



**MEMORANDUM**

**TO:** Timothy J. Baroody, City Manager  
**FROM:** Kathleen Dooley, City Attorney  
Charles R. Johnston, Director of Community Planning & Building  
**SUBJECT:** Proposed restatement and confirmation of the PD-C 10% rule  
**DATE:** August 2, 2022 (for the August 9, 2022 City Council Meeting)

---

**ISSUE**

This is a transmittal of proposed amendments to the Unified Development Ordinance, section 72-33.2, "Planned Development – Commercial," to restate and confirm the application of the 10% rule that applies to residential developments in the Planned Development-Commercial District. This change was advertised for Planning Commission public hearing on July 13, at which one person spoke in opposition. The Commission recommended approval: 3-1 (3 absent). This item will come before the City Council for public hearing on August 23.

**RECOMMENDATION**

Review the information transmitted in anticipation of a public hearing on this item on August 23.

**DISCUSSION**

The Planned Development-Commercial District permits residential development to occur, not to exceed 10% of the "overall PD-C District" and 24 units per acre. This "10% rule" has been consistently applied since 1998 to mean 10% of any particular PD-C development, and not the aggregate acreage of all land zoned PD-C. The 10% rule has been applied to residential development in Celebrate Virginia South, the only PD-C district in which residential development is permitted under current zoning proffers and conditions, and all eligible acreage within Celebrate Virginia South has now been developed for residential uses. The residential build-out of Celebrate Virginia South further underlies the recently-adopted Area 1 Small Area Plan and its recommendation for future UDO text amendments.

However, two owners of undeveloped parcels within Celebrate Virginia South contend that the 10% rule in fact means that the residential development in any one PD-C development may comprise 10% of the aggregate acreage of all land zoned PD-C. Those landowners have obtained a formal Zoning Administrator's determination of the interpretation of the 10% rule, and have appealed that determination to the Board of Zoning Appeals. The Board of Zoning Appeals upheld the Zoning Administrator's determination at their meeting on June 20.

The landowners have stated that they plan to pursue an appeal of the BZA's decision. The appeal process requires substantial staff resources; the litigation process, including judicial appeals, could take more than a year. Meanwhile, a third landowner in Celebrate Virginia South

is planning a residential development, but awaiting the amendment of the PD-C regulations to permit additional residential development under a special use permit, as recommended by the Area 1 Small Area Plan.

It is therefore prudent for the City Council to amend the PD-C District regulations to restate and confirm that the 10% rule applies to the overall acreage within a single PD-C development.

The proposed text amendment clearly states that 10% of any single PD-C development may be developed for residential uses. It further explains that the phrase “overall PD-C development” means “the gross acreage included within the perimeter of a land area zoned PD-C through a single zoning map amendment, or related zoning map amendments adopted contemporaneously by City Council, or an area governed by a single generalized development plan where applicable. For example, and by way of illustration, Celebrate Virginia South is one PD-C development and Central Park is another PD-C development.”

The proposed text amendment is consistent with the 10% rule as it has been applied to the ~541-acre Celebrate Virginia South development since its creation in 1998. The staff report submitted in connection with that rezoning clearly stated as follows:

Rezoning these sites to PDC – Planned Development Commercial will mean that the planned residential uses would likely not be developed as PDC zoning only permits residential uses by special use permit. PDC also limits to 10% the amount of the overall site to be devoted to residential uses, but with a 24 units per acre density. Thus, if granted a special use permit, the developer could construct about 1,298 residential units (541 acres x 10% x 24 units per acre).

The interpretation urged by the landowners, where the 10% rule would be applied to all PD-C zoned acreage in the aggregate, would create several absurd and undesirable results. For example, all of the residential potential of the 304-acre Central Park development (~30 acres) would be transferred to Celebrate Virginia South. Whenever any new area is zoned PD-C, the residential potential of the new area would be added to Celebrate Virginia South. Even a PD-C generalized development plan that excluded residential uses (such as the current GDP for Central Park, the PrimeCore property, or the DVDs-on-the-Run property) would nonetheless add to the total number of acres in Celebrate Virginia South that could be developed for residential uses. An applicant for PD-C zoning could not effectively proffer out residential uses, but neither could the applicant fairly be asked to pay a voluntary cash proffer for school capacity associated with that new residential use potential. Celebrate Virginia South would be the beneficiary of this new residential development potential.

Moreover, the Silver Companies have acknowledged that the residential use potential of Celebrate Virginia South has been developed. This text amendment will not upset any investment-backed expectations based on a misreading of the regulation or confusion as to its meaning. In 2017 and 2018, the Silver Companies submitted site plans for the Silver Collection at Celebrate Virginia South, including the note:

“PD-C LIMITS RESIDENTIAL DENSITY TO 10% OF THE OVERALL DISTRICT.

- CELEBRATE VIRGINIA SOUTH PROPERTY AREA = 543.722 AC
- ALLOWABLE RESIDENTIAL LAND (10%) = 54.722 AC
- EXISTING AND PROPOSED RESIDENTIAL USES:
  - THE HAVEN PHASE I = 13.475 AC
  - THE HAVEN PHASE II = 16.843 AC
  - SILVER COLLECTION (PROPOSED ON THIS PLAN) = 24.051 AC
    - TOTAL RESIDENTIAL LAND = 54.369 AC”

And in June 2021, CVAS P8A, LLC (one of the two landowners in the BZA appeal), filed an application for a special exception from the 10% rule, stating, in the application “Narrative,”

“The current zoning allows 24 units per acre density (for up to 10% of the PDC-zoned lands); the proposed development comes in at 20.5 units per acre density. Because this would exceed the above mentioned 10% provision by appx 3.5 percent **a special exception is requested for no more than 3.5% residential acreage/use above the PDC-listed 10% provision.**” (emphasis in original.)

The Area 1 Small Area Plan recommends that City Council consider an amendment to the PD-C regulations to permit additional residential use by special use permit. The resolution of the meaning of the 10% rule will permit City staff to turn their attention to the text amendments recommended by the Area 1 Small Area Plan.

Finally, and fundamentally, it the role of the governing body to resolve the interpretation of the 10% rule definitively for the benefit of all landowners in the PD-C, rather than await the conclusion of what could be a lengthy litigation process, leaving that job to others.

### **FISCAL IMPACT**

The prompt but deliberate clarification of the 10% rule is intended to limit the hours of staff resources devoted to attending to the pending BZA appeal and potential judicial review of the matter. The City will bear the cost of publishing notices for the Planning Commission and City Council public hearings. The value of avoided costs, and a fair and prompt resolution of the question, should exceed the cost of publishing the required notices of this text amendment by many multiples.

Attachments:

- Draft Ordinance 22-\_\_ Amending City Code §72-33.2 to clarify the application of the 10% rule that applies to residential developments in the Planned Development-Commercial District.



draft May 3, 2022  
Regular Meeting  
Ordinance No. 22-\_\_

**MOTION:**

**SECOND:**

**RE: Amending City Code §72-33.2 to Restate and Confirm the Application of the 10% Rule that Applies to Residential Developments in the Planned Development-Commercial District**

**ACTION: APPROVED: Ayes: 0; Nays: 0**

**FIRST READ: \_\_\_\_\_ SECOND READ: \_\_\_\_\_**

**Sec. I. Introduction.**

The Planned Development-Commercial District permits residential development to occur, not to exceed 10% of the “overall PD-C District” and 24 units per acre. This “10% rule” has been consistently applied since 1998 to mean 10% of any particular PD-C development, and not the aggregate acreage of all land zoned PD-C. This interpretation of the 10% rule has been applied to residential development in Celebrate Virginia South, the only PD-C district in which residential development is permitted under current zoning proffers and conditions, and all eligible acreage within Celebrate Virginia South has now been developed for residential uses. This interpretation of the 10% rule further underlies the recently-adopted Area 1 Small Area Plan and its recommendation for future UDO text amendments.

However, two owners of undeveloped parcels within Celebrate Virginia South contend that the regulation in fact means that the residential development in any one PD-C development may comprise 10% of the aggregate acreage of all land zoned PD-C. Those landowners have obtained a formal Zoning Administrator’s determination of the interpretation of the 10% rule, and have appealed that determination to the Board of Zoning Appeals.

It is the role of the governing body to resolve the interpretation of the 10% rule definitively for the benefit of all landowners in the PD-C, rather than await the conclusion of what could be a lengthy litigation process, leaving that job to others.

The City Council adopted a resolution to initiate this text amendment at its meeting on \_\_\_\_\_, 2022. The Planning Commission held its public hearing on the amendment on \_\_\_\_\_, after which it voted to recommend the amendment to the City Council. The City Council held its public hearing on this amendment on \_\_\_\_\_.

In adopting this ordinance, City Council has considered the applicable factors in Virginia Code § 15.2-2284. The City Council has determined that public necessity, convenience, general welfare and good zoning practice favor the requested rezoning.

## Sec. II. City Code amendment.

City Code §72-33.2, "Planned Development-Commercial District," is hereby amended as follows:

72-33.2           Planned Development-Commercial District.

[Subsections A, "Purpose and intent," B, "Procedure," and C, "Lot size requirements," are not amended.]

D.       Bulk regulations. Bulk regulations for PD-C Districts are as follows:

(1) Maximum building height. Building heights of up to 90 feet are permitted, and may be increased to 199 feet for telecommunication towers or 135 feet for outdoor recreation structures, subject to approval of a special use permit.

(2) Minimum setback requirements.

(a) Front setback, no requirement.

(b) Side setback, no requirement.

(c) Rear setback, no requirement.

(d) From all residential uses outside the PDC District, 50 feet.

(e) From public street rights-of-way, 30 feet.

(f) From internal travel lanes and drives, 15 feet.

(3) Maximum floor area ratio. The maximum floor area ratio shall be 1.00.

~~(4) Residential density use limitations. Residential uses shall not exceed 10% of the overall PD-C District and 24 units per acre.~~

E.       *Residential density use limitations. Residential uses shall not exceed 10% of the overall PD-C development and 24 units per acre. For purposes of this regulation, "the overall PD-C development" shall mean the gross acreage included within the perimeter of a land area zoned PD-C through a single zoning map amendment, or related zoning map amendments adopted contemporaneously by City Council, or an area governed by a single generalized development plan where applicable. For example, and by way of illustration, Celebrate Virginia South is one PD-C development and Central Park is another PD-C development.*

[Current subsections E and F are re-lettered.]

**Sec. III. Effective date.**

This ordinance is declarative of existing law, and shall become effective immediately.

**Votes:**

**Ayes:**

**Nays:**

**Absent from Vote:**

**Absent from Meeting:**

Approved as to form:

---

Kathleen Dooley, City Attorney

\*\*\*\*\*

***Clerk's Certificate***

*I, the undersigned, certify that I am Clerk of Council of the City of Fredericksburg, Virginia, and that the foregoing is a true copy of Ordinance No. 22- duly adopted at a meeting of the City Council meeting held Date, 2022 at which a quorum was present and voted.*

---

***Tonya B. Lacey, MMC  
Clerk of Council***