



# City of Fairfax, Virginia

## City Council Work Session

Agenda Item # 1c

City Council Meeting 10/6/2020

---

TO: Honorable Mayor and Members of City Council

FROM: Robert A. Stalzer, City Manager *RA Stalzer*

SUBJECT: Request of Pulte Homes for a City Council work session to discuss the proposed redevelopment of the Breezeway Motel, Fairfax Gardens Apartments and four adjacent residential lots into a residential planned development through a Comprehensive Plan Amendment, Rezoning to PD-R, approval of a Master Development Plan and a vacation of City owned right-of-way.

---

ISSUE(S): Work Session of City Council to discuss a proposed residential planned development on 4.63 +/- acres.

SUMMARY: The applicant proposes to replace an existing 50-room motel, 38 multifamily units and four single-family homes with 31 townhome units, 34 two-over-two units, and a 32-unit five-story age-restricted condominium building on 4.63 +/- acres.

FISCAL IMPACT: A fiscal impact analysis has not been calculated at this time.

RECOMMENDATION: Discussion and recommendation on proposed redevelopment that includes a Comprehensive Plan Amendment for the existing Breezeway site, rezoning the entire property to PD-R, and a right-of-way vacation for Cedar Avenue.

ALTERNATIVE COURSE OF ACTION: City Council may choose not to conduct the discussion or defer discussion to a future date.

RESPONSIBLE STAFF/  
POC: Albert Frederick, Senior Planner  
Jason Sutphin, Community Development Division Chief  
Brooke Hardin, Director, Community Development & Planning

COORDINATION: Community Development & Planning                      Public Work  
Code Administration/Fire    Police  
Human Services    Historic Resources

ATTACHMENTS: Staff Report, Narrative, Illustrative Layout, Right-of-Way Vacation Exhibit, BAR Staff Report



# CITY OF FAIRFAX

## Department of Community Development & Planning

### Zoning Map Amendment (Z-18-00539)

#### WORK SESSION DATE

October 6, 2020

#### APPLICANT

Pulte Home Company, LLC

#### AGENT

Robert D. Brant, Attorney

#### PARCEL DATA

##### *Tax Map ID*

- ◇ 57-1-14-043
- ◇ 57-1-14-055A
- ◇ 57-1-14-083
- ◇ 57-1-14-077A
- ◇ 57-1-14-076A
- ◇ 57-1-14-075A

##### *Street Address*

- ◇ 10829 Fairfax Boulevard
- ◇ 10807-10812 Cedar Avenue
- ◇ 3937 Walnut Street
- ◇ 3930 Oak Street
- ◇ 3932 Oak Street
- ◇ 3934 Oak Street

##### *Zoning District*

- ◇ CR, Commercial Retail
- ◇ RMF, Multifamily
- ◇ RH, Residential High
- ◇ Architectural Control Overlay District (ACOD)

#### APPLICATION SUMMARY

The intent of this work session request is to receive feedback from the City Council on a proposed Master Development Plan. The applicant is requesting a Comprehensive Plan Amendment from Commercial Corridor to Multifamily, a rezoning from CR, Commercial Retail and RH, Residential High and RMF, Multifamily to PD-R, Planned Development-Residential in the Architectural Control Overlay District (ACOD), approval of a Master Development Plan with modifications, and a right-of-way vacation. The applicant proposes to replace an existing 50-room motel, 38 multifamily units and four single-family homes with 31 townhouse units, 34 two-over-two condominium units, and a five-story age-restricted condominium building on 4.63 +/- acres.



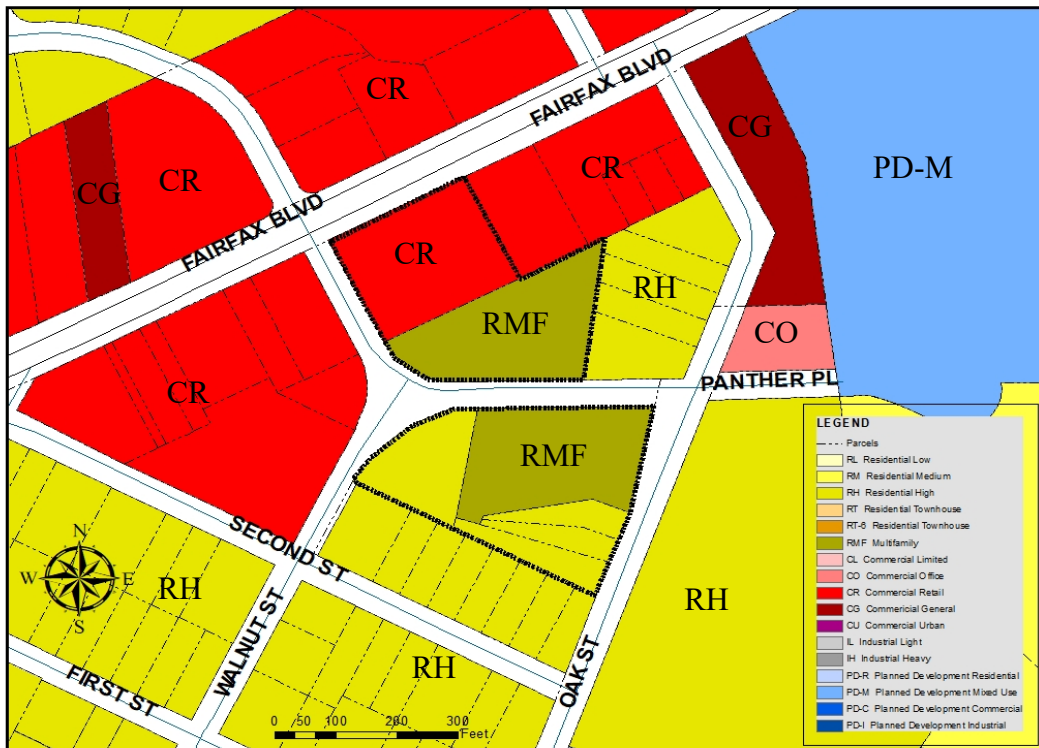
**Background**

The subject property is located within the blocks bounded by Fairfax Boulevard, Oak Street, Second Street and Walnut Street. It consists of a consolidation of six (6) parcels for a total of 4.63 +/- acres as summarized in Table 1 (below):

Table 1: Property Information

<u>Address</u>	<u>Description</u>	<u>Area</u>	<u>Current Zoning</u>
10829 Fairfax Boulevard	Breezeway Motel	1.148 acres	CR, Commercial Retail/ACOD
10807-10812 Cedar Avenue	Fairfax Gardens Apartment	2.082 acres	RMF, Multifamily/ACOD
3930 Oak Street	Single-Family Home	0.251 acres	RH, Residential High
3932 Oak Street	Single-Family Home	0.253 acres	RH, Residential High
3934 Oak Street	Single-Family Home	0.342 acres	RH, Residential High
3937 Walnut Street	Single-Family Home	0.557 acres	RH, Residential High
<b>Total Area:</b>		<b>4.633 acres</b>	

The applicant is requesting a Comprehensive Plan Amendment from Commercial Corridor to Multifamily, a rezoning from CR, Commercial Retail and RH, Residential High and RMF, Multifamily to PD-R, Planned Development Residential in the Architectural Control Overlay District (ACOD), approval of a Master Development Plan with modifications, and a request for City to vacate a portion of City right-of-way and sale of 4,569 sf of right-of-way in Cedar Avenue and Walnut Street. The right-of-way vacation request requires City Council to authorize the City Manager to sign as a participant on the land use application. The parcels that are included within the consolidation for this application, along with their current zoning designations, are shown in Figure 1 (below):



### Figure 1: Existing Zoning

The site is bounded by commercial properties to the west and north, duplexes, a day care center, and Chilcott Field (owned by The American Legion) to the east, and single-family homes within the Fairfax Heights subdivision to the south. Table 2 (below) provides a summary of surrounding land uses. The commercial and multifamily properties are located in the city-wide Architectural Control Overlay District (ACOD).

Table 2: Surrounding Land Use and Zoning

	<u>Existing Zoning</u>	<u>Existing Land Use</u>	<u>Future Land Use</u>
Site	CR, Commercial Retail/ACOD RMF, Multifamily RH, Residential High	Motel, Multifamily, Residential – Single Detached	Commercial Corridor, Multifamily Neighborhood
North	CR, Commercial Retail/ACOD	Commercial/Retail	Commercial Corridor
South	RH, Residential High	Residential – Single Detached	Single-Family Detached Neighborhood
East	RH, Residential High CR, Commercial Retail/ACOD CO, Commercial Office/ACOD	Residential, Montessori School, Retail Open Space	Social and Civic Network Commercial Corridor Green Network
West	CR, Commercial Retail/ACOD	Commercial/Office	Commercial Corridor

### Existing Development

The site is currently developed with the Breezeway Motel consisting of 50 rooms in three buildings constructed in 1951; Fairfax Garden Apartments consisting of 38 apartments in 4 buildings constructed in 1959; three (3) single family homes on Oak Street built in 1957 and one (1) single family home on Walnut Street built in 1954. Cedar Avenue divides the apartment property. The site has access from Fairfax Boulevard, Walnut Street, Cedar Avenue and Oak Street.

### Proposal History

The initial concept plan provided by the applicant, Pulte Home Company, LLC, proposed to replace all of the existing uses with a community of 74 townhomes, 8 of which were identified as live-work units. The townhomes would include a mix of widths (20 feet, 22 feet and 24 feet) and heights between three and four stories. The units marked in blue in “Illustrative Layout” included in the attached preliminary plans indicate the units that were proposed as three story to transition to the nearby single-family homes and all other units are proposed as four story.

On June 11, 2018, the Planning Commission held a work session to review the proposal. Some of the comments voiced by the commissioners included concerns about affordable housing, questions about providing a mixture of housing types instead of only townhouses and whether some could be converted to condominiums, reduction of units proposed to meet the open space requirements and concerns about how the City would be able to enforce the live-work units and what types of businesses would use those spaces.

On July 10, 2018 City Council held a work session to review the proposal. City Council expressed some concerns that were in line with comments from the Planning Commission, as well as, the estimated student generation and potential traffic impacts caused by the proposal.

In August 2018, the applicant submitted an application to rezone six (6) parcels from CR Commercial Retail, RMF Multifamily and RH Residential High to PDM Planned Development – Mixed Use on 4.63 +/- acres. The application also included a Master Development Plan (MDP) to replace the existing uses on site with 74



townhomes, 8 of which were identified as live-work units facing Fairfax Boulevard. During the first review of the MDP submitted on August 6, 2018, staff informed the applicant and its representative that the proposed plan did not conform to the City's Comprehensive Plan with the proposed live/work units fronting on Fairfax Boulevard in the Business Commercial Future Land Use designation. The initial design did not meet Objective LU-3 of the previous Comprehensive Plan or the Fairfax Boulevard Master Development Plan. Also, staff informed the applicant that the application was incomplete due to issues related to the depicted right-of-way for Cedar Avenue and Walnut Street. Staff also provided comments on the two entrances off of Cedar Avenue because the entrances are too close to the intersections with Walnut Street and Oak Street. A better alignment would be entrances at mid-block on Cedar Avenue. Likewise, the entrance/exit off of Walnut Street was too close to Fairfax Boulevard creating conflicts for drivers accessing the site (particularly the commercial use) and drivers coming and going from Fairfax Boulevard.

On June 7, 2019, the applicant submitted a revised Master Development Plan that removed the live/work units from the plan and added a commercial building footprint in the range of 8,000 sf to 10,000 sf with a list of potential uses. On August 19, 2019, staff provided a courtesy review to address the revised MDP, while the applicant and Public Works discussed the right-of-way vacation and other transportation related issues. On September 27, 2019, the Development Review Team met with the applicant to discuss the proposed right-of-way vacation and transportation improvements on Cedar Avenue, and Public Works and City Attorney have subsequently outlined the vacation process.

On December 10, 2019, City Council discussed the proposed plans for redeveloping the Breezeway Motel, Fairfax Garden Apartments and four single family homes with 42 townhomes, 20 two-over-two condominiums and 8,000 sf to 10,000 sf of commercial. After staff presented the current proposal, City Council discussed a number of issues that ranged from building heights and density, traffic volumes to right-of-way vacation, and open space to the status of the Breezeway Motel. The applicant stated that the Breezeway would remain until the landowner found a new owner to acquire the property and redevelop the site. City Council expressed concerns about the Breezeway remaining while townhouses were being developed. City Council also expressed an interest in seeing how the four redevelopment projects (Breezeway, Paul VI, Mount Vineyard and American Legion) in the area would have an impact on traffic and other infrastructure.

On January 13, 2020, the Planning Commission held a work session to discuss a proposal to replace the existing motel, 38 multifamily units and four single-family homes with 42 townhomes, 20 two-over-two condominiums and 8,000 sf to 10,000 sf of commercial, on the 4.63 acres. The right-of-way vacation for Cedar Avenue requires City Council to authorize the City Manager to sign as a participant on the land use application. This proposal would require approval of a rezoning, Master Development Plan and a request for right-of-way vacation.

The Planning Commission held a work session on September 28, 2020 on the current proposal. Planning Commission comments and questions covered a number of issues such as:

- How is the elimination of commercial land on Fairfax Boulevard consistent with the Comprehensive Plan?
- A residential building along Fairfax Boulevard may not be an appropriate response to meeting housing needs of the City's senior population.
- What are the cumulative transportation impacts from the proposed development and other developments on the surrounding roads (Oak Street, Walnut Street and Cedar Avenue)?
- The increase in density will change this neighborhood.
- What is the appropriate height for the age-restricted building when evaluating the adjacent properties along Fairfax Boulevard?

- How do you screen/transition from single-family homes on 2<sup>nd</sup> Street with four story townhomes looking down on the rear yards of the adjacent homes?
- Connectivity through the use of pedestrian and bicycle facilities and other off-site improvements should be explored by the applicant and City staff.
- Developer should consider safety measures for open space areas. There was also some concern with HOA open space areas being open to the public.
- Discussion on parking for multifamily units, trash facilities, loading zones and sound.
- Documentation of the historic elements of the Breezeway should be considered and coordinated with City staff.
- Applicant was encouraged to begin outreach to the surrounding neighborhood and associations.

Overall, the Planning Commission indicated general support for the townhomes/two over two condos and open space but members expressed reservations regarding replacing commercial property with residential along Fairfax Boulevard.

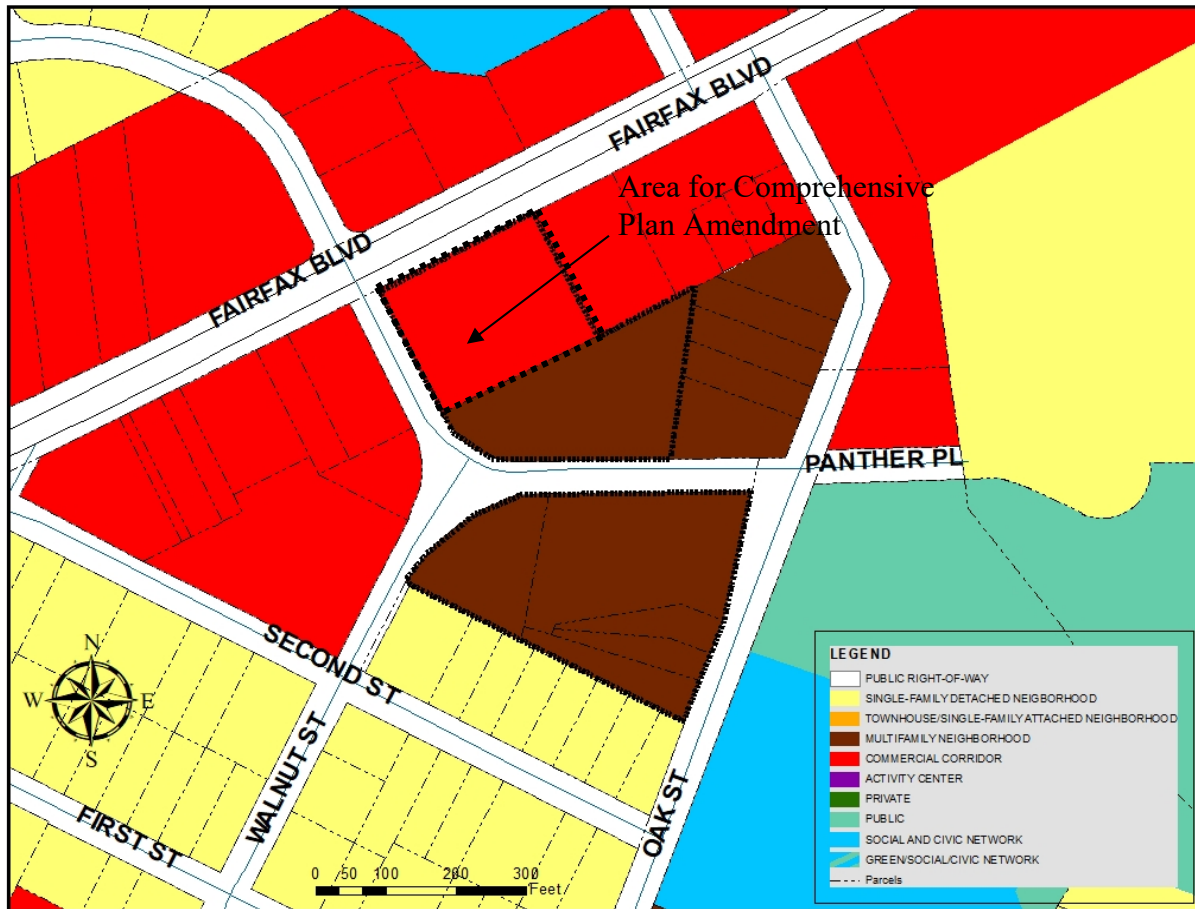
### **Master Development Plan Summary**

The applicant proposes a Comprehensive Plan Amendment from Commercial Corridor to Multifamily, a rezoning from CR, Commercial Retail and RH, Residential High and RMF, Multifamily to PD-R, Planned Development Residential, approval of a Master Development Plan with modifications, and a right-of-way vacation. The applicant proposes to replace the existing Breezeway motel, 38 multifamily units and four single-family homes with 31 townhouse units, 34 two-over-two units, and a five-story age-restricted condominium building with 212 parking spaces on 4.63 +/- acres. A right-of-way vacation request for Cedar Avenue requires City Council to authorize the City Manager to sign as a participant on the land use application. If the right-of-way vacation is approved, the total project area is increased from 4.63 +/- acres to 4.73 +/- acres.

### **Comprehensive Plan**

The Comprehensive Plan is a guide for the future growth of the City, focusing on the community needs through 2035. The Comprehensive Plan provides guidance on land use, transportation, housing, economic housing, environment, public facilities, parks, arts, and historic preservation (2035 Comprehensive Plan, Pg. 5).

**Land Use:** The applicant is seeking to build 31 townhomes and 66 multifamily units which requires a Comprehensive Plan Amendment from Commercial Corridor Place Type to Multifamily Neighborhood Place Type on the 1.14-acre parcel (i.e., the Breezeway) fronting on Fairfax Boulevard. The remainder of the site has Multifamily Neighborhood Place Type. The consolidated properties are overlaid on the Future Land Use Map from the Comprehensive Plan in Figure 2 (next page):



**Figure 2: Comprehensive Plan Future Land Use Map**

The proposed development would be consistent with the Comprehensive Plan Place Type of Multifamily Neighborhood with a mixture of multifamily and townhouses. The Multifamily Neighborhood Place Type, identified in brown in the Future Land Use Map, applies to neighborhoods that are primarily developed with multifamily apartment or multifamily condominium housing. Townhouse/Single-Family Attached Neighborhood uses and Single-Family Detached Neighborhood uses may be considered in the Multifamily Neighborhood Place Type when developed in conjunction with Multifamily Neighborhood uses (Comprehensive Plan, Pg. 30).

The design and layout of new Multifamily Neighborhood developments should reflect the location of the development within the City. Development that is adjacent to Single-Family Detached or Townhouse/Single-Family Attached neighborhoods within City limits, or to neighborhoods zoned primarily for single-family detached or single-family attached residences within adjacent jurisdictions, should have a maximum of three floors and provide landscaped setbacks for portions of the site that are adjacent to any such uses. Otherwise, a building height of up to four stories or 45 feet may be considered. In order to retain the relative affordability available in many existing multifamily structures, redevelopment of existing multifamily sites within Multifamily Neighborhood land use areas, where additional density is permitted by the Zoning Ordinance, should consider accommodating existing multifamily structures. Predicated on the underlying zoning district, the Multifamily Neighborhood Place Type supports up to 20 dwelling units per acre and a maximum height of 4 stories/45 feet (Comprehensive Plan, Pg. 30). The height of the two-over-two units adjacent to single-family neighborhoods is inconsistent with the height limitations in the Comprehensive Plan.

The applicant is proposing a mix of townhomes and condominiums on 4.63 +/- acres with a density of 20.9 dwelling units per acre. The proposed residential development varies in unit type and size. The townhome buildings on the south side of Oak Street are proposed at a 37' 10" to mid-point of roof with three stories adjacent to the single-family neighborhood on Second Street. The multifamily units (two-over-two condominiums) on the north side of Cedar Avenue and on Oak Street are proposed at a height of 49' 5" to mid-point of roof. The proposed adult living building on Fairfax Boulevard is proposed at a height of 55' 8" to roof line with five (5) stories including a parking garage.

### Housing Goal 1

Support a wide range of housing.

Outcome H1.1: Continued development of housing types that are underrepresented in the City's existing stock of housing units.

It is vital that a variety of high-quality, attractive housing choices continue to be available in the City to support differing needs and demands of residents. Housing needs and demands are reflective of the existing housing stock and fluctuating market trends, making them subject to change over time. Specific housing types are identified in the Land Use Strategies Section of the Comprehensive Plan. Current shortages could include multifamily rentals and condominiums, of which the majority of the City's stock was built in the 1960s, and townhomes, of which the City currently has a lower ratio than many surrounding communities in Fairfax County (Comprehensive Plan, pg. 54).

### Housing Goal 3

Provide housing options for older adults and persons with disabilities.

Outcome H3.1.1: A range of accessible housing types with appropriate levels of support and care is available for older adults and persons with disabilities that incorporate the concept of universal design.

Housing that is designed for older residents and persons with disabilities was another issue that rose to the forefront of the housing discussion during the Comprehensive Plan's public outreach sessions. Given the relatively high concentration of older adults in the City as compared to surrounding jurisdictions, demand for such units from existing City residents could be strong. Housing should be suitable for a range of choices, such as aging in place, accessory dwelling units, dedicated senior housing, and assisted living/nursing care (Comprehensive Plan, pg. 57).

The applicant is proposing a 31 townhouse units, 34 two-over-two units, and a 32-unit five-story age-restricted condominium building on 4.63 +/- acres with a density of 20.9 dwelling units per acre. The Multifamily Neighborhood Place Type has a maximum density of 20 dwelling units per acre.

Rezoning: The applicant is requesting to rezone the properties from CR Commercial Retail, RMF Multifamily and RH Residential High to PD-R Planned Development-Residential.

§3.2.3. Planned development districts A. PD-R, Planned Development Residential The PD-R, Planned Development Residential District, is provided to encourage more flexibility for housing options within a planned development, and allowing an increased density in return for the provision of a higher quality development than may be otherwise provided; i.e., more affordable housing, recreation and open space, or other improvements addressing community needs or values.

§3.8.2.B.2. Planned development district rezoning may be approved only when the applicant demonstrates to the satisfaction of the city council that a proposed planned development project would result in a greater benefit to the city than would development under general zoning district regulations.

Based on current zoning districts, the site could be developed with approximately 44 residential units plus a commercial building. The current proposal illustrates 97 units on 4.63 +/- acres with a proposed density of 20.9 units per acre.

Open Space: The Planned Development-Residential District requires at least 20 percent of the site designated as recreation and open space “for use and enjoyment of the residents and occupants of the Planned Development.” The development currently proposes five (5) areas of open space for a total of 1.02 acres or 22% of the property. The first open space area (0.234 +/- acres) is located on Fairfax Boulevard in front of the proposed multifamily senior living building. The second and third open space areas (0.373 +/- acres and 0.239 +/- acres) are located immediately north and south of Cedar Avenue, accessible to both the residents in the development, as well as, the surrounding neighborhood. The fourth area of 0.119 acres is located at the northeastern corner of Cedar Avenue and Walnut Street. The final open space area (0.057 acres) is located at the northeast corner of the site. These areas meet the zoning requirement that open spaces must be a minimum of fifty (50) feet wide. The Zoning Ordinance requires at least 60% of the required open space be contiguous, however it may be bisected by a residential street which it is in this proposal. A transitional yard buffer of ten (10) feet is required along all site area boundaries, which it appears this proposal is providing with the exception of the northeast property line adjacent to the existing commercial properties on Fairfax Boulevard. Also, a ten (10) foot landscape strip is shown along all public rights of way.

Scale: The design and layout of new Multifamily Neighborhood developments should reflect the location of the development within the City. Development that is adjacent to Single-Family Detached or Townhouse/Single-Family Attached neighborhoods within City limits, or to neighborhoods zoned primarily for single-family detached or single-family attached residences within adjacent jurisdictions, should have a maximum of three floors and provide landscaped setbacks for portions of the site that are adjacent to any such uses. Otherwise, a building height of up to four (4) stories or 45 feet may be considered. The proposed residential development varies in unit type and size. The townhome buildings on the south side of Oak Street are proposed at a height of 37' 10" to mid-point of roof with three (3) stories adjacent to the single-family neighborhood on Second Street. The multifamily units (two over two condominiums) on the north side of Cedar Avenue and on the west side of Oak Street are proposed at a height of 49' 5" to mid-point of roof (multifamily). The proposed adult living building on Fairfax Boulevard is proposed at a height of 55' 8" to roof line with five (5) stories including a parking garage.

The density for the proposed project is 20.9 dwelling units per acre. The proposed multifamily buildings are located on Fairfax Boulevard, on the north side of Cedar Avenue and on Oak Street; while, townhomes are planned to be developed on the south side of Cedar Avenue with an access point on Oak Street. The townhomes are located to serve as a transition from multifamily and to the single-family neighborhood on Second Street. The proposed plan has townhome units facing Walnut Street and Oak Street. The overall residential densities and heights for other approved developments as compared to the subject application are provided in Table 3 (next page):



Table 3: Residential Comparisons

<u>Project</u>	<u>Site Area (Acres)</u>	<u>Number of Units</u>	<u>Density</u>	<u>Building Height</u>
Pulte/Breezeway	4.63	97	20.9	37' 10" to mid-point of roof (townhomes) 49' 5" to mid-point of roof (multifamily/condo) 55' 8" to roof line (senior building)
Cameron Glenn	6.23	48	13.3	43'
Canfield Village	1.82	14	13.7	43'
Madison Mews	1.76	26	14.8	50'
Main Street Residences	4.32	40	9.3	45' 5"
Mayfair	0.93	25	28.5	43'
Metro Church/EYA	3.69	50	13.5	45'
Mount Vineyard	6.11	132	21.6	48' (townhomes); 55' (multifamily)
Paul VI	18.5	266	14.4	40-45' (townhomes); 45' (multifamily); 35' (single family detached)
Providence Square	2.2	96	43.4	65'

The townhome unit dimensions proposed are generally similar to those in other townhome projects in the City as shown in Table 4 (below):

Table 4: Townhome Unit Width Comparison

<u>Project</u>	<u>Total # of TH units</u>	<u>Townhouse Unit Width</u>					
		<u>16'</u>	<u>17'</u>	<u>20'</u>	<u>22'</u>	<u>24'</u>	<u>30'+</u>
Pulte/Breezeway	31			■	■		
Cameron Glen	48					■	
Canfield Village	14					■	
Madison Mews	26					■	
Main Street Residences	40				■	■	■
Mayfair	25		■	■			
Metro Church/EYA	50	■		■		■	
Mount Vineyard	38				■		
Paul VI	115			■	■	■	

The applicant has proposed 31 front and rear loaded townhomes with widths of 20 feet and 22 feet. The applicant has also proposed 34 two over two condominiums (multifamily) at 24 feet in width and 32 multifamily units in an age restricted senior building. The total number of units in the proposed planned development is 97 units.

Circulation: The applicant proposes two entrance/exit access points into the northern section of the site from Fairfax Boulevard and Walnut Street. The applicant has proposed only one access point from Oak Street for the southern section of the development. The applicant also has proposed an emergency access point on the south side of Cedar Avenue in alignment with the private internal street between Units 21-25 and Units 52-65. The applicant will need to update the Traffic Impact Study that was submitted with the initial application.

Pedestrian Circulation: The applicant is proposing a sidewalk network throughout the site with five (5) foot wide sidewalk internal to the site and five (5) foot wide sidewalk on Cedar Avenue, Walnut Street and Oak

Street. The applicant is proposing to install a mid-block pedestrian crosswalk on Cedar Avenue. The applicant is proposing to install a ten (10) foot wide shared use path along Fairfax Boulevard as recommended by the Multi-Modal Plan.

Inter-parcel connection: The applicant is proposing a future location for a potential inter-parcel connection with adjacent commercial property (Parcel ID # 57-1-14-048) to the east on Fairfax Boulevard.

Parking: The residential units require 2 parking spaces per unit. The applicant has proposed 212 spaces on site through a combination of 140 garage spaces, 38 surface spaces and 34 tandem spaces. The required number of parking spaces might be reduced to 1.5 spaces per unit depending on the bedroom mix in the proposed condominium building. In addition to the parking spaces on site, the applicant proposes fourteen (14) spaces on Cedar Avenue. However, on-street parking on a City road may not be included in parking calculations for the development. Table 5 (below) summarizes the required parking requirements and proposed parking spaces provided by the applicant.

Table 5: Parking Requirements

<u>Use</u>	<u>Units</u>	<u>Code Requirement</u>	<u>Required Spaces</u>	<u>Provided Spaces</u>
Age Restricted Building	32	<b>2 spaces/unit</b>	64	44
Townhomes	31	<b>2 spaces/unit</b>	62	62
2-over-2 Condos	34	<b>2 spaces/unit</b>	68	68
Surface Parking				38
<b>Residential</b>	<b>97 units</b>	<b>2 spaces/unit</b>	<b>194</b>	<b>212</b>

Bicycle Parking: Bicycle parking and storage facilities are required for all non-residential uses and multifamily uses. This proposal would require ten (10) bicycle parking spaces. The plan does not show any proposed bicycle parking at this time although there appears to be adequate space on site to incorporate it.

Architecture: The applicant has yet to submit a formal application for a Major Certificate of Appropriateness. However, a pre-application work session with the Board of Architecture Review (BAR) was held on September 16, 2020. See Attachment 5 for staff report.

#### Historic Resources:

The Breezeway Motel represents the era of mid-twentieth century automobile and motel culture, important to the history and economic life of Fairfax City. Also, the Breezeway Motel has a distinctive architectural design. The applicant should coordinate with the Office of Historic Resources to provide a recordation and documentation of the historic nature of the site.

#### Human Services:

Housing goals in the City of Fairfax 2035 Comprehensive Plan under Land Use include:

- Support a wide range of housing types.
- Ensure availability of housing that is affordable.
- Provide housing options for older adults and persons with disabilities.
- Support residential improvements of existing housing units.

“Affordable Housing” is a term utilized to reflect a continuum of housing options for residents that fall below the area’s medium income. In our community, the affordable housing needs include homeless prevention, housing for low-income working families, housing for disabled residents, housing for older adults and

workforce housing. The Director of Human Services requests that affordable housing options be included in this development. The Northern Virginia area is in desperate need of increased workforce affordable housing options.

It is crucial that the Breezeway development planning include coordination with the City of Fairfax's Human Services office and the Office to Prevent and End Homelessness to assist residents that will be displaced by this development seek alternative housing options prior to the start of construction.

### **Public Safety:**

- The private street that runs parallel with Oak Street between Cedar Avenue and the southern boundary of the project may require a turnaround for fire department vehicles. My measurement puts that street at 190-feet. Any dead end street that is greater than 150-feet requires a fire apparatus turn around. The "emergency access" accommodation will most likely not suffice depending on the method of construction – 2015 SFPC 503.2.5
- Provide location for fire department connection (FDC) location on the age restricted building.
- Location of fire hydrant for FDC locations within 100 feet of a fire hydrant. Preferred hydrant location is on same side of street as the building FDC 2015 SFPC 507.5.1.1
- Provide the location of fire department key box locations for the age restricted building – 2015 SFPC 506.1
- Provide locations and layout for fire lane signs and method of identification – 2015 SFPC 503.3-503.4
- Provide dimension of the gap between the front-load townhomes located on the southern side of the project.
- The provided symbology on the plans did not include fire hydrant locations.

### **Public Works:**

- Both sides of Cedar Street should have replacement curb.
- An appropriate transition from new to existing sidewalk must be provided on the north side of Cedar Street.

### **Transportation:**

- Provide access from the north side of the age-restricted condo building to the pocket park along Fairfax Boulevard so the park does not feel isolated or difficult to access.
- Access from the north side of the age-restricted condos would also improve access to Metrobus stops on Fairfax Boulevard.
- Add pedestrian access to Fairfax Boulevard along the east side of the development.
- Add bike/pedestrian access between Oak Street and Walnut Street along the south side of the development to break up the larger block. For example, add a pathway south of the front-loading townhomes. Alternatively continue a path from the west end of the new private street through to connect to Walnut Street.
- Consider different alignments for the walkways through the pocket parks on either side of Cedar Street, including connections to the raised pedestrian crossing/speed table.
- If the entrance from Walnut Street to the north part of the development is designed as a private street, it will not meet Public Facilities Manual requirements (too close to both Fairfax Boulevard and Cedar Street). However, if it is designed as a commercial entrance/residential driveway, those PFM requirements would not apply.

- Coordinate the alignment of the new street in the southern section (intersecting Oak Street) with the proposed new street in the American Legion redevelopment.
- A revised traffic study will be required reflecting the changed land use proposed along Fairfax Blvd and changes to the number and location of entrances.
- Note that this proposal still requires right-of-way vacation on Cedar Street.

**ATTACHMENTS**

A1 – Illustrative Layout

A2 – Open Space Plan

A3 – Right-of-Way Vacation

A4 – Request for Work Sessions

A5 – BAR Work Session Report



**PREPARED BY:**



---

Albert Frederick  
Senior Planner

9/29/20

---

DATE



---

Jason D. Sutphin  
Community Development Division Chief

9/29/20

---

DATE



---

Brooke Hardin  
Director, Community Development & Planning

9/29/20

---

DATE





**LEGEND:**

- EXISTING RIGHT-OF-WAY/ PROPERTY LINE
- PROPOSED RIGHT-OF-WAY

**VEGETATION LEGEND:**

- APPROXIMATE LOCATION OF EXISTING TREE TO REMAIN
- APPROXIMATE LOCATION OF PROPOSED TREE
- APPROXIMATE LOCATION OF PROPOSED SHRUB

**SITE TABULATION:**

	22 X 40 FT FRONT LOAD TOWN HOME- 13 UNITS
	22 X 40 FT REAR LOAD TOWN HOME- 15 UNITS
	20 X 40 FT REAR LOAD TOWN HOME- 5 UNITS
	24 X 50 FT REAR LOAD STACKED CONDO - 34 UNITS
	180 X 80 FT 32 UNIT CONDO BUILDING





**DESIGN ELEMENTS LEGEND:**

- TRASH RECEPTACLE
- PEDESTRIAN LIGHT
- BIKE RACK
- METAL BENCH
- STEPPING PAVER
- TRANSITION PLAZA

**VEGETATION LEGEND:**

- APPROXIMATE LOCATION OF EXISTING TREE TO REMAIN
- APPROXIMATE LOCATION OF PROPOSED TREE
- APPROXIMATE LOCATION OF PROPOSED SHRUB





NORTH R.O.W. VACATION AREA:  
1,354 SF - OR - 0.0311 AC

SOUTH R.O.W. VACATION AREA:  
3,215 SF - OR - 0.0738 AC



Robert D. Brant  
(703) 528-4700 Ext. 5424  
[rbrant@thelandlawyers.com](mailto:rbrant@thelandlawyers.com)



**WALSH COLUCCI  
LUBELEY & WALSH PC**

August 28, 2020

**Via E-Mail and U.S. Mail**

Brooke Hardin  
City of Fairfax  
Department of Community Development & Planning  
10455 Armstrong Street, Suite 207  
Fairfax, Virginia 22030

Re: Request for Planning Commission and City Council Work Sessions  
Project Number: Z-18-00359  
Applicant: Pulte Homes, LLC

Dear Mr. Hardin:

On behalf of Pulte Homes, LLC (“the Applicant”), the Applicant in the above-referenced rezoning application and contract purchaser of an assemblage of parcels in the City of Fairfax that includes the Breezeway Motel, the Fairfax Gardens apartments and four single family homes, I am submitting this letter and the enclosed materials as a request for work sessions with the Planning Commission and City Council. A formal resubmission of the Master Development Plan and associated application materials is forthcoming shortly.

As you are aware, the Applicant submitted the referenced rezoning application in August 2018 after initial work sessions with the Planning Commission and City Council earlier that year. Since that time, the Applicant has continued to work with staff on the application, which has gone through a number of iterations since the initial submission. The last iteration of the proposal, which was presented at work session with City Council in December 2019 and the Planning Commission in January 2020, included 42 townhouses, 20 stacked two-over-two condominiums, and an 8,000 sf – 10,000 sf commercial building along Fairfax Boulevard. While the feedback received on the direction of the proposal was generally positive, the Applicant had expressed reservations concerning the viability of the commercial component. Additionally, since the development of the commercial component would be done by a third-party outside the Applicant’s control, City Council and the Planning Commission raised concerns about the timing of its construction. As a result, the Applicant was encouraged to further evaluate and refine the proposal.

Within a few months of these work sessions, the global COVID-19 pandemic occurred, resulting in far-reaching impacts worldwide. There are now new questions about the future of commercial and retail development, and a significant amount of uncertainty. The pandemic has

**ATTORNEYS AT LAW**

703 528 4700 | [WWW.THELANDLAWYERS.COM](http://WWW.THELANDLAWYERS.COM)  
2200 CLARENDON BLVD. | SUITE 1300 | ARLINGTON, VA 22201-3359

LOUDOUN 703 737 3633 | WOODBRIDGE 703 680 4664



amplified the Applicant's prior concerns about the viability of a commercial use on the Breezeway parcel in the current market climate.

In light of these concerns, the Applicant has re-evaluated and modified its proposal to create a development program that brings the entire Subject Property under the Applicant's control and eliminates uncertainty regarding the future of the Breezeway parcel. As illustrated in the enclosed materials, the modified proposal replaces the commercial building with a 32-unit age-restricted multifamily building that would be located in the current location of the Breezeway Motel along Fairfax Boulevard. The building would be the first of its kind in the City, and would provide a new housing option for senior City residents who are not yet in need of congregant or assisted living. The proposed building will be fully secure, including a secure enclosed parking garage at the ground level, and would be designed to accommodate the senior demographic. The garage will include 44 parking spaces, with 18 additional surface parking spaces for residents and guests located to the rear of the building. Residents of the building would be restricted to individuals 55 years and older, and this restriction would be established by covenants recorded in the land records. The five story building is set back approximately 50 feet from the Fairfax Boulevard right of way. Within this setback, the Applicant proposes an open space area that will function as a linear park. This open space, along with the previously proposed central open space on the north and south side of Cedar Avenue, will be publicly accessible. The Applicant anticipates that as properties along Fairfax Boulevard to the east of the Subject Property redevelop, there may be an opportunity to extend this linear park to connect with the Paul VI development.

The City's Comprehensive Plan (the "Plan") expressly acknowledges the need for additional housing options for seniors in the City. While there are already existing and recently approved assisted living housing options, as noted above, this use would be unique and fill a market gap. The need for senior housing is reinforced by the Applicant's recent experience at its Atrium active adult community near the Vienna Metro, where the level of market interest and pace of sales has emphasized the current and growing demand for this type of housing. As a result, the proposed age-restricted building would meet a need specifically identified by the City's Comprehensive Plan, as confirmed by the Applicant's experience in this market.

In addition to the introduction of the age-restricted multifamily building, the Applicant has made a number of other revisions to the proposal based on feedback from staff, the Planning Commission and City Council. These revisions are briefly summarized as follows:

- Walnut Street Access – In response to previous comments from staff, the access point on Walnut Street has been shifted closer to Fairfax Boulevard from its previous location, thereby improving the spacing between this access and the intersection with Cedar Avenue. The previously proposed intersection improvements at this intersection remain.
- Oak Street Stacked Condominiums – The prior version of the proposal included a stick of ten (10) townhouses along Oak Street. Based on feedback that this stick was too long, the townhouse units have been converted to stacked condominium

two-over-two units and broken up into two smaller sections with a break in between.

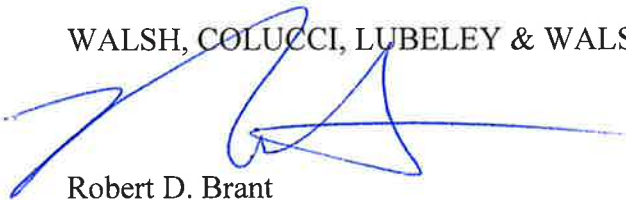
- Open Space – The above design changes have resulted in an opportunity for additional open space on-site. With these changes, the amount of proposed open space has increased to 22.1%, which exceeds Zoning Ordinance requirements.
- Traffic Reduction – As demonstrated in the Applicant’s revised traffic study, which will be submitted shortly under separate cover, the replacement of the previously proposed commercial building with 32 age-restricted multifamily units will result in a significant reduction in traffic.

With the incorporation of the above changes, the Applicant’s proposal now consists of a total of 32 age-restricted multifamily units, 34 stacked condominium two-over-two units and 31 townhouses. The proposal complies with Zoning Ordinance requirements for open space, transitional yards, canopy coverage and parking.

On behalf of the Applicant, I appreciate the willingness of staff, the Planning Commission and City Council to continue working with us on this proposal. I would further appreciate the scheduling of follow-up work sessions with the Planning Commission and City Council at their earliest convenience to provide an update and obtain additional feedback on the revised proposal. Should you have any questions regarding the enclosed materials or if I can provide additional information to facilitate your review, please do not hesitate to contact me. As always, I appreciate your assistance.

Very truly yours,

WALSH, COLUCCI, LUBELEY & WALSH, P.C.



Robert D. Brant

Enclosures

cc: Tommy Scibilia      David DeMarco      Greg White  
Jason Sutphin      Rose Sumrall  
Albert Frederick      Chris Neifert



## Board of Architectural Review

DATE: September 16, 2020  
TO: Board of Architectural Review Chair and Members  
THROUGH: Jason Sutphin, Community Development Division Chief *JDS*  
FROM: Tommy Scibilia, BAR Liaison *TS*  
SUBJECT: **Breezeway Motel and Fairfax Gardens Properties – Work Session**

ATTACHMENTS: 1. Relevant Regulations  
2. Photos  
3. Statement of Support  
4. Plans Package

### **Nature of Request**

1. Case Number:	No active case
2. Address:	10829 Fairfax Boulevard, 10807-10818 Cedar Avenue, 3937 Walnut Street, and 3930, 3932, and 3934 Oak Street
3. Tax Map Parcels:	57-1-14-043, 57-1-14-055A, 57-1-14-083, 57-1-14-077A, 57-1-14-076A, 57-1-14-075A
4. Request:	31 townhouses, 34 two-over-two stacked condominiums, 5-story multifamily building, site improvements
5. Potential Applicant:	Pulte Homes, LLC
6. Applicant's Representative:	Robert D. Brant
7. Status of Representative:	Agent
8. Current Zoning:	CR Commercial Retail, RMF Residential Multifamily, RH Residential High, Architectural Control Overlay District
9. Proposed Zoning:	PD-R Planned Development Residential, Architectural Control Overlay District

## **BACKGROUND**

The subject site comprises 6 parcels/4.73 acres of land along Fairfax Boulevard, Walnut Street, Cedar Avenue, and Oak Street in the central portion of the City. The site is currently improved with:

- Breezeway Motel, 10829 Fairfax Boulevard, a motel constructed in three phases between 1950 and 1960, comprising four separate structures including the rental office, an L-shaped one-story building containing motel rooms, a two-story rectangular building containing motel rooms, and

a two-story rectangular structure elevated above ground floor parking containing motel rooms. The exterior of the buildings are white painted cinder block with simple side gable and flat roof forms. The rental office has a unique north/front façade with a gabled form that is made up of windows. The stairwells at the corners of the elevated two-story building are capped with distinctive rounded red open-face canopies. The majority of the site is paved with asphalt making up parking and drive aisles. Landscaping is concentrated along Walnut Street on the west side of the property in the form of mature evergreen trees. A distinctive two-tier pylon sign is located in the center of the property in a curbed landscape bed fronting on Fairfax Boulevard. This motel is discussed in the 2004 cultural resources inventory and report prepared by EHT Traceries, Inc., a preservation consultant based out of Washington DC. The report recommends that the Breezeway Motel be included on a Multiple Property Documentation Form as part of a series of roadside motels, diners, and service stations for their historical significance to post-World War II development of the City and the era in American history when cross country travel became a popular pastime. The report also recommends the Breezeway be considered for individual nomination to the National Register of Historic Places. No motion has been taken on either recommendation to date. The Virginia Department of Historic Resources identification number for the Breezeway Motel is 151-5252.

- Fairfax Gardens apartments, 10807-10818 Cedar Avenue, four two- and three-story garden-style apartment buildings straddling Cedar Avenue, constructed in 1959. These buildings have rectangular footprints, white-painted brick exteriors, front- and rear-facing balconies, and side gable asphalt shingle roofs. The property contains mature canopy trees.
- 3937 Walnut Street, a single-family home constructed in 1954.
- 3930, 3032, and 3934 Oak Street, three single-family homes constructed in 1957.

The north side of the site is bounded by Fairfax Boulevard. To the south are single-family homes on Second Street. The east side of the site is bounded by Oak Street, and the west side of the site is bounded by Walnut Street. Cedar Avenue bisects the site. See aerials of the subject site in Attachment 2.

## **PROPOSAL**

The applicant is requesting redevelopment of the site to include 31 townhouses, 34 two-over-two stacked condominium units, and a five-story age-restricted multifamily building with structured parking on the ground floor. A land use case is open and active for a rezoning from the subject site to PDR Planned Development Residential, and for a Comprehensive Plan Amendment to change the Future Land Use designation of the property from Commercial Corridor and Multifamily Neighborhood to Multifamily Neighborhood for the entire site. It is noted that neither Planning Commission nor City Council have reviewed this current proposal.

### *Site layout*

Although the site layout and design are not within the purview of a Certificate of Appropriateness review, a description follows for context.

A portion of the right-of-way at the corner of Walnut Street and Cedar Avenue would need to be vacated by the City to allow the development to proceed as proposed. The applicant has been in discussion with the City on the design to ensure it is safe and an overall improvement to this roadway. The multifamily building would be oriented toward Fairfax Boulevard with a programmed open space in front. Two sticks of rear-loaded two-over-two stacked condo units would be located on the north side of Cedar Avenue, separated from the multifamily building by a private roadway with surface parking, from which the townhouse garages would be accessed. A drive aisle along the east side of the multifamily building would connect the private roadway to Fairfax Boulevard and provide vehicular access to the multifamily parking garage. The rear-loaded two-over-twos on the north portion of the site would face out onto an open space that would straddle Cedar Avenue. The two halves would be connected by a raised pedestrian crossing in the right-of-way.

On the south side of Cedar Avenue would be all townhouses and the remaining two-over-twos. Two sticks of two-over-twos would front onto Oak Street on the eastern edge of the site. The townhouses would be arranged around a private roadway and two alleys accessed from Oak Street. Two sticks of rear-loaded units would face the open space on the south side of Walnut Street. One stick of rear-loaded units would face Walnut Street on the west side of the site. Two sticks of front-loaded units would be located along the south edge of the site facing the private roadway.

The sidewalk along Fairfax Boulevard would be widened to 10 feet. The existing five-foot-wide sidewalks along Walnut Street, Oak Street, and Cedar Avenue would remain, except for in the area of the modified right-of-way at the corner of Walnut Street and Cedar Avenue where new five-foot concrete sidewalks would be installed. Concrete pedestrian walkways throughout the site would provide access to the front doors of the multifamily, two-over-two, and townhouse units.

#### *Age-restricted multifamily building architecture*

The multifamily building closest to Fairfax Boulevard would have a rectangular footprint. The ground floor would comprise structured podium parking. The four floors above would contain 32 age-restricted residential units. The total height of the building would be 55'8". The building would have symmetrical façades on all four sides, with the north and south elevations and east and west elevations being mirrors of one another. The podium garage would be a precast stone material, with vertical and horizontal scoring. The façade of this level would contain large window-like openings to the garage affixed with decorative metal grills and articulated with precast sills and headers. The two pedestrian access points to the ground floor lobby area would be on the south elevation facing the private roadway and surface parking. These entrances would be full-light double doors with sidelights and suspended metal awnings all with a dark bronze finish. The upper floors of the building would be articulated with bays of different materials and colors, with slightly offset planes, and with recessed balconies on the north and south elevations. Fenestration would include one-over-one windows with dark bronze framing grouped in twos and threes. The roofline would have contemporary flat forms, with varying heights, simple overhanging cornices, and metal coping. Proposed materials include brick in brown and tan making up the majority of the façade, and fiber cement panel in light and dark gray in the center portion of certain



bays and as the primary material along the top of the building. Elevations and renderings of this building can be found in Attachment 4.

#### *Two-over-two architecture*

The two-over-two rear-load stacked condominiums would have the appearance of traditional townhouses. The buildings would be four stories total, each unit being two stories. The total height for each building would be approximately 49'5" to the midpoint of the gabled roof. Each stack of units would vary by material and color. Brick would be the primary façade material of the front elevations varying in amount from one story on certain center unit stacks to all four stories for the end unit stacks. Brick would have decorative banding and would be used as headers and sills for the windows. Fiber cement lap siding would be used on the front elevations of the center units on upper stories. A variety of colors for brick and fiber cement siding are proposed within each stick of units. Two-story projecting window bays would be used to add articulation to the front elevations of center unit stacks. Front-facing gables with vents would be used to break up the roofline of the front elevation as well. Side elevations would be brick on all four floors with siding in the gables. Rear elevations would be fiber cement on all four floors, with the exception of the end units which would have brick on the first floor. The roof material would be asphalt shingles. Windows would be double-hung with a variety of gridding patterns. Recessed front entrance vestibules would have decorative surrounds. Side elevations would contain both windows and window-size niches in the brick to add articulation. Some sticks of two-over-twos would contain maintenance sheds integrated into the first floor of side elevations. These would be brick to match the building, and have shed-style asphalt shingle roofs and doors with decorative panels. Both recessed balconies and projecting decks are proposed on the rear elevations. Garage doors would have decorative paneling and be a dark gray color. See Attachment 4 for front, side, and rear elevations of a typical stick of two-over-twos.

#### *Townhouse architecture*

The townhouse units proposed come in four forms:

- 20-foot-wide rear-load units with rear-facing fourth floor terraces
  - One stick facing the open space on the south side of Cedar Avenue
- 22-foot-wide rear-load units with front-facing fourth floor terraces
  - One stick facing the open space on the south side of Cedar Avenue
- 22-foot-wide rear-load units with rear-facing fourth floor terraces
  - One stick facing Walnut Street on the eastern edge of the site
- 22-foot-wide front-load units with rear-facing fourth floor terraces
  - Two sticks along the south edge of the site

All unit types would be three full stories with a fourth partial-story within the gable roof massing with an accompanying terrace. All units would have a height of 37'10". Each unit would vary by material and color. Brick and stone would be the primary façade material of the front elevations varying in use from one story to all three stories. Brick surfaces would have soldier course banding and would be used as headers and sills for the windows. Fiber cement lap siding would be the secondary material for the front elevations. Generally, end units would have brick on all three lower levels with siding in the gable.

A variety of colors for brick and fiber cement siding are proposed within each stick of units. One- and two-story projecting window bays would be used to add articulation to the front elevations. The roof material would be asphalt shingles. Fenestration would include six-over-six double-hung windows. Front entrances would have decorative surrounds. Garage doors on the front load units would be white with decorative paneling. No rear elevations for the townhouses have been provided with the work session materials. See Attachment 4 for front and typical side elevations of all townhouse unit types.

### *Landscaping*

Landscaping would include:

- A planting bed with shrubs and canopy trees along the inside of the Fairfax Boulevard sidewalk;
- Raised brick planting beds and foundation plantings along the base of the multifamily parking garage podium to be planted with shrubs;
- Transitional yards along the western property lines north of Cedar Avenue to include canopy trees, understory trees, and shrubs;
- Canopy trees lining the sidewalks along Walnut Street, Cedar Avenue, and Oak Street;
- Shrubs and understory trees lining the sidewalks in front of the two-over-two and townhouse units facing the open space that would straddle Cedar Avenue; and
- 10 preserved mature canopy trees on the site of the Fairfax Gardens apartments and the single-family houses along Walnut Street and Oak Street.

No landscape species have been identified with the work session submission.

### *Lighting*

Site lighting, shown in Attachment 4, would include traditional-style cutoff acorn fixtures on fluted poles in a black finish, and bollard style pedestrian lighting. No finish has been identified for the bollard style fixtures. No details on building-mounted lighting have been provided at this time.

### *Amenities*

Several amenity areas are proposed as can be seen in the open space plan in Attachment 4, which include:

- An open space on the north side of the multifamily building along Fairfax Boulevard which would contain a semicircular seating plaza connected to a circular seating plaza by a winding concrete walkway;
- An open space bisected by Cedar Avenue which would contain a pedestrian loop walkway, two semi-circular seating plazas, winding concrete pedestrian paths lined with benches, a small playground, and a concrete pad with bike racks;
  - Note: The loop walkway shown in the northwest portion of this space in the open space exhibit is not shown in the engineered landscape plan. This discrepancy will need to be resolved in the final submission materials.
- An unprogrammed landscaped open space in the northeastern portion of the site near the two-over-twos; and
- An unprogrammed landscaped open space at the south corner of Cedar Avenue and Oak Street.

A catalogue cut of the proposed benches, trashcans, and bike racks can be found in Attachment 4. Benches and trashcans would be black metal ribbon style. No finish for the bike racks has been specified.

*Appurtenances*

Mechanical equipment for the multifamily building would be roof-mounted and screened by parapet walls. All mechanical units associated with the two-over-two and townhouses units would be ground-mounted between the driveways. Trash collection for the multifamily building would take place within the garage. No electrical transformers have been identified on the preliminary plans, but if they are included onsite, they must be screened from view in the rights-of-way in some manner.

## ANALYSIS

Staff have made a number of preliminary comments and recommendations to the applicant as part of a pre-application meeting, which have been included below, accompanied by relevant provisions of the Design Guidelines. Some of these recommendations have been addressed in a subsequent submission, and a note has been added to indicate this. A full analysis will accompany the public hearing staff report. The BAR is expected to make the bulk of the recommendations and commentary at the work session.

***City of Fairfax Design Guidelines:***

*New Construction, ACOD-3*

*Building Form & Articulation, Building Scale, ACOD-3.4 – ACOD-3.5*

*Reinforce the human scale of new design in ACOD by including different materials, textures or colors within a large building and/ or by dividing large facades and other elevations into different bays with different heights and planes.*

Explore ways to better articulate the façades four-story two-over-twos, especially the end units. They have a somewhat monolithic appearance.

**This comment was addressed** in a subsequent submission following the pre-application meeting with staff. The applicant has increased articulation of the end units, by bookending the typical two-over-two stick with full brick façades on the front and sides with decorative banding.

*Roof Form & Materials, ACOD-3.6*

*Large-scaled buildings should have a varied roofline to break up the mass of the design and to avoid a visible monolithic expanse of roof. Use gable and/ or hipped forms or different height of bays.*

*Break the roof mass with elements such as gables, hipped forms, dormers, or parapets. Scale these features to the scale of the building.*

Consider using dormers or other roofline features to help articulate the roofline of the townhouse and two-over-two units.

**This comment was partially addressed.** Front-facing gables have been added to some of the two-over-two units, however, staff believes more decorative features such as dormers could still be added to the various rooflines of the two-over-twos and townhouses to better articulate them.

*Materials & Textures, ACOD-3.9*

*The selection of materials and textures for a new building in the ACOD may include brick, stone, cast stone, wood or cementitious siding, metal, glass panels, or other materials as deemed appropriate by Staff and the BAR. In general, the use of stucco-like products such as EIFS should be limited and is most appropriate on higher elevations, not in the pedestrian realm.*

*Use quality materials consistently on all publicly visible sides of buildings in the district. These materials should be long lasting, durable, maintainable, and appropriate for environmental conditions.*

Increase the overall use of brick or other quality masonry materials, particularly on the side elevations of the townhouse units at the end of each stick that would have high visibility from public roads.

**This comment was addressed.** Typical side elevations for two-over-two and townhouse units contain brick from the ground up to the side gables.

*Architectural Details & Decorative Features, ACOD-3.9*

*Simple details such as brick patterns, varied materials, cornices, roof overhangs, window and door surrounds, belt or string-courses, and water tables can all add visual interest and human scale elements to new construction.*

Consider embellishing the garage doors of the front load townhouse units, by for example adding windows to them.

**This comment has not been addressed** since the pre-application meeting with staff.

*Appurtenances, ACOD-3.13*

*Mechanical equipment on roofs or sides of buildings should not be visible from streets. It should be screened from public view on all sides if otherwise visible. The screening should be consistent with the design, textures, materials, and colors of the building. Another method is to place the equipment in a nonvisible location behind a parapet.*

Provide sight line exhibits to demonstrate that the roof-mounted mechanical equipment of the multifamily building would be fully screened by parapets.

**This comment has not been addressed** since the pre-application meeting with staff. Staff and the applicant came to an understanding that this exhibit would be required for the final hearing.

*Private Site Design & Elements, ACOD-6*

*Parking, ACOD-6.2*

*Parking structures, garages or decks, fronting on public right-of-ways, or major pedestrian routes should contain storefronts or other forms of visual interest on the ground level. Consider incorporating public art, vertical plantings (green walls), or other architectural treatments to enliven the appearance of parking garage façades.*

Add pedestrian interest and human scale to the north elevation of the ground floor/podium parking structure. Ideas could include using material or color variation, adding decorative elements and human-scale lighting, and enhancing the base of the building with additional foundation plantings.

**This comment was partially addressed.** Raised brick planter beds and foundation plantings were added on all sides of the multifamily building. Staff encourages the BAR to make further recommendations for how this part of the multifamily building can be further enhanced with pedestrian-scale design features.

*Lighting, ACOD-6.5*

*Select light posts and fixtures that are sympathetic to the design and materials of the building and its neighbors.*

*As a way to enhance design coherency on a private site in the ACOD, ensure that new exterior lighting elements—posts, fixtures, landscape, and other accent lights share at least one common element—color, material, form, or style, creating a coherent suite or assemblage of exterior lighting elements.*

*Use exterior lighting to enliven and accentuate landscape and outdoor site features—handrails, steps, and bollards.*

*When possible, consider the use of LED lights for outdoor lighting of all types. Choose LED lighting with the lowest emission of blue light possible. Shield all lighting to minimize glare and its effect on wildlife. Dim when possible, or shut-off completely when not needed.*

*Colored lighting should generally not be used outside of temporary seasonal displays.*

*Lighting should illuminate parking lots and pathways to provide safe vehicular and pedestrian circulation and to minimize pedestrian / vehicular conflicts. Incorporate lighting in pavement, railings, and steps to illuminate the pedestrian way and walking surfaces.*

Provide a lighting plan and fixture information including lighting type, lighting color temperature, and finish for both building-mounted and freestanding lighting fixtures.

**This comment was partially addressed.** Lighting fixture specifications and locations are shown, but no finish has been specified for the bollard-style fixtures.

*Furnishings, ACOD-6.6*

*Select site furnishings similar in appearance and quality to those at Old Town Square.*

*Encourage developments to brand their site through the use of select site furnishings and the use of color and materials, as long as their quality is comparable to those in Old Town Square.*

*Restaurants and other entities providing outdoor dining or table areas may select outdoor café tables and chairs that vary in color.*

*Private sites are encouraged to make individual choices as to the style and color of bollards, bike racks, and other site-specific furnishings.*

*All furnishings within a single private site or project should form a coherent suite or family of furnishings—with a consistent color, material, style, or form.*

*Furnishings should be of similar quality and value as those required for incorporation in the public right-of-way or similar to those located in Old Town Square.*

*Benches and trashcans should be located where useful—along pedestrian pathways, and at building entries, gathering areas, and plazas.*

*Bike racks should be placed near building entries and included in parking lots, garages, and structures.*

*The use of café seating and movable furnishings is highly encouraged in gathering spaces and plazas.*

*Arbors and planters should be made from natural wood, metal, or concrete and should be of a consistent vocabulary in color, material, and form to complement a suite of furnishings such as benches, tables and chairs, and trashcans.*

Provide the locations and details for bike racks, site furniture, and trash receptacles.

**This comment was addressed.** See catalogue cuts for these items in Attachment 4.

*Appurtenances, ACOD-6.7*

*Examples of architectural interventions that are appropriate for screening appurtenances include masonry walls, fences with gates, landscape, or wood screens.*

*Dumpster enclosures should reflect the surrounding building materials and design.*

Because the mechanical units of the townhouses and two-over-twos would be ground-mounted between driveways for the rear-loaded units, consider adding landscaping to better screen alleys from view in the rights-of-way.

**This comment has not been addressed** since the pre-application meeting with staff. No additional landscaping has been added to the recommended areas.

Other comments made at the pre-application meeting included:

Provide renderings from multiple vantage points in the rights-of-way around and through the project (Cedar Avenue, Oak Street, Walnut Street, and Fairfax Boulevard) at pedestrian height. This will help the staff, the Board, Council, and residents better understand the scale of the proposal.

**This comment was partially addressed** in a subsequent submission following the pre-application meeting with staff. Renderings of the multifamily building are included, but there are no renderings of the rest of the development. Staff and the applicant have come to an understanding that these will be needed for the final hearing.

***City of Fairfax Comprehensive Plan:***

The following remarks were not made at the pre-application meeting, as they are more relevant to the rezoning land use case than to the Certificate of Appropriateness process, but are included below for reference.

*Chapter 2: Land Use*

*Multifamily Neighborhood, Physical Description:*

*The design and layout of new Multifamily Neighborhood developments should reflect the location of the development within the City. Development that is adjacent to Single-Family Detached or Townhouse / Single-Family Attached neighborhoods within City limits, or to neighborhoods zoned primarily for single-family detached or single-family attached residences within adjacent jurisdictions, should have a maximum of three floors and provide landscaped setbacks for portions of the site that are adjacent to any such uses. Otherwise, a building height of up to four stories or 45 feet may be considered.*

This applicant is proposing a Comprehensive Plan Amendment to change the Future Land Use Designation of the Breezeway Property from Commercial Corridor to Multifamily Neighborhood, so that the entire subject site is designate Multifamily Neighborhood. It is noted that the two-over-two units, which would be located adjacent to single-family homes on Oak Street, would not meet the number of stories/ total height recommendations of the Comprehensive Plan. It is also noted that the multifamily building exceeds the total number of stories and height recommendations of this land use designation.



## ATTACHMENT 1

### RELEVANT REGULATIONS

#### §3.7.4. Architectural control overlay district

##### A. Applicability

Except as specified in §3.7.4.C, below, the architectural control overlay district shall apply city-wide to all development, including significant landscape features associated with such improvements to be erected, reconstructed, substantially altered or restored, outside the historic overlay districts of §3.7.2 and the Old Town Fairfax Transition Overlay District (§3.7.3).

##### B. Certificate of appropriateness required

Except as specified in §3.7.4.C, below, all development in the architectural control overlay district shall be subject to the approval of a certificate of appropriateness in accordance with the provisions of §6.5.

##### C. Exceptions

Unless otherwise specified, the architectural control overlay district shall not apply to the following:

1. Signs;
2. Demolition;
3. Single-family detached;
4. Single-family attached, after initial approval and construction;
5. Duplex dwellings, after initial approval and construction; and
6. Townhouses, after initial approval and construction.

##### D. Design guidelines and standards

1. All development regulated by the Architectural Control Overlay District shall be in accordance with the comprehensive plan, the City of Fairfax Design Guidelines and any other adopted design guidelines.
2. Each structure or improvement erected, enlarged, or reconstructed in the Architectural Control Overlay District shall be designed and constructed in a manner that will complement the unique character and atmosphere of the district with respect to building size, scale, placement, design and the use of materials.

#### §5.4.5. Powers and duties

##### B. Final decisions

The board of architectural review shall be responsible for final decisions regarding the following:

1. Certificates of appropriateness, major (§6.5)

#### §6.5.1. Applicability

Certificates of appropriateness shall be reviewed in accordance with the provisions of §6.5.

##### A. A certificate of appropriateness shall be required:

1. To any material change in the appearance of a building, structure, or site visible from public places (rights-of-way, plazas, squares, parks, government sites, and similar) and located in a historic overlay district (§3.7.2), the Old Town Fairfax Transition Overlay District (§3.7.3), or in

the Architectural Control Overlay District (§3.7.4). For purposes of §6.5, “material change in appearance” shall include construction; reconstruction; exterior alteration, including changing the color of a structure or substantial portion thereof; demolition or relocation that affects the appearance of a building, structure or site;

§6.5.3. Certificate of appropriateness types

A. Major certificates of appropriateness

1. Approval authority

(a) General

Except as specified in §6.5.3.B.2(b), below, the board of architectural review shall have authority to approve major certificates of appropriateness.

(b) Alternative (in conjunction with other reviews)

Alternatively, and in conjunction with special use reviews, planned development reviews, special exceptions or map amendments (rezoning), the city council may approve major certificates of appropriateness.

§6.5.6. Action by decision-making body

A. General (involving other review by city council)

After receiving the director’s report on proposed certificates of appropriateness, which do not involve other reviews described below, the board of architectural review (BAR) shall review the proposed certificates of appropriateness in accordance with the approval criteria of §6.5.7. The BAR may request modifications of applications in order that the proposal may better comply with the approval criteria. Following such review, the BAR may approve, approve with modifications or conditions, or disapprove the certificate of appropriateness application, or it may table or defer the application.

B. Other reviews

1. Prior to taking action on special use reviews, planned development reviews, and map amendments (rezoning), the city council shall refer proposed certificates of appropriateness to the BAR for review in accordance with the approval criteria of §6.5.7.

2. In conjunction with special use reviews, planned development reviews, special exceptions and map amendments (rezoning), the city council may review the proposed certificate of appropriateness in accordance with the approval criteria of §6.5.7. The city council may request modifications of applications in order that the proposal may better comply with the approval criteria. Following such review, the city council may approve, approve with modifications or conditions, or disapprove the certificate of appropriateness application, or it may table or defer the application.

§6.5.7. Approval criteria

A. General

1. Certificate of appropriateness applications shall be reviewed for consistency with the applicable provisions of this chapter, any adopted design guidelines, and the community appearance plan.

2. Approved certificates of appropriateness shall exhibit a combination of architectural elements including design, line, mass, dimension, color, material, texture, lighting, landscaping, roof line and height conform to accepted architectural principles and exhibit external characteristics of demonstrated architectural and aesthetic durability.

§6.5.9. Action following approval

A. Approval of any certificate of appropriateness shall be evidenced by issuance of a certificate of appropriateness, including any conditions, signed by the director or the chairman of the board of architectural review. The director shall keep a record of decisions rendered.

B. The applicant shall be issued the original of the certificate, and a copy shall be maintained on file in the director's office.

§6.5.10. Period of validity

A certificate of appropriateness shall become null and void if no significant improvement or alteration is made in accordance with the approved application within 18 months from the date of approval. On written request from an applicant, the director may grant a single extension for a period of up to six months if, based upon submissions from the applicant, the director finds that conditions on the site and in the area of the proposed project are essentially the same as when approval originally was granted.

§6.5.11. Time lapse between similar applications

A. The director will not accept, hear or consider substantially the same application for a proposed certificate of appropriateness within a period of 12 months from the date a similar application was denied, except as provided in §6.5.11.B, below.

B. Upon disapproval of an application, the director and/or board of architectural review may make recommendations pertaining to design, texture, material, color, line, mass, dimensions or lighting. The director and/or board of architectural review may again consider a disapproved application if within 90 days of the decision to disapprove the applicant has amended his application in substantial accordance with such recommendations.

§6.5.12. Transfer of certificates of appropriateness

Approved certificates of appropriateness, and any attached conditions, run with the land and are not affected by changes in tenancy or ownership.

§6.5.13. Appeals

A. Appeals to city council

Final decisions on certificates of appropriateness made may be appealed to city council within 30 days of the decision in accordance with §6.22.

B. Appeals to court

Final decisions of the city council on certificates of appropriateness may be appealed within 30 days of the decision in accordance with §6.23.