on behalf of the Town, a Battery Energy Storage System Output Purchase Agreement (the "Member Agreement") in substantially the form attached hereto as **Exhibit A**.

2. The Town Manager or Mayor, either of whom may act, is authorized to take any other actions that may be reasonable and necessary to effect the purposes of this Resolution and to comply with the Member Agreement.

ADOPTED this 8th day of July 2025.

BY ORDER OF THE COUNCIL OF THE
TOWN OF CULPEPER, VIRGINIA

Frank Reaves Jr.

Frank Reaves Jr., Mayor

ATTEST:

Ashley R Clatterbuck

Ashley R. Clatterbuck, Town Clerk

MOTION: Russell
SECOND: Yowell

Ayes: Brown, Reaves, Rimeikis, Russell, Schmidt, Short, Yowell
Nays: None

Absent from Vote: Dyke, Olinger
Absent from Meeting: Dyke, Olinger

MOTION: **Osina** **December 9, 2024**
Regular Meeting
SECOND: **Sebesky** **Res. No R-2025-375**

RE: VMEA Batter Energy Storage System Agreement

WHEREAS, the City of Manassas is a member of the Virginia Municipal Electric Association (VMEA), an association of municipal electric providers uniting to provide local power at reasonable rates; and

WHEREAS, VMEA intends to purchase two "Battery Energy Storage Systems" (BESS) which could store 14 megawatts (MW) of energy to be used during high peak demand periods which would result in reduced demand and transmission charges to its members; and

WHEREAS, the BESS facilities could result in a potential annual savings of $2,600,000 to the VMEA members and a potential savings of $700,000 to the City of Manassas customers; and

WHEREAS, VMEA would like to locate one BESS facility in the City of Manassas; and

WHEREAS, the City and VMEA will execute a Franchise Agreement in the future to locate the BESS facility on City property; and

WHEREAS, VMEA requires authorization from all VMEA member localities to execute an agreement with RWE for a period of fifteen years to acquire two "Battery Energy Storage Systems".

NOW, THEREFORE, BE IT RESOLVED that the Manassas City Council in regular session this 9th day of December 2024 does hereby ***APPROVE*** the authorization of VMEA to execute the BESS Tolling Agreement with RWE for two Battery Energy Storage System facilities.

Michelle Davis-Younger
Michelle Davis-Younger Mayor
On behalf of the City Council
Of Manassas, Virginia

ATTEST:

Eric W. Smith, II City Clerk

Votes:
Ayes: Osina, Sebesky, Wolfe, Ellis, Smith, Vasquez Luna
Nays: NA
Absent from Vote: NA
Absent from Meeting: NA

City Council Agenda Item Report

Agenda Item No. 1.7
Submitted by: Parisa Attayi
Submitting Department: City Clerk
Meeting Date: October 19, 2026

Item Title

Airport Incentive Discussion
(Staff: Juan Rivera, Airport Director)

Suggested Action and/or Recommendation

Council is requested to discuss the proposed incentives for commercial airlines operating at the Washington Manassas Airport

Suggested Motion

Item Type Work Session
Submitting Department City Clerk
Meeting Body City Council

Item ID 2026-1351
Drafter Parisa Attayi
Meeting Date October 19, 2026

ATTACHMENTS

- ATTH01 HEF ASIP Strategy Presentation



DRAFT FOR REVIEW AND REVISION

AIR SERVICE INCENTIVE PROGRAMS:

Regulatory Considerations, Benchmarking and a Five-Year Strategy

Washington Manassas Airport • August 2026

Matt Townsend, Director • Frasca & Associates, LLC

FRASCA & ASSOCIATES, LLC

PURPOSE

Designing an ASIP that complements the rate structure



Where this fits. The landing-fee methodology set the primary lever — how much of full cost the Airport chooses to charge. Its named next step was "completing the ASIP." This deck is that step.

1 The primary lever is the rate

Charging a percentage of full cost recovery that rises over time is the main incentive — set in the methodology, not here.

2 The ASIP adds targeted encouragement

Within that framework, the ASIP minimizes start-up costs and lets the market mature in consideration of airline risk — waiving fees for genuinely new service.

3 A resource and a framework

Plain-language reference on the federal rules and peer programs, and a structure for the decisions HEF will revisit each year.

STAKEHOLDERS

What an ideal ASIP should achieve



City & Airport Commission

Confidence it's affordable.

The pro forma has to show the Airport stays financially healthy while the incentive is in place. Their question is financial.

Avports

The project's financial health.

Avports bears more early risk than the Airport — it backstops the airfield cost shortfall with no existing revenue base. The City has chosen to be accommodative and support the venture, while protecting itself.

Airlines

Simple and low-risk, early.

A clean, published, low-cost operating environment with minimal hoops in the first years.

"Playing ball" is a policy choice, not an obligation. The City is choosing to support the commercial venture; the methodology gives it the discretion to do so while keeping the presentation of cost transparent and the Airport protected.

LEVERS

Two forms of incentive, only one fee to work with



Two forms of incentives

1 Price below full cost

Charge a percentage of full cost recovery, rising over time as service matures. Charging below cost is itself an incentive — it applies to everyone, no application.

2 Waive fees for new service

Waive landing fees during each new route's FAA incentive window, up to 100%. This is the ASIP in the narrow sense.

Discretionary program, uniform incentives. The City decides each year whether and at what level to publish the program; once published, incentives apply on a uniform, non-discriminatory basis to any qualifying carrier — not case by case.

What HEF actually controls

- **The landing fee is the City's primary aeronautical charge to waive.**
- **Fuel flowage fees** are the other City-controlled charge that can be waived — treated in parallel with the landing fee, and kept distinct from GA rates.
- **Terminal, apron, and gate charges** belong to Avports under the Franchise Agreement.
- **Avports is able to offer** its own incentives, from its own pocket — as a private operator, not constrained by the FAA's air-carrier-incentive rules.

RULES

What the FAA lets an airport sponsor do



Governing policy

FAA Air Carrier Incentive Program policy, 88 FR 85344 (Dec. 7, 2023) — supersedes the 2010 Guidebook — with the 2024 ACIP FAQs.

Rate base governed by the Rates & Charges Policy (78 FR 55330) and Revenue Use Policy (64 FR 7696); grant assurances 22–25.



1. **Waive your own fees — don't write checks**
   No cash and no revenue guarantees from airport funds.
2. **New service only, on a clock**
   2 yrs (new nonstop destination), 3 seasons (seasonal), 1 yr (new entrant, or a significant increase in capacity).
3. **Target markets — not carriers**
   You may publish priority markets, but must offer incentives to any qualifying new service, and can't design the program around a specific carrier or type.
4. **Publish; first-come, first-served**
   Publish ≥30 days ahead; a budget-limited program may go to the first qualifying carrier if disclosed.
5. **No cost-shifting**
   The incentive's cost can't be recovered from other carriers or loaded into the rate base.

OPTIONS

At the Airport's discretion, republished annually



Incentive	Qualifying basis	Max duration
Landing-fee waiver — new nonstop destination	Unserved destination	**2 years**
Landing-fee waiver — new seasonal service	Unserved destination, seasonal	**3 seasons**
Landing-fee waiver — new-entrant carrier	Carrier new to the airport	**1 year**
Landing-fee waiver — significant capacity increase	Meaningful added frequency / upgauge	**1 year**
Fuel-flowage fee waiver — new commercial service	Same basis as landing fee waivers	**2 years**
Airport-promotion marketing (reimbursement)	Promotes the airport, not the destination	**Tied to qualifying service**

Discretionary, but uniform. The City decides annually whether and at what level to publish each option; once published, they apply uniformly to any qualifying carrier — the percentage is a dial, not case-by-case discretion.

Republished annually. Re-issued each year as market conditions and budgetary constraints warrant — options can be added, trimmed, or paused.

BUILDING BLOCKS

The questions every ASIP answers



What counts as "new" service?

A carrier new to HEF, or a nonstop route no one files here today.

When is a market "unserved"?

No nonstop service now. A look-back window (1–5 yrs) also stops game-playing — flipping a route seasonal↔year-round to re-qualify.

Seasonal or less-than-daily?

Seasonal = only part of the year. Many ULCC routes fly 2–4x weekly — incentives scale to match.

What's a "significant" capacity increase?

The FAA's third "new service" category — a sponsor-set threshold for net seat-capacity growth on a route already flown. It grows existing service; HEF's program targets genuinely new markets, so it isn't offered.

Marketing support?

Airport dollars promoting the airport (not the destination), reimbursed against invoices. HEF proposes no cash subsidy — but promotes new service in the normal course (website, staff time) and points carriers to the Commonwealth's marketing fund.

Revenue guarantees?

A minimum-revenue backstop — permissible only from a third party (e.g., a destination community). The airport itself cannot offer one: using airport revenue this way is strictly prohibited under the FAA's revenue-diversion rules.

COMMERCIAL CONTEXT

Planning into HEF's expected initial operating environment



First service ~ November 2027

Part 139 transition underway. No incumbents, no legacy rate expectations.

ULCC-shaped, outbound demand

Leisure / VFR, 2–4x weekly, seasonal peaks — DC-suburb residents flying out, not a business hub.

A ULCC likely the first mover

Cost-sensitive ULCCs have a preference for serving secondary airports

Split cost structure

City charges the landing fee; Avports sets terminal / apron / gate — airlines weigh a combined bill.

Thin, volatile early activity

Real churn: ULCCs are quick to exit underperforming markets if volume doesn't materialize or after incentives run out.

Competition is a design question

If a rival chases a market, first-come, first-served and the unserved-market test keep HEF from subsidizing a purely competitive response.

PROGRAM INTEGRITY

Things to watch — and how one can design guards against them



1. Seasonal ↔ year-round flip-flopping

Risk: A carrier cycles a market seasonal, drops it, then returns calling it "new year-round."

Guard: The look-back definition of "unserved" disqualifies recently-served markets.

2. Capacity dumping to squeeze a rival

Risk: Another airline floods a competitor's market with no intent to stay — using HEF's ASIP to fund anti-competitive behavior for free.

Guard: First-come, first-served: the market's incentive is already claimed; a purely competitive follow-on isn't subsidized.

3. Launch, collect, leave

Risk: A route runs just long enough to bank incentives, then exits.

Guard: Clawback of waived fees, plus a commitment to operate through the incentive period and an after-period "tail."

COMPARABLES

Which airports are the right comparison



	Airport / sponsor	Airlines serving	Annual epax (000s)	Dest served	Avg daily departing flights/seats	Service since	Why it's a comparable for HEF
MYR MYRTLE BEACH	**Myrtle Beach Int'l** Horry County Dept. of Airports	AA·DL·F9·G4·LF·MX·NK·SY·UA·WN·XP	1,702	62	43 / 5,557	Pre-Dereg	Mature ULCC leisure market — every low-cost carrier present; the model.
SFB ORLANDO SANFORD	**Orlando Sanford Int'l** Sanford Airport Authority	DM·G4	1,448	72	29 / 5,150	1995	All-Allegiant leisure hub; a published 100% fee-waiver ASIP — the strongest fee-waiver comp.
DAB DAYTONA BEACH	**Daytona Beach Int'l** Volusia County	AA·B6·DL·MX·XP	367	15	10 / 1,383	Pre-Dereg	Leisure market; legacy + ULCC (incl. Breeze) with a published fee-waiver program.
ILG WILMINGTON	**Wilmington** Delaware River & Bay Authority	XP	163	13	4 / 711	2022	Secondary airport near Philadelphia; a ULCC base.
SWF NEW YORK STEWART	**New York Stewart Int'l** Port Authority of NY & NJ	G4·MX	135	8	2 / 409	1990	Exurban NYC airport in the Hudson Valley; ULCC service.
LAL LAKELAND	**Lakeland Linder Int'l** City of Lakeland	XP	89	10	3 / 511	2024	GA-heavy field adding commercial; a new ULCC base.
DTX MCKINNEY	**McKinney National** City of McKinney	XP	—	5	n/a	2026	GA → Part 139 transition, like HEF; a ULCC launch.

Airlines: AA American · B6 JetBlue · DL Delta · DM Arajet · G4 Allegiant · LF Contour · MX Breeze · NK Sun Country · SY Avelo · UA United · WN Southwest · XP Avelo. Epax '25 = T100 CY2025 onboards (000). Airlines serving and seats / flights / destinations = Diio Mi CY2026.

BENCHMARKS

What the comparable programs offer



Provision	HEF Washington Manassas	MYR Myrtle Beach	LAL Lakeland	DAB Daytona Beach	SFB Orlando Sanford	SWF New York Stewart	DTX McKinney	ILG Wilmington
Landing-fee waiver (max)	100%	100%	100%	100%	100%	Yes*	None	*n/d*
Landing-fee waiver duration	24 mo	24 mo	24 mo	12 mo	24 mo	24 mo	*n/a*	*n/d*
Fuel flowage fee waiver	100% Year 1/ 50% Year 2	None	None	None	None	None	None	None
New-destination incentive †	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
New-entrant / seasonal differential	None	Yes	Disc.	seasonal	seasonal	None	seasonal	*n/d*
Marketing support	None	$200K	$10K/dest	$125–400K	$50–200K	Yes*	$50–200K	$0.5–1M/yr
Program / carrier cap	None Yr1	$1.5M	None	None	n/a	n/d	$1M / $750K	~$0.5–1M
Clawback — fee waiver / marketing	None Yr1 / n/a	None / Yes	Disc. / Disc.	Yes / Yes	None / None	n/d / n/d	n/a / Disc.	n/d / n/d

HEF proposed • MYR Myrtle Beach • LAL Lakeland Linder • DAB Daytona Beach • SFB Orlando Sanford • SWF NY Stewart • DTX McKinney • ILG Wilmington.

Yes = offered/recaptured • Disc. = discretionary/unspecified • None = not offered • *n/a* = not applicable • n/d = not apliclosed • *Offered, amount not itemized.

†New-destination incentive = an incentive keyed to a new nonstop market (waiver, marketing, or both). DAB per its published program (confirm current-year);

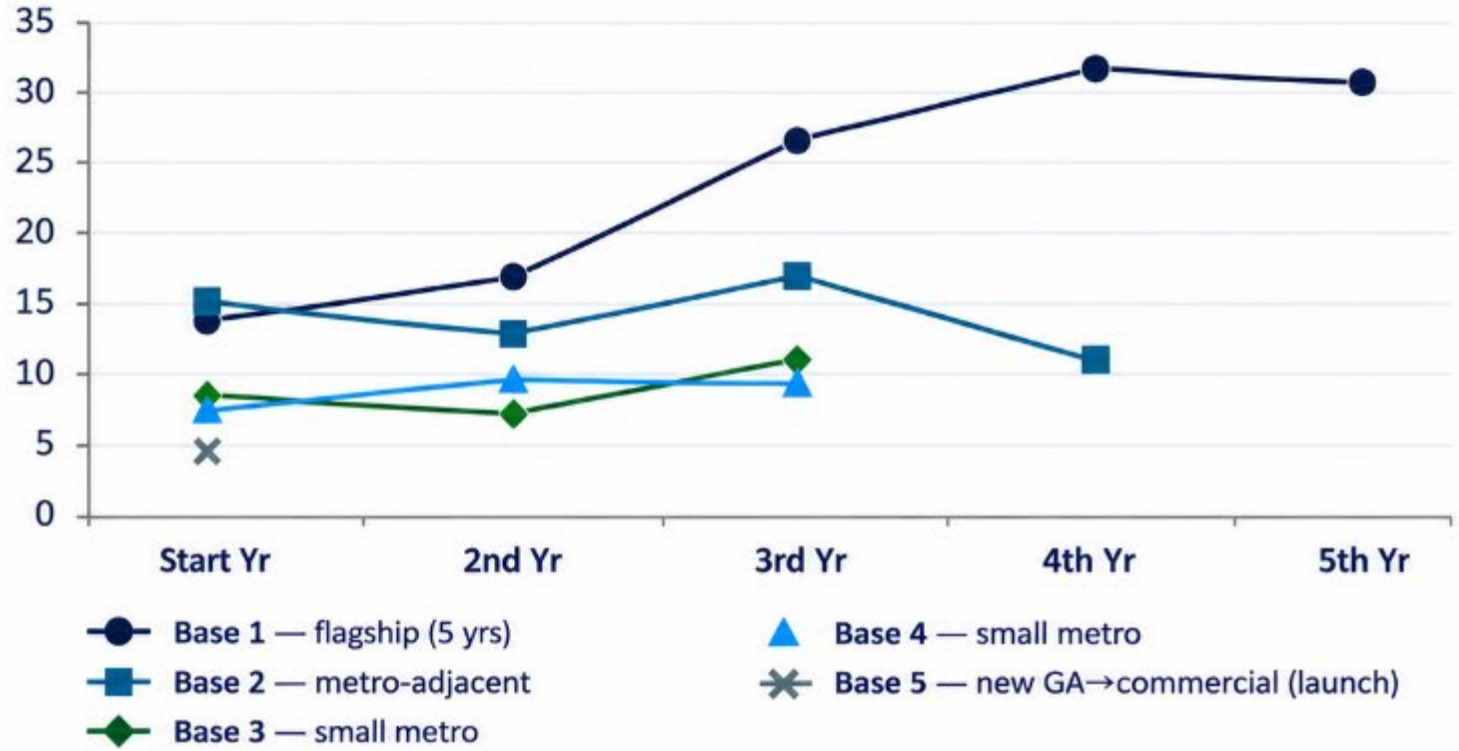
SFB may restrict a route's incentive to the first carrier; ILG terms in a non-public signatory contract (DRBA not FOIA-subject) — n/d, not "none."

CASE STUDY

How one ULCC actually builds a base — four real cases



Destinations served, by service year



***Source**: Cirium monthly schedules, 2021–2026 (one representative ULCC's bases); launch case reflects a comparable GA→Part 139 opening.*

Why this basket

A basket of comparable low-cost bases — chosen to show a general growth pattern, not to profile any single carrier or market.

The typical arc: open with a handful of nonstop markets and a few aircraft, expand quickly for two to three years, then prune and churn as some routes don't hold.

A brand-new GA→commercial launch opens around five markets — HEF's likely starting point.

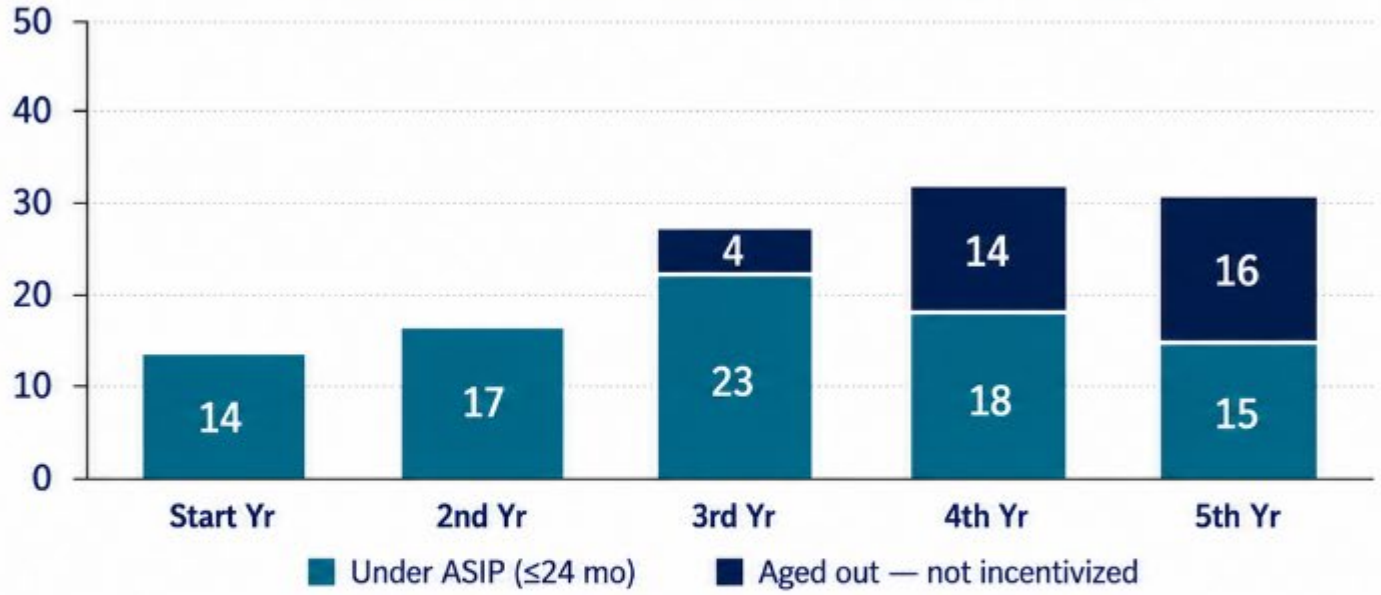
Incentives time out: a route is under the program only ~24 months — see the deep dive next.

HVN DEEP DIVE

Evolution of incentives if every market got the FAA maximum



Destinations served: incentivized vs. aged out



The churn behind the lines

Start: 14 nonstop destinations

Year 2: +3 → 17

Year 3: +10 → 27

Year 4: +6, −1 → 32

Year 5: +4, −5 → 31 (about a third of the year-5 network turned over)

Illustrative: actual program unknown; assumes each route gets the maximum FAA window (seasonal would differ).

Recommended clawback policy

Start light — no clawback in Year 1; the priority is launching service, mirroring MYR and LAL, which don't recapture waived landing fees.

Re-evaluate as the program matures: once the base is established, the City can layer in forfeiture of future incentives and/or a pro-rata recapture of waived fees on early exit — with the unserved-market look-back and first-come rules doing the heavy lifting throughout.

RECOMMENDATION

A simple program built from prospective tenant-provided forecast



Tenant-provided forecast

First service	Assumed to begin **~November 2027**.
Based aircraft	**Year 1 → Year 5:** 3 → 7 aircraft.
Daily departures	Average daily commercial departures, **Year 1 → Year 5:** 6 → 24.
Enplaned passengers	**Year 1 → Year 5:** 302k → 1.07M.
Landed weight	**Year 1 → Year 5:** 320k → 1,042k (000 lbs MGLW).
Fleet	Boeing 737-800 early, shifting toward Embraer 195-E2.

Calculated from the forecast

Full-cost-recovery rate

Derived in the rate model from the forecast landed weight — not a tenant input. **Year 1 → Year 5: $8.06 → $4.06 per 1,000 lbs. Falls as landed weight grows, then rises in Year 5 as the capital program is amortized into the rate base.**

Recommended HEF ASIP

Qualifying service	• **Landing-fee waiver:** A new nonstop market; first-come, first-served, with no separate new-entrant or seasonal differential (prevents cannibalization). • **Fuel-flowage-fee waiver:** Same eligibility as the landing-fee waiver, but expanded to include any service by new-entrant airlines (including overlapping nonstop markets).
Landing-fee waiver	100% on qualifying service, up to 24 months; uncapped in Year 1, re-evaluated against budget later.
Fuel-flowage waiver	100% in Year 1 and 50% in Year 2 of qualifying service. Independent of any waiver, the commercial fuel-flowage rate is set at $0.03/gallon — a volume discount versus current GA rates of $0.135–$0.140/gallon.
Clawback	None in Year 1; re-evaluated as the program matures.
Underlying rate	Complements the below-full-cost landing fee, which graduates toward full cost recovery.
Marketing & promotion	No City subsidy or guarantee; the airport promotes new service through its own channels and points carriers to the Commonwealth's fund.

5-YEAR GLIDE PATH

Charging a rising share of full cost over time, with waivers on top



	Year 1	Year 2	Year 3	Year 4	Year 5
Based aircraft (tenant forecast)	3	4	5	6	7
Avg daily departures	6	11	16	21	24
Destinations served (assumed)	12	16	20	24	28
Charged rate (% of full cost)	0%*	20%*	40%	60%	80%
New-service landing-fee waiver	All ($0)	Rolling 24-mo	(rolling)	(rolling)	(rolling)
% landed weight under ASIP	100%	100%	67%	36%	31%
Fuel-flowage fee	All ($0)	50% discount	None	None	None
Clawback of waived fees	None	None	None	None	None
Program review	Adopt	Republish	Republish	Republish	Republish

Assumptions & program mechanics

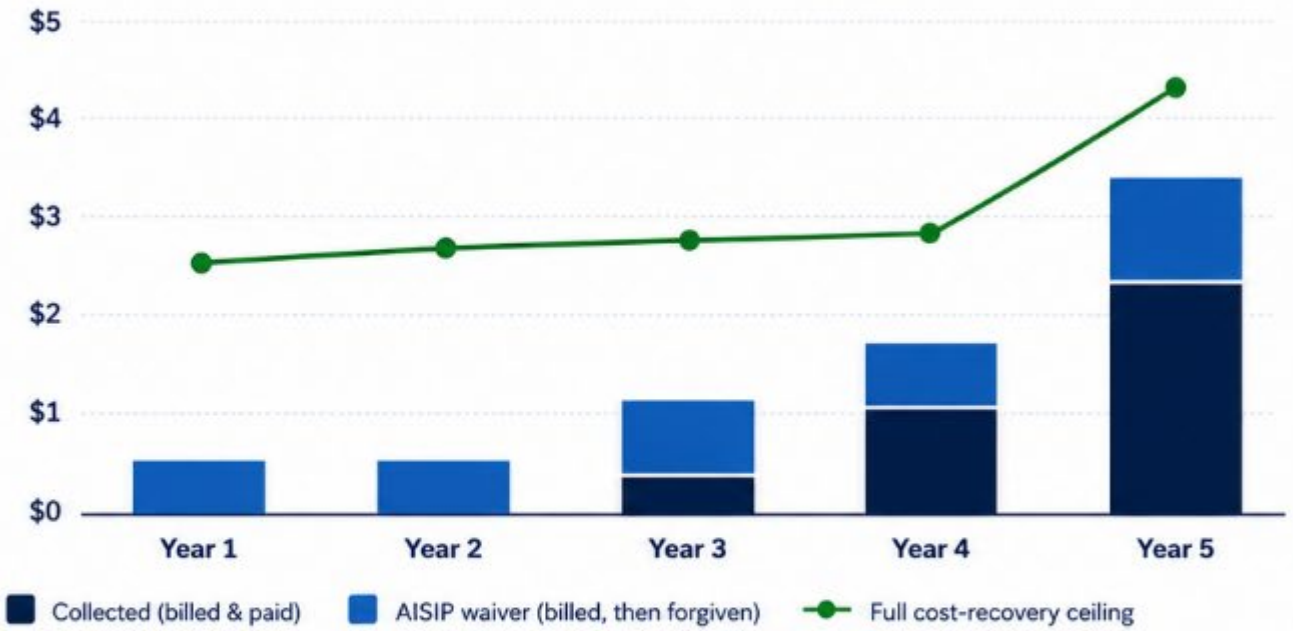
- *Net landing fee collected in Years 1–2 is ~$0: a cost-recovery rate is published (rising to 100% by Year 6), but every early-ramp route is a qualifying new market and is fully waived. Assumes no competing same-market service, which would not qualify (anti-cannibalization).
- Forecast rows are the tenant-provided ramp — ~4 destinations per based aircraft; coverage falls as early routes pass 24 months.
- The table shows what the program plans to offer each operating year — fuel-flowage and clawback read "None" because they're set as the program is republished annually, not fixed now.
- Incentives vest by program year: a route keeps its full award even if a later year's program is trimmed.
- Scope: assumes only the tenant-provided forecast — no additional carriers or service.

FINANCIAL IMPACT

Landing fee revenues HEF is forecast to collect using this approach



COMMERCIAL LANDING FEES ($MM)



FOREGONE AIRFIELD REVENUE

$2.58M → $1.89M

below-cost rate early; ASIP waiver tapering — full cost recovery in Year 6

AIRPORT NET OPERATING INCOME STAYS POSITIVE EVERY YEAR

$1.15M → $4.21M

net of the landing-fee and fuel-flowage waivers

READING THE CHART

Bars = what airlines are billed (collected + waiver); the green line is full cost, the ceiling.

The gap between them is below-cost pricing — it narrows as the charged rate climbs **20%** → **80%** by **Year 5**, reaching **100% in Year 6.**

Foregone airfield revenue (full – collected): **$2.58M → $1.89M** — below-cost rate early, ACIP waiver tapering out.

Commercial **fuel-flowage fees also waived** — 100% Year 1, 50% Year 2 (~$0.3M total) — then collected in full.

Airport net operating income stays positive every year ($1.15M → $4.21M), net of both waivers.

Pro forma v3.2 · charged-rate path 20/20/40/60/80% → 100% (Year 6) · fuel-flowage waiver 100%/50% Yr 1–2 · ASIP coverage 100/100/67/36/31% (quarterly aircraft phase-in).

YEAR 2 AND BEYOND

The framework going forward



1 How fast to raise cost recovery

The 0→80% path (100% in Year 6) — revisited each year against what the market and pro forma can bear.

2 Annual budgeting and caps

Set each year's program against an adopted budget — whether to cap total waivers or marketing, and align with the City's appropriation cycle.

3 Keep it simple, or differentiate

Hold Year-1 simplicity, or add seasonal / market differentiation as service matures.

4 Clawback / durability posture

How firmly to tie incentives to staying, given ULCC churn.

5 Coordinate with Avports & the Commonwealth

Align City landing-fee incentives with Avports's terminal-side incentives and Commonwealth marketing funds.

6 Confirm the inputs

ASIP-coverage forecast; the refreshed cost-recovery path; fuel-flowage phase-in.

COMMONWEALTH RESOURCES

Commonwealth funds that complement the City's program



Governor's New Airline Service Incentive Fund

Commonwealth marketing-reimbursement grant for airlines launching new nonstop service at Virginia airports (Code of Va. § 2.2-2320.1) — marketing and promotion only, no fee waivers.

Carrier-directed: fills the gap the City's ASIP leaves — the City offers no marketing subsidy, but Commonwealth dollars can.

Capped and matched: up to $250K per airline, tiered by service type, over the first 12 months, with a dollar-for-dollar local match and repayment if frequency isn't maintained.

Established but lightly tapped to date — a small, non-reverting fund that carries into the new Commonwealth administration; available headroom for a new HEF carrier.

Official program page: doav.virginia.gov/funding-programs

How HEF would use Commonwealth resources

Point interested carriers to the Commonwealth fund for marketing support the City itself is not offering.

Clean division of roles: the City waives airfield fees, the Commonwealth can fund carrier marketing, and Avports handles the terminal side.

The marketing lever HEF's own program deliberately leaves out — peers that market with local dollars use their own funds; HEF can lean on the Commonwealth instead.

Best positioned to a prospective carrier as found money that complements the landing-fee waiver — a bonus, not a program cornerstone.

HEF would also use the Commonwealth's Aviation and Airport Promotion Fund to promote the new commercial service from the Airport.