



TOWN OF BOWLING GREEN PLANNING COMMISSION MEETING

MINUTES

Thursday, February 19, 2026
6:00 PM

PLEDGE OF ALLEGIANCE:

ROLL CALL AND DETERMINATION OF A QUORUM:

- The Planning Commission meeting was called to order at 6:08 pm. The following members were present: Matt Benjamin, Lisa Gattie, Lauren Griesman, Scott Seigmund, and Jeff Voit.
- Town staff present included the Town Manager and Darla Odom.

APPROVAL OF THE MINUTES:

1. Minutes- November 20, 2025
 2. Minutes- January 15, 2026
- Motion to approve minutes by Mr. Seigmund, seconded by Ms. Gattie. Minutes approved unanimously.

PUBLIC COMMENT ON NON-PUBLIC HEARING PLANNING COMMISSION/LAND USE MATTERS:

- The Chair opened and closed the public comment on non-public hearing prior Planning Commission and land use matters. The Chair closed the public comment period at 6:11 pm, with no comments.

PUBLIC HEARING:

3. Rezoning Case #2026-001- Fairmont
- **Staff Presentation – Rezoning Case 2026-001**
 - Darla Odom, Senior Planner, working with the Town, presented the staff report on Rezoning Case 2026-001, a request to rezone approximately 19.47 acres from Business B-2 to Planned Unit Development (PUD).
 - **Property Description and Location**
 - The subject property consists of approximately 19.47 acres of vacant wooded land fronting approximately 985 feet on the northwest line of Route 301 (A.P. Hill Boulevard), approximately 535 feet north of East Broadus Avenue/Lakewood Road. The property is adjacent to environmentally sensitive areas, including Maracossic Creek and ponds near the town boundary with Caroline County. The rezoning affects tax map parcels 43-A-34 and 43E-1-4R, 5, 6, 7 and 8.
 - **Existing Zoning and Context**
 - The property is currently zoned B-2 (Business). Properties to the northwest and south are zoned A-1 (Agricultural) and developed with large-lot single-family residential uses. Properties across Route 301 to the southeast are zoned B-2 and used for commercial purposes or remain wooded.
 - **Comprehensive Plan Consistency**
 - Staff noted that the site lies within a designated mixed-use future land use area identified in the Town's Comprehensive Plan, where PUD and mixed-use development are encouraged. The Comprehensive Plan emphasizes commercial uses while balancing residential,

commercial, and industrial land uses to support growth without sacrificing the Town's small-town character and quality of life. The Plan recognizes that properties along Route 301, including the subject property, serve as a gateway to the town where quality development is imperative.

- **Proposed Development Program**

- The proposed mixed-use development includes:
 - 147 total dwelling units, consisting of:
 - 43 detached single-family dwellings
 - 40 attached single-family (townhouse) units
 - 64 multifamily units
 - Vertically mixed-use buildings with first-floor commercial and upper-story residential
 - Up to 16,880 square feet of commercial space, meeting the 5% commercial cap for PUD districts
- The residential density is approximately 7.55 dwelling units per acre, which falls within the PUD Ordinance guidance and Comprehensive Plan recommendation of up to 10 dwelling units per acre.

- **Site Design, Open Space, and Amenities**

- Staff highlighted the mixed-use neighborhood design features, including:
 - Tree-lined streets with street trees on both sides of internal streets
 - Decorative pedestrian-style street lighting throughout the development
 - Sidewalks on both sides of all public streets with crosswalks at key intersections
 - A central "Bowling Green Community Park" (approximately 1.4 acres) to be constructed by the developer, including playground, covered pavilion, restroom facilities, open play area, and parking with access
 - A five-foot-wide natural/mulched walking trail through the Resource Protection Area (RPA), designed to comply with Chesapeake Bay regulations
 - A 10-foot-wide paved shared-use path (over one-half mile) connecting East Broadus Avenue/Lakewood Road along Route 301 through the site
- Staff noted that the design integrates environmental features by preserving RPA areas and making them accessible via trails. The site layout transitions density from more intense mixed-use and apartments near Route 301 to townhouses and single-family homes toward the rear, with landscaped buffers and alleys to improve privacy and transitions.

- **Open Space Requirements**

- The PUD Ordinance requires 50% open space (7.4 acres on 19.47 acres)
- The applicant proposes 6.39 acres on-site (approximately 33%)
- Including the off-site/shared 10-foot-wide path (approximately 1.5 acres), the effective open space contribution would be about 7.89 acres, or 40.5%, though not all can be counted under the ordinance

- **Architectural and Material Standards**

- Staff described proffered quality standards exceeding ordinance requirements, including:
 - Facade materials: masonry (brick/stone veneer), fiber-cement (such as Hardie-plank), and high-quality vinyl siding with a minimum 0.44 thickness
 - Masonry foundations or masonry-faced piers, with attention to stepping foundations along slopes
 - Thirty-year architectural shingles and upgraded garage doors
 - Varied elevations and rooflines to avoid repetitive appearance
 - Four-sided equivalent architecture for mixed-use and multifamily buildings
 - At least 30% masonry on facades of larger buildings
 - Architectural articulation to break up building mass and avoid monotony
 - Hardscape driveways and walkways to single-family homes and townhomes

- Staff stated these elements implement Comprehensive Plan policies for high-quality, walkable, mixed-use development and impart unique, higher standards than the base zoning and subdivision ordinances.

- **Modifications Requested with the PUD**

- Staff explained three (3) modifications requested by the Applicant to the PUD regulations:
 1. **Building height** – Increase maximum height from 35 feet to 45 feet for certain buildings to permit greater architectural variety, screening of rooftop equipment, and potential rooftop amenities
 2. **Open space** – Reduction from the required 50% to 33% on-site, with consideration of the added park, walking trail, and shared-use path, the off-site portion of which would be an additional 1.5 acres of open space
 3. **Private streets** – Allowance of private alleys behind townhouses and other units to facilitate rear-loaded garages while keeping front elevations facing public streets
 - Staff concluded that, given the site constraints, consideration of environmentally sensitive areas, to offer flexibility and the usable open space and recreational amenity package valued at over \$1 million, granting these modifications would be appropriate.

- **Public Facilities and Infrastructure Impacts**

- Staff summarized departmental and consultant reviews:
 - **Traffic/VDOT:** The existing B-2 zoning could generate approximately 6,000 daily trips under a full by-right commercial buildout, whereas the proposed mixed-use PUD would reduce daily trips to approximately 1,800. The project proposes full right-in/right-out access on Route 301 and a gated emergency-only secondary access with a Knox box.
 - **Water and sewer:** Inboden Environmental reviewed the request and reported sufficient capacity in the Town's water and sewer systems to accommodate the proposed use. Inboden staff noted that the Town's water permit now provides approximately 16.6 million gallons per year of capacity. Staff added that even with the projected daily demand of approximately 30,000 gallons (a higher estimate using 350 gallons per unit per day per Virginia Health Department conservative values), residual capacity would remain.
 - **Solid waste:** Single-family and townhouse units would use Town trash collection, with separate arrangements for rental/mixed-use buildings.
 - **Fire and EMS:** Caroline Fire and Rescue raised no objections after recommending alley widening for ladder truck access. The Fire Chief confirmed that call volumes from 147 units would remain within service capacity.
 - **Schools:** Caroline County Public Schools welcomed the variety of housing types, noting that approximately 50% of their workforce currently commutes from outside the county, and the project could aid recruitment and retention.
 - **Environmental and cultural resources:** No historic or cultural resources would be impacted based on surveys conducted.
- Staff noted that infrastructure along Route 301 corridor, including water and sewer lines and a pump station installed in 2018, was built specifically to serve future development and is currently underutilized with only two houses connected.

- **Economic and Fiscal Impacts**

- Staff summarized an independent fiscal impact analysis for the project:
 - **One-time revenues:** Water and sewer connection fees estimated between approximately \$1.2 million and \$1.436 million
 - **Ongoing annual revenues:** Town tax revenues (real estate, personal property, and other local taxes) estimated between \$664,000 and \$800,000 at buildout (in 2025 dollars)
 - **Water and sewer usage fees:** Approximately \$181,000 for owner-occupied units and \$11,124 for renter-occupied units annually

- Commercial impacts: Projected between \$162,000 and \$294,500 annually at full buildout, depending on retail versus restaurant mix
- New residential spending: Estimated between \$5.1 million and \$8.6 million annually
- New visitor spending: Estimated between \$768,000 and \$775,000 based on Virginia Tourism Corporation data
- Job creation: Projected to generate between 16.5 and 30 new full-time equivalent jobs
- Total economic impact: New resident and visitor spending impacts estimated between \$2.1 million and \$4.57 million
- **Comprehensive Plan Policy Compliance**
 - Staff evaluated the proposal against the 16 Comprehensive Plan policies for mixed-use development, addressing high-quality standards, site layout, building configuration, architectural themes, public open spaces, preservation of environmental features, vertical mixed-use, vehicular and pedestrian connections, and diverse housing mix. Staff confirmed the proposal complies with all 16 policies.
- **Staff Recommendation**
 - Staff recommended approval of Rezoning Case 2026-001, subject to the imposition of the three (3) conditions set forth in Attachment 1 which address the PUD modifications (height, open space, private streets) and acceptance of the eight (8) proffered conditions in Attachment 2 which require substantial conformance with the General Development Plan, limit density to a maximum of 147 dwelling units and 16,880 square feet of commercial space, and address road and utility infrastructure improvements, landscaping, amenities, architectural design elements, site lighting and severability.
 - Staff concluded that the proposal is consistent with the Comprehensive Plan, provides high-quality site and building design, has no identified negative impacts on Town infrastructure or service capacity, and offers positive economic and fiscal benefits to the Town.
- **Applicant Presentation**
 - Lauren Brooks, P.E., with Webb and Associates, spoke on behalf of Fairmont Land LLC and provided additional details on the proposed design.
- **Mixed-Use Buildings and Commercial Space**
 - Ms. Brooks described the front mixed-use buildings along Route 301 and Fairmont Drive as dual-frontage buildings with first-floor commercial/retail and second- and third-floor apartments. The design includes an outdoor courtyard/seating area to support restaurant and similar uses.
- **Apartment Buildings**
 - Three apartment buildings along Emory Lane would feature brick and siding materials with landscaped screening transitioning to townhouses. Emergency access to Route 301 would be gated for Fire and Rescue use only.
- **Townhouses**
 - Forty rear-loaded townhouse units would be fronting public streets, with garages on rear alleys, parallel parking on the streets, and at least 2 driveway spaces per unit.
- **Single-Family Lots**
 - Forty-three single-family lots of approximately 5,000 square feet (approximately 50' × 100') would be located toward the rear of the property. Fairmont Drive and Emory Lane would be extended to adjoining properties to enable future interparcel connectivity.
- **Streetscape and Connectivity**
 - A five-foot-wide grass strip between curb and sidewalk to accommodate street trees and street lighting (rather than the typical two-foot strip)
 - A 10-foot-wide paved shared-use path from the intersection of Lakewood and East Broadus along Route 301 and through the property (over one-half mile)

- Sidewalks on both sides of all public streets
- Five-foot-wide mulched trail around the back of the property within wooded RPA areas
- Ms. Brooks emphasized that the proffered amenity package—park (valued at approximately \$700,000), natural trail (\$30,000), and shared-use path (\$300,000)—totals over \$1 million in value. She reiterated the strong positive economic and community impacts identified in the fiscal analysis and noted that the project received overwhelmingly positive feedback from reviewing departments, with Caroline Fire and Rescue and Caroline County Public Schools offering support.
- **Public Comment**
 - The Chair opened the floor for public comment.
 - Ms. Bonnie Cannon, a resident, expressed concerns about the water and sewer system capacity to support the development despite recent grant-funded upgrades, questioning whether the system can handle "such an instruction." The speaker also raised traffic concerns, given the existing heavy truck traffic on Route 301, and questioned the adequacy of approximately 16,800 square feet of commercial space, noting it would be insufficient for a full grocery store. The speaker referenced recent shortages at the existing Food Lion during a snowstorm and questioned the ability to support additional residents and visitors without more retail. The speaker strongly opposed the project.
 - Mrs. Tina Gambill of 122 Lakewood Road, also a member of the Town Council, speaking as a private citizen, raised questions regarding:
 - Location and design of the stormwater pond
 - Fire apparatus turning radii and access
 - Placement of garage doors on single-family homes (front-facing versus side-loaded)
 - Possibility of using rain chains and similar features to better manage runoff from structures and minimize flooding impacts for residents and wildlifeShe requested that the Commission seek clarification from the applicant and staff on these issues.
 - No additional public comments were offered, and public comment on the rezoning case was closed at 7:11 p.m.
- **Applicant Rebuttal and Clarifications**
 - The applicant's representative responded to public comments:
 - **Water and sewer:** Deferred to Inboden Environmental on detailed capacity questions, noting that Inboden's letter confirmed sufficient capacity and that the analysis used conservative (higher-than-typical) per-dwelling usage assumptions
 - **Traffic:** Under current B-2 zoning, a fully built-out commercial development could generate nearly 6,000 daily vehicle trips, whereas the proposed mixed-use PUD would substantially reduce daily trips to approximately 1,800, primarily because of the residential component
 - **Commercial mix:** The PUD ordinance limits commercial space to 5% of the development, which constrains the total commercial area. The team would welcome a restaurant and medical office, and is maximizing the allowed commercial square footage
 - **Stormwater:** The stormwater facility is anticipated to be located in a lower-lying area where drainage naturally flows, but detailed stormwater design will occur at the site plan stage
 - **Garage locations:** Illustrative elevations show front-facing garages in some cases, but final garage orientation for single-family dwellings would be determined during site plan review

- **Technical Testimony – Water and Sewer Capacity**
 - Following the closure of public comment, John Simmons, COO of Inboden Environmental, addressed water and sewer capacity concerns:
 - The Town's water system has over 16 million gallons per year of permitted capacity available under the new permit
 - The Town is working with a hydrogeologist experienced in the Potomac Aquifer on new wells and potential future wells
 - On the wastewater side, additional flow from the development would actually improve treatment at the wastewater facility by providing more "food" for the microbiological treatment process
 - At the projected 30,000 gallons per day (using 350 gallons per unit for 147 units), the development would require approximately 11 million gallons per year, leaving residual capacity under the Town's permit
 - The 350 gallons per dwelling unit per day is a conservative Virginia Health Department planning figure; actual usage is often below 280 gallons per day for similar developments
 - The Town Manager added that the Town recently obtained a new water permit with a higher annual limit, resolving prior concerns about nearing permit thresholds. The Town's newest water and sewer infrastructure along Route 301, including a pump station and water and sewer lines installed in 2018, were built specifically to serve future development in this corridor. Currently, only two houses use this infrastructure, and staff must periodically add water to the system to keep the pump station operating properly, representing an underutilized investment.
 - Shawn Fortune from Public Works confirmed that the 2018 Route 301 corridor water and sewer lines and pump station are largely unused, and that development in this area would better utilize that infrastructure.
- **Commission Questions and Discussion**
 - Commissioners asked about:
 - The relationship between the development's projected water use and the Town's updated permit limit, and what percentage of available capacity the project would consume
 - An apparent discrepancy in the applicant's narrative where apartments appeared to add only "16" gallons per day rather than 16,000 gallons per day; staff characterized this as a chart error to be corrected, not a basis for rejecting the application, and emphasized that Inboden's capacity review used appropriate, conservative assumptions
 - The status of broader water quality and consent-order-related work; staff noted that broader reports are forthcoming, but current permit capacity is sufficient for the proposed project
 - John Simmons clarified that with the project's projected demand and the Town's 16.6 million gallons per year permit capacity, sufficient capacity remains for additional future development after Fairmont.
 - The Town Manager requested that the applicant update and correct the narrative chart to accurately reflect apartment flows before final action.
 - The Town Manager released Mr. Simmons from the meeting following a technical discussion.
- **Commission Action**

- Following discussion, Mr. Seigmund made a motion to recommend approval of Rezoning Case 2026-001, subject to the three conditions set forth in Attachment 1 and acceptance of the proffered conditions in Attachment 2 as presented in the staff report.
- Mrs. Greisman seconded the motion.
- The motion carried by a unanimous voice vote.

UNFINISHED BUSINESS:

4. Comprehensive Plan Review

REPORT OF THE ZONING ADMINISTRATOR:

INFORMATIONAL ITEMS:

COMMISSION COMMENTS AND REPORTS:

ADJOURNMENT:

- The meeting adjourned at 8:33 PM.

Attest:

Chair: _____
Matt Benjamin

Clerk: _____
India Adams-Jacobs, MPA, ICMA-CM