




City of Fairfax, Virginia  
City Council Regular Meeting

Agenda Item # 12a

City Council Meeting 4/30/2024

TO: Honorable Mayor and Members of City Council  
FROM: Valmarie H. Turner, Acting City Manager   
SUBJECT: Discussion of a request from Ox Hill Realty to discuss the redevelopment of 4020 University Drive, 4029-4031 Chain Bridge Road.


ISSUE(S): The applicant, Ox Hill Realty, proposes a Zoning Map Amendment (Rezoning) from CR Commercial Retail to CU Commercial Urban in the Old Town Fairfax Historic Overlay District (HOD); a Special Use Permit to allow a concert hall (auditorium or arena) and black box theater; Special Exceptions to exceed three-story/36-foot maximum building height in the Historic Overlay District (HOD), to allow a waiver of the inter-parcel vehicular access requirement, to allow a modification of the perimeter and interior parking lot landscaping requirements, to reduce the required parking requirement for the proposed uses, and, to allow a modification of the transitional yard requirement along the southern property line.

SUMMARY: City Council Work Session to redevelop three existing buildings occupied by bank with a drive-through, a stand-alone bank, and offices with a concert hall and black box theater, hotel, ground floor retail and restaurants, offices, two galleries (including rehabilitation of a contributing historic structure), below-grade structured parking and a surface parking on 3.58 +/- acres.

FISCAL IMPACT: The fiscal impact analysis is under review.

RECOMMENDATION: Discussion and recommendation on proposed redevelopment that includes a Zoning Map Amendment (Rezoning), Special Use Permit and Special Exceptions

ALTERNATIVE COURSE OF ACTION: The City Council may choose not to conduct the discussion or defer the 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 Works  
Code Administration/Fire      Police  
Historic Resources      Real Estate

ATTACHMENTS: Staff Report, Narrative, General Development Plan, Traffic Impact Statement, Draft Commitments, BAR Staff Report



# CITY OF FAIRFAX

## Department of Community Development & Planning

Zoning Map Amendment (Z-23-00420)  
Special Use Permit (SU-23-00422)  
Special Exception (SE-23-00423)

### WORK SESSION DATE

April 30, 2024

### APPLICANT

Ox Hill Realty, LLC

### AGENT

Robert D. Brant, Attorney  
Walsh Colucci Lubeley & Walsh  
2200 Clarendon Boulevard  
Suite 1300  
Arlington, VA 22201

### PARCEL DATA

#### Tax Map ID

- ◇ 57-4-02-045
- ◇ 57-4-02-044
- ◇ 57-4-02-046

#### Street Address

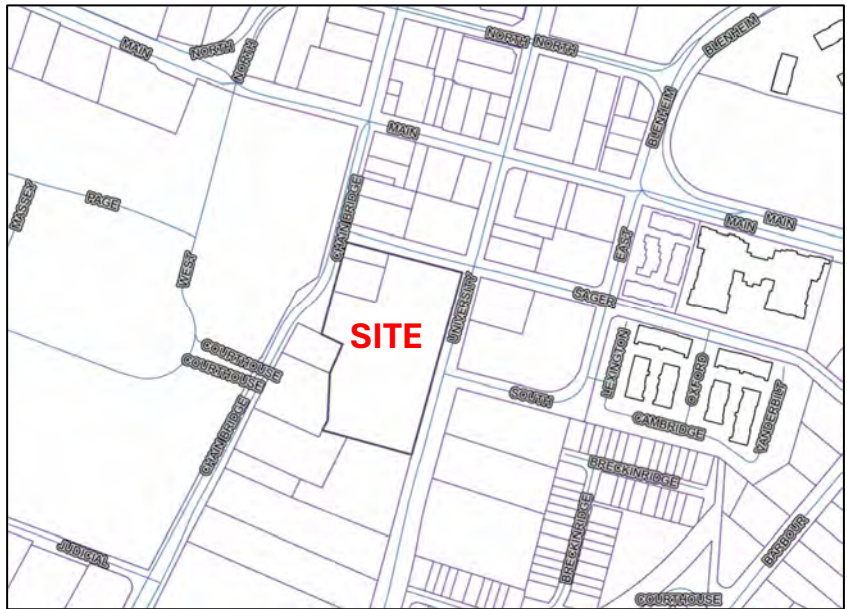
- ◇ 4020 University Drive
- ◇ 4029 Chain Bridge Road
- ◇ 4031 Chain Bridge Road

#### Zoning District

- ◇ CR Commercial Retail
- ◇ Old Town Fairfax Historic Overlay District (HOD)

### APPLICATION SUMMARY

The intent of this post-submission work session request is to receive feedback from the City Council on a proposed Zoning Map Amendment (Rezoning) from CR Commercial Retail to CU Commercial Urban in the Old Town Fairfax Historic Overlay District (HOD); a Special Use Permit to allow a concert hall (auditorium or arena) and black box theater; Special Exceptions to exceed three-story/36-foot maximum building height in the Historic Overlay District (HOD), to allow a waiver of the inter-parcel vehicular access requirement, to allow a modification of the perimeter and interior parking lot landscaping requirements, to reduce the required parking requirement for the proposed uses, and, to allow a modification of the transitional yard requirement along the southern property line. The applicant proposes to redevelop three existing buildings occupied by office and other non-residential uses with a concert hall and black box theater, hotel, ground floor retail and restaurants, offices, two galleries (including rehabilitation of a contributing historic structure), below-grade structured parking and a surface parking on 3.58 +/- acres.



## Background Information

The subject property is comprised of three parcels owned by two entities. The applicant, Ox Hill Realty LLC, is the contract purchaser for the 3.58-acre site. The five-story office building located at 4020 University Drive was constructed around 1976 and is approximately 79,810 square feet. The drive-through facility for the bank was approved in 1976. The 2,952 square foot office building at 4029 Chain Bridge Road was constructed around 1905. The National Bank of Fairfax, a colonial revival style building, is a contributing structure on the National Register of Historic Places and the property is in the City's Historic Overlay District. The building is a typical two-part commercial building: two stories high with the bank's public area on the first floor. The brick building contains traditional commercial elements such as a flat, parapet roof and a cut-away corner entry (Historic Property Survey Update of the City of Fairfax, Final Report, 2004). The 7,659 square foot office building at 4031 University Drive was constructed around 1973. Table 1 (below) provides the site data for the subject property.

Table 1: Site Data

Address	Parcel ID	Owner	Acres
4020 University Drive	57-4-02-044	SunTrust Bank	3.19
4029 Chain Bridge Road	57-4-02-045	Mackall Brothers LLC	0.12
4031 Chain Bridge Road	57-4-02-046	Mackall Brothers LLC	0.27
Total			3.58

- 4020 University Drive: Bank with drive-through with 240 surface parking spaces was constructed in 1976.
- 4029 Chain Bridge Road: National Bank of Fairfax was constructed in 1905.
- 4031 Chain Bridge Road: Office building was constructed in 1973, includes 24 parking spaces.

The subject property currently has five (5) vehicular access points. Two access points are located on Sager Avenue and University Drive, respectively. One access point is located on Chain Bridge Road. The site has approximately 256 parking spaces. The site has approximately twelve (12) trees in the interior parking lot for the existing Truist Bank site. There are approximately twelve (12) utility poles with overhead utilities along the frontage of Chain Bridge Road, Sager Avenue and University Drive. The site also has infrastructure improvements, such as an existing storm drain structure, sanitary sewer line, water line, signs, streetlights and parking lot lights, and traffic poles. The perimeter of the site has sidewalks that vary in width.

The subject property is surrounded by nonresidential uses as the site fronts on Chain Bridge Road, Sager Avenue and University Drive. To the west of the site and on the west side of Chain Bridge Road is the Fairfax Historic Courthouse, which is in Fairfax County. To the north of the site is Sager Avenue with two office buildings on the north side of Sager Avenue. These office buildings are two and three stories with a range of uses, such as law firms, newspaper publisher, and personal services. To the east of the site and on the east side of University Drive are multiple buildings varying in height and size. At the southeast corner of University Drive and Sager Avenue is a two-story brick bank with a drive through facility that was constructed in 1972. Immediately to the south of the bank is a five-story brick office building that was constructed around 1974. At the southeast corner of South Street and University Drive is a five-story office building with a law firm and a non-profit organization. The last parcel on the east side of University Drive is owned and operated by the City of Fairfax with the City's Volunteer Fire Station (Fire Station #3) that was constructed in 1965. To the south of the subject property is a three-story office building fronting University Drive. On the east side of Chain Bridge Road and south of the site is a five-story brick office building that was constructed in 1971. The Barbour House and the Humane Society of Fairfax County are to the west and

are comprised of two commercial uses, a former sit-down restaurant, and an insurance agency. Further information on adjacent properties is provided in Table 2 (below):

Table 2: Surrounding Land Use and Zoning

	Existing Zoning	Existing Land Use	Future Land Use
Site	CR Commercial Retail/Old Town Fairfax Historic Overlay District (HOD)	Financial institution with drive-through, former bank, and office	Activity Center/Old Town Fairfax Small Area Plan
North	CR Commercial Retail/Old Town Fairfax Historic Overlay District (HOD)	Offices and personal services	Activity Center/Old Town Fairfax Small Area Plan
South	CR Commercial Retail/Old Town Fairfax Historic Overlay District (HOD)	Restaurant, offices, and personal services	Activity Center/Old Town Fairfax Small Area Plan
East	CR Commercial Retail/Old Town Fairfax Historic Overlay District (HOD)	Financial institution with drive-through, offices, retail, and public facilities	Activity Center/Old Town Fairfax Small Area Plan
West	CR Commercial Retail/Old Town Fairfax Historic Overlay District (HOD); PDC Planned Development Commercial	Non-profit organization, retail, and offices; Fairfax County Judicial Center	Activity Center/Old Town Fairfax Small Area Plan; Public Facilities

The Future Land Use designation for the subject property is Activity Center. The surrounding land use designation is Activity Center Place Type in the city to the north, south and east, while the future land use designation to the west in Fairfax County is Public Facilities.

Project History

On May 8, 2023, the Planning Commission held a pre-application briefing to review a concept plan proposing a mixture of commercial uses, such as a theater (4,000-seat concert hall), hotel with conference center, 18,500 square feet of ground floor retail/restaurant and retail on 3.9 +/- acres. The concept plan also proposes the construction of an east-west public street (South Street Extension) from Chain Bridge Road to University Drive. A rezoning from CR Commercial Retail to CU Commercial Urban in the Historic Overlay District (HOD), a Special Use Permit for an auditorium/arena or theater (concert hall), Special Exceptions to exceed the maximum height in the HOD, to reduce the number of parking spaces, and others based on general development plan details, and a Major Certificate of Appropriateness. The bank building at 4029 Chain Bridge Road and Sager Avenue would remain. Some of the comments voiced by the commissioners included enthusiasm and excitement for the proposed project as it brings an arts-oriented destination into Old Town. Lot consolidation would be a noteworthy achievement. Good urban use of the property and location for increased height. Some concerns with traffic and parking when the venue is in use, concept did not establish pedestrian facilities, open space and plazas envisioned in the Small Area Plan. The proposed South Street Extension, as conceptualized, does not appear to serve the SAP vision of creating a main street type connection that will provide an “outer loop” around Old Town. The developer will need to coordinate with the City and County to implement the vision for the transportation plan and the County’s vision for the judicial complex.

On May 9, 2023, the City Council held a pre-application briefing to review the concept plan. City Council members shared their excitement along with the Planning Commission for the proposed concept by stating it could be a big step in revitalizing the Old Town. The theater and hotel are exciting but there are some concerns about height, parking, and traffic. The developer needs to demonstrate that the market could

support a hotel and 4,000-seat theater/performance hall. Community groups are interested in whether there is a place for them in such a facility. What are the impacts of a 4,000-seat facility on the surrounding neighborhood? Would like to see future phases including housing types from Davies property to north. There were some questions raised about the design, cost and who pays for the extension of South Street.

On April 8, 2024, the Planning Commission held a post-submission work session to discuss the redevelopment of a bank with drive through, stand-alone bank and offices with a concert hall with a 4,127-person standing capacity, a 117-seat black box theater, 169-room hotel with up to 26,127 square feet conference center, up to approximately 27,824 square feet of retail and restaurant space, approximately 8,399 square feet of art galleries, and up to 6,049 square feet of office space with a below-grade structured parking garage and a surface parking lot on approximately 3.58 acres. Planning Commission provided comments and questions that covered several issues such as:

- What is the timeline for this project? How does it align with City Centre West and the County Courthouse complex?
- Are there silent partners that might become more vocal as this moves forward, so the community can understand how this proposal will be executed?
- The surface parking lot is intended to go away in the small area plan, does your strategy accommodate that change? Has the applicant considered making two stories of podium and building on top of that or are there other ideas for that area beyond surface parking?
- How many employees/jobs are going to be created?
- How many visitors won't be using vehicles? How is parking being accommodated?
- Having a hotel closer to George Mason University (GMU) would be good. Has there been any conversation with GMU about its potential use of the facility?
- How will the left turn into the parking garage (without a turning lane) be handled to not cause backups? Would there be street parking at all on Sager Avenue?
- When would the South Street Extension be completed, and how would that interrupt your operations?
- Discussion on Traffic Impact Study needing to be scoped again.
- Signage and pedestrian accommodations are important. The sidewalk at the corner at the historic bank will be a challenge.
- ADA compliance along the walkway on Chain Bridge Road will need to be addressed.
- In the SAP, a pedestrian thoroughfare through the middle of the block was planned and that was attractive, however, this proposal does not propose a pedestrian thoroughfare. It would be disappointing if it didn't exist in some form with this proposal.
- Any areas where there is a sidewalk large enough to have outdoor dining and outdoor space that can be enjoyed with retail, the existing site has areas that the community uses during the parade.
- 24% reduction in parking, does the applicant see that there would be a parking problem?
- Like to see a project that doesn't introduce a bunch of residential in retail/commercial area.
- A green roof is a nice touch, may atone for missing tree canopy. Interested in seeing how the tray system will work.
- Dynamic and attractive architecture on three sides. The east side of the building seems to need more work.
- Parking has been discussed a lot, there is more work to be done, a venue of this size will bring a lot of people and the application needs to address how traffic will be managed.
- The tree ordinance was changed, the Planning Commission talked about deferring that effective date, but the applicant should be aware that mitigation measures should be addressed.

- Traffic and parking is causing a lot of consternation in our community, need to start refining the plan so that the community is clear on what is being proposed and what to expect, it is time to start narrowing that down.
- Project is exciting and ambitious, its bold, whether it's this scale, that effort will need to be worked through. It is consistent with SAP, but a little more work needs to be done.
- Not sure it is consistent with the SAP as this is overgrown, in an area that is infill development with moderate density housing one block away, the applicant is encouraged to be sensitive to that.

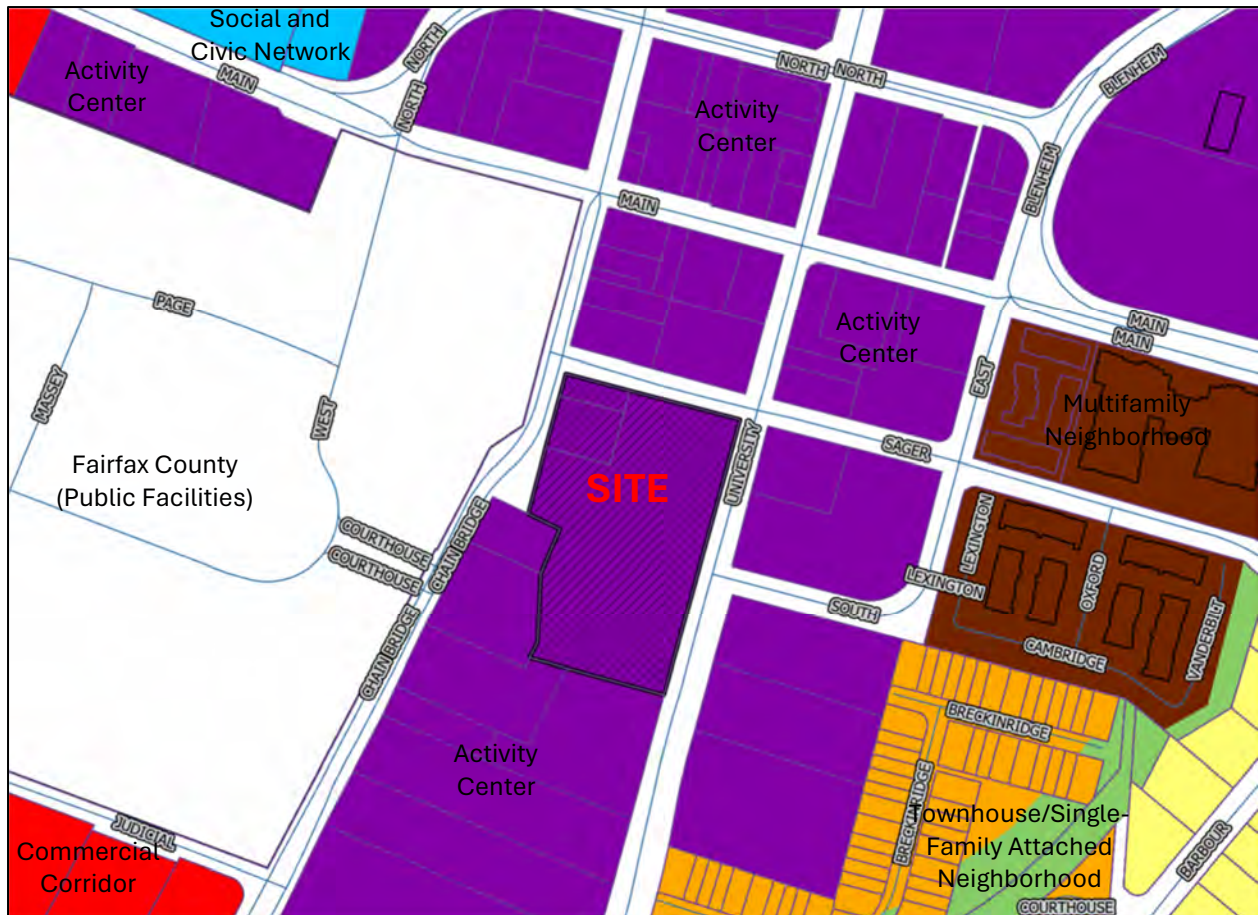
Board of Architectural Review for architecture and landscaping

The land use application is subject to the design guidelines of the Historic Overlay District (HOD) for new construction, rehabilitation, and demolition of historic buildings. On February 7, 2024, the Board of Architectural Review (BAR) held a post-submission work session with the applicant. The staff report and support materials are attached to the staff report.

**COMPREHENSIVE PLAN**

Land Use: The Comprehensive Plan provides a general plan and communicates a vision for future land use and development in the city; while the Zoning Ordinance provides the regulatory mechanism to ensure the new development and changes in land use are consistent with the vision. Figure 1 (below) illustrates the Future Land Use Map for the subject property and surrounding area:

Figure 1: Comprehensive Plan



The Activity Center Place Type applies to locations in the city where pedestrian-oriented, mixed-use development is strongly encouraged. Mixed-use development is pedestrian-oriented development that allows multiple activities to take place by layering compatible land uses, public amenities, active streets accommodating multimodal transportation, and community serving commercial (City of Fairfax 2035 Comprehensive Plan, page 32). New development in Activity Center Place Type should provide integrated uses with structured or below grade parking. The overall project design within an activity center should improve the streetscape and provide vehicular and pedestrian connections to the existing road network and surrounding uses as recommended by the Multimodal Transportation Chapter of the Comprehensive Plan (City of Fairfax 2035 Comprehensive Plan, page 32). While the Comprehensive Plan advises the Activity Center's development at a high level, Small Area Plans provide more specific guidance for each Activity Center, including the desired mix of uses, residential density, building density, design aesthetic, street locations, multimodal connections infrastructure improvements, parking, and open space. As each Small Area Plan is completed and adopted, its recommendations will supersede the pre-existing guidance in the 2035 Comprehensive Plan for its respective Activity Center" (City of Fairfax, <https://www.fairfaxva.gov/government/community-development-planning/planning/current-studies-projects-plans/small-area-plans>).

Refer to the Old Town Fairfax Small Area Plan, dated June 2020, for specific recommendations within Old Town Fairfax, including locations for future streets and open spaces, opportunities for pedestrian connections across Commercial Mains, building form (including appropriate locations for more or less restrictive building heights from the Activity Center standards), and general land use and development limitations. (City of Fairfax 2035 Comprehensive Plan, Page 35). See Attachment 2 for Policy Guidance.

**Rezoning:** The applicant is requesting a Zoning Map Amendment (Rezoning) from CR Commercial Retail to CU Commercial Urban in the Old Town Fairfax Historic Overlay District (HOD).

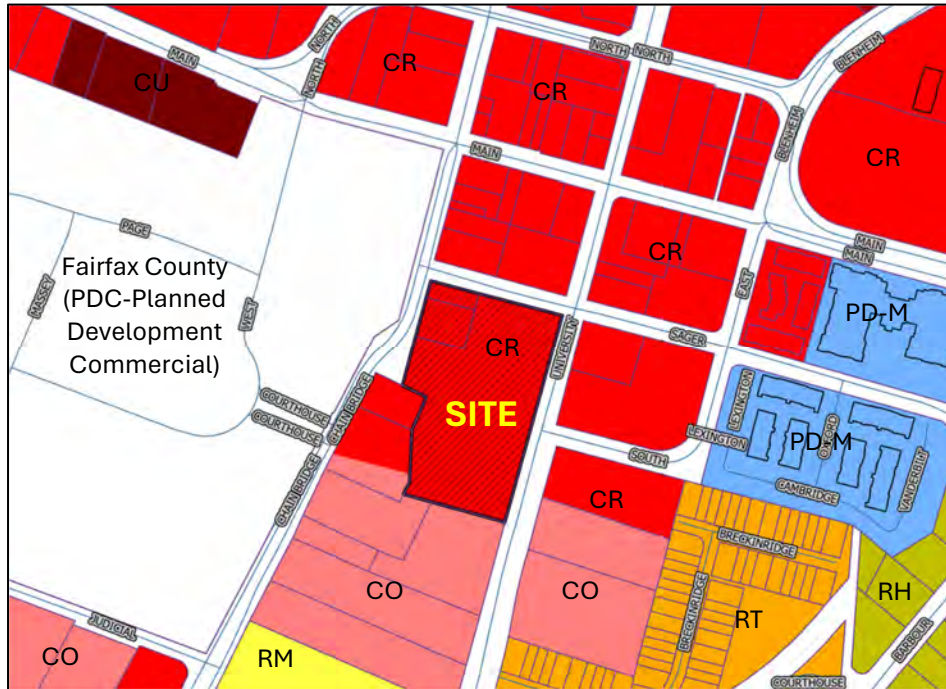
§3.2.1.B.1.c. The CR Commercial Retail District is established to provide areas for office and general business and retail establishments and uses accessory or complementary thereto.

§ 3.2.1.B.1.d. The CU Commercial Urban District is established to provide an urban, mixed use development option for appropriate parts of the downtown area and sites in the general vicinity of the three key Fairfax Boulevard intersections: Main Street, Chain Bridge Road, and Old Lee Highway, or as may be more precisely specified by a current or future adopted plan.

Historic overlay districts are established to promote the general welfare, education, and recreational pleasure of the public through the establishment, preservation, and protection of the character of individual structures and properties of historical, architectural, and cultural significance within these districts. Regulations applicable to structures and properties within historic overlay districts are intended to protect against the destruction of or encroachment upon such areas, structures and premises; to encourage uses which will lead to their continuance, conservation and improvement in a manner appropriate to the preservation of the cultural, social, economic, political and architectural heritage of the city; to prevent creation of environmental influences adverse to such purposes; and to ensure that new structures and uses within such districts will be consistent with the character to be preserved and enhanced ((Section 3.2.2.A.1 Overlay Districts, Page 3-2). The Old Town Fairfax Overlay District is established to encourage a compatible mixture of residential, retail and office uses within the district (Section 3.2.2.A.1 Overlay Districts, Page 3-3).

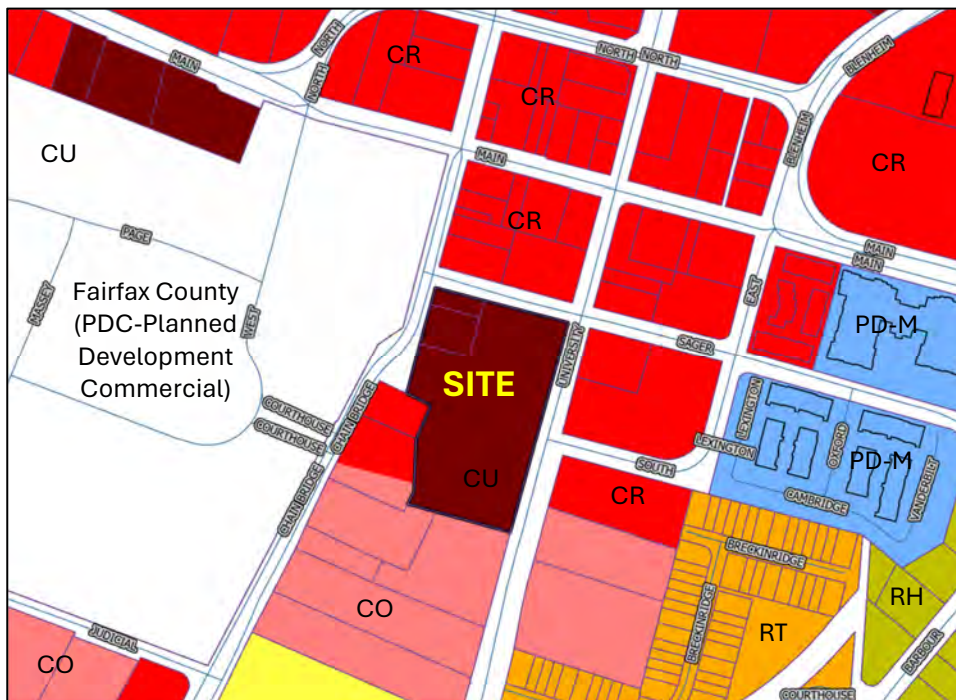
Figure 2 (next page) illustrates the zoning districts for the subject property and the surrounding properties.

Figure 2: Current Zoning



The surrounding zoning districts to the north, east and south are a combination of CR Commercial Retail and CO Commercial Office in the city with uses that range from offices, financial institution, retail, personal services, and public facilities; while the parcels in the county to the west have PDC Planned Development Commercial zoning public facility uses (i.e., Fairfax County Courthouse Public Safety Center, County Sheriff, and Historic Courthouse). Figure 3 (below) shows the proposed CU Commercial Urban district and the zoning designations of the surrounding area.

Figure 3: Proposed Zoning Map





The proposed rezoning from CR Commercial Retail to CU Commercial Urban could allow for the site to be developed with a concert hall (auditorium or arena) through the Special Use Permit process in the Historic Overlay District. The other proposed uses (i.e., hotel, ground floor retail and restaurants, office, and two galleries) for the site are permitted by right in CR Commercial Retail and CU Commercial Urban. The table (below) compares the proposed uses by district for the general development plan.

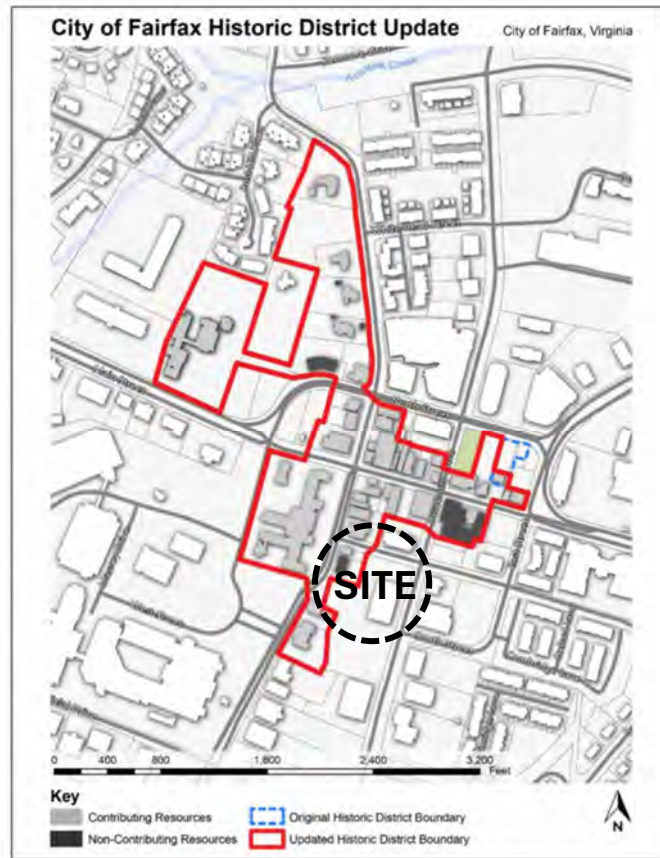
Table 3: Zoning District Comparison

Uses	CR Commercial Retail	CU Commercial Urban
Concert Hall (Auditoriums or arenas)	S	S
Theaters	S	S
Art galleries or studios	P	P
Hotels/Motels (includes conference center)	S	P
Offices, General	P	P
Restaurants or food services	P	P
Retail, General	P	P
P = Permitted S = Special Use Permit		

Historic Overlay District

The City of Fairfax Historic District listed on the state and national registers does not have the exact same boundaries as the locally defined Historic Overlay District (HOD). The HOD has requirements such as a height limit for new buildings that are spelled out in the Zoning Ordinance and modify the requirements of the underlying zoning. Also, in the HOD as well as the Transitional Overlay District (TOD) and Architectural Control Overlay District (ACOD), the Board of Architectural Review (BAR) has design review authority over changes to existing buildings and new construction. In the HOD and TOD it reviews signage as well and in the HOD, it reviews demolitions (City of Fairfax Design Guidelines, Introduction, Page 3). The majority of the City’s historic architectural resources are concentrated in Old Town, the City’s traditional core. Old Town is recognized and preserved both nationally as a National Register of Historic Places district as well as through a city preservation district zoning overlay. The City’s locally designated Old Town Fairfax Historic Overlay District is larger in area than the National Register district (City of Fairfax 2035 Comprehensive Plan, Chapter 2: Land Use, Page 62). Figure 4 (next page) illustrates the National Register district boundary.

Figure 4: Historic Boundaries



## Requests

### Rezoning application

The proposed redevelopment is dependent on City Council approval of a Map Amendment (Rezoning) from CR Commercial Retail to CU Commercial Urban in the Old Town Fairfax Historic Overlay District (HOD). The site is developed with three existing buildings occupied by a bank with a drive-through, stand-alone bank and offices. The applicant is the contract purchaser for the three parcels included in this land use application. In determining whether to approve or disapprove a proposed rezoning to any district other than a rezoning requesting a planned development district, the planning commission and city council shall consider any proffers, and the specific standards listed in Section 6.4.9.A-G. In granting applications for rezoning to districts other than planned development districts, the city council may accept, through proffering or otherwise as permitted by law, development of the subject property as shown on a general development plan (Section 6.4.10.B).

### Description of the General Development Plan

The applicant proposes to develop a concert hall with a 4,127-person standing capacity, a 117-seat black box theater, 169-room hotel with up to 26,127 square feet conference center, up to approximately 27,824 square feet of retail and restaurant space, approximately 8,399 square feet of art galleries, and up to 6,049 square feet of office space with a below-grade structured parking garage and a surface parking lot on approximately 3.58 acres. The proposal consists of a building that spans the block between Chain Bridge Road and University Drive fronting Sager Avenue. The building is proposed as 315 feet in length on Sager Avenue from Chain Bridge Road to University Drive, and 240 feet in depth on University Drive from Sager Avenue to the proposed South Street alignment. The proposed building height ranges from approximately 43 feet on Chain

Bridge Road to 97 feet University Drive from average grade plane. The proposed below grade parking garage has four levels with one vehicular access point for patrons on Sager Avenue. The applicant proposes 436 spaces within the parking garage. A second access point is proposed for the loading zone and service area to serve the concert hall, hotel, and restaurant/retail uses. The interim surface parking lot is located south of Entrance Drive (South Street). The interim surface parking lot is proposed to have an additional 91 parking spaces with access from University Drive and Entrance Drive (South Street).

A hotel is planned at the corner of University Drive and Sager Avenue with ground floor retail and restaurants with the main entrance to the hotel lobby (2,868 square feet), reception and elevators fronting South Street alignment. The ground floor retail and restaurant space (9,728 square feet) are located on the east side of the building at the corner of Sager Avenue, University Drive and South Street alignment. The applicant proposes three entry points for the ground floor retail and restaurant area: the first entry point is located at the southeast corner of Sager Avenue and University Drive; the second entry point is located on the southside of the building adjacent to the hotel lobby fronting on South Street Extension, and the third entry point is provided through connecting doors to the hotel lobby. The street level façade on University Drive shows three openings to create an indoor-outdoor experience. The ground floor of the hotel has a café, food, and beverage service area (3,059 square feet) and back of house for the café and beverage center with hotel service elevators. The hotel conference center (8,025 square feet), pre-function area (4,653 square feet) and five meeting rooms (total of 3,817 square feet) are located on level 2. The upper story of the hotel has rooms from level 3 to level 6 with a total of 167 rooms. The applicant proposes a penthouse bar and restaurant (6,448 square feet) with a dining terrace, swimming pool and terrace, and fitness center (1,201 square feet) on Level 7. The hotel is approximately 123 feet in length with a building height of 97 feet from average grade plane.

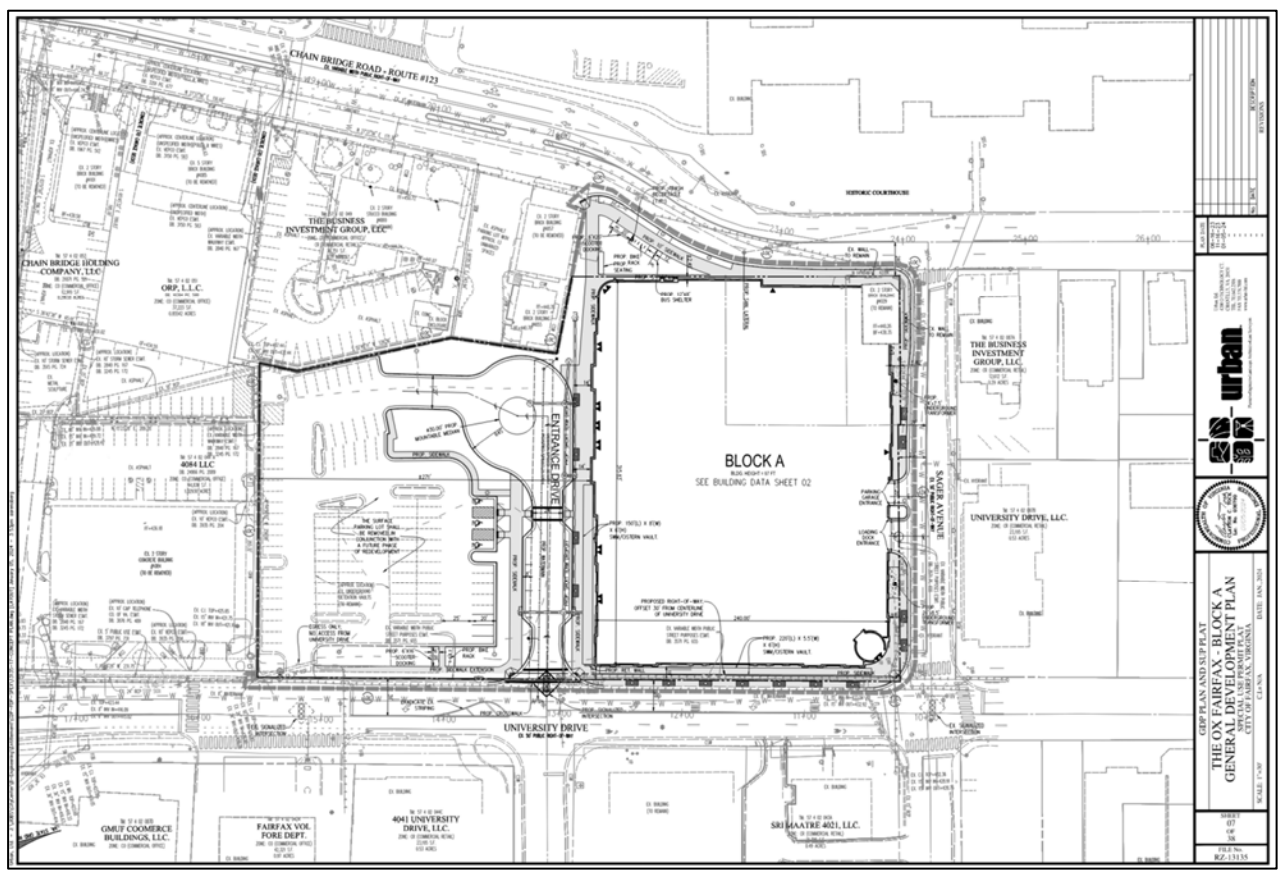
The concert hall is in the center of the proposed building with a building height of 81 feet from average grade plane. The 104,970 square feet concert hall has a proposed seating capacity of 2,796 and standing capacity of 4,127. The main entrance to the concert hall through the lobby (4,908 square feet) is in the center of the building and oriented toward the proposed South Street alignment. The box office (200 square feet) is immediately to the east of the entrance to the lobby for the concert hall. A 15,270 square foot concert hall with stage occupies the bulk of the ground floor for the theater. The back of house operations is along Sager Avenue. The proposed concert hall has balconies on level 2 and level 3. Level 2 of the concert hall also has a VIP lounge and seating, concert hall seating, two bars, dressing rooms for performers, and support areas for the concert hall and hotel. Additional office space is also planned on the west side of the concert hall. Level 3 of the concert hall has additional concert seating, a restaurant (5,365 square feet), two bars and three rooftop terraces. The concert hall is approximately 74 feet in length with a building height of 81 feet from average grade plane.

The west side of the building consists of the existing bank, which is proposed as a museum and art gallery with direct street access (1,504 square feet) at the corner of Chain Bridge Road and Sager Avenue. The National Bank of Fairfax is proposed to remain at the corner of Sager Avenue and Chain Bridge Road. A green gallery (1,444 square feet) with a café (186 square feet) is adjacent to the museum. A 117-seat black box theater, support services and lobby are proposed with direct access to Chain Bridge Road. Ground floor retail (1,593 square feet) is planned for the west side of the building with access to Chain Bridge Road and the future extension of South Street. Level 2 consists of the second floor for the green gallery, additional space for support services for the black box theater, and concert hall office space. On Level 3, there is a proposed roof top terrace that connects to a restaurant (5,365 square feet). There are five access points to the west side of the building. The west side of the building is approximately 22 feet in length with a building height of 43 feet from average grade plane.

The proposed General Development Plan provides a 51-foot right-of-way for Entrance Drive (South Street) that includes 11-foot travel lanes, parallel spaces on the south side of the street, and short-term drop-off parallel spaces on the north side abutting a 14-foot sidewalk leading to the building. The applicant has proposed a 5-foot sidewalk extension on the east side of the parking lot establishing a ten-foot sidewalk. The applicant is proposing to provide cross walks at the signalized intersection at University Drive and Entrance Drive (South Street). The applicant has proposed 11-foot sidewalks on the east side of the proposed building with large gathering spaces at the crosswalk to South Street and Sager Avenue. On the south side of Sager Avenue and abutting the building, the applicant proposes a 10-foot sidewalk up to the service entrance for the garage. The sidewalk varies in width from north of the garage entrance to the corner of Chain Bridge Road. The pedestrian pathway that is proposed on the west side of the building varies in width of 5 feet to 7 feet.

Figure 5 (below) shows the building footprint and limits of disturbance for the proposed general development plan.

Figure 5: General Development Plan



Scale: The building form and mix of uses as prescribed by the Old Town Fairfax Small Area Plan provides guidance to the height and bulk size of the proposed building. The typical land uses prescribed for this location are mixed use buildings, retail, offices, multifamily, parks and green space. Most of the properties within the Old Town study area are regulated by the Old Town Historic Overlay District and the Old Town Transition Overlay District, which limit buildings to a maximum height of 3 stories and 4 stories, respectively. The plan focuses on larger scale redevelopment in Old Town North and Old Town South. Taller buildings conform to the existing character established by the larger existing office buildings and nearby tall structures at the Massey Complex (Old Town Small Area Plan, Page 25). The Old Town study area may consider unique and special projects within the downtown area, such as institutional uses, a boutique hotel and/or performing

arts center. These unique uses have special public merit and civic/economic development benefits and may require exceptions to the height limit (Old Town Small Area Plan, Page 25). Figure 6 (below) shows the building heights in the Old Town Small Area Plan:

Figure 6: Building Heights in Old Town SAP

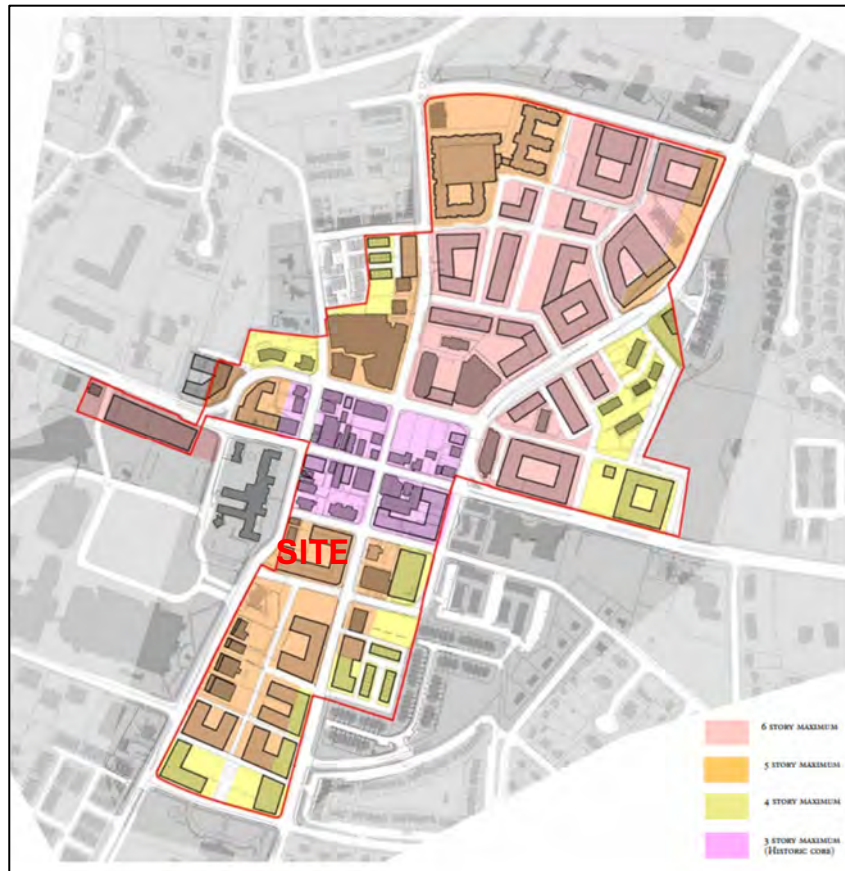


Table 4 (below) provides a comparison of building heights for the proposed development and other buildings in the city and general vicinity of the site.

Table 4: Building Height Comparison

Name	Floors	Height
The Ox Fairfax - Block A	7-stories	97 +/- feet
City Centre West	9-stories	94 +/- feet
Capstone Collegiate	5-stories	64 +/- feet
Scout on the Circle	6-stories	85 +/- feet
TDC Acquisitions, LLC at Davies Property (under review)	6-stories	77 +/- feet
N29 Apartments (under review)	9-stories	87 +/- feet

The subject property is surrounded by nonresidential uses as the site fronts on Chain Bridge Road, Sager Avenue and University Drive. The applicant provided a sheet (A5.00) with existing and surrounding structures building heights.

**Building Coverage:** Building coverage is the percentage of lot area that is permitted to be covered by buildings, including both principal structures and accessory buildings (Zoning Ordinance, Section 1.5.7.A.1, Page 1-5). The requirement for maximum building coverage in the Historic Overlay District is 90%. The existing building coverage is 13%. The applicant has provided a building and lot coverage sheet in the general development plan and states the proposed building coverage is 48%.

**Lot coverage:** Lot coverage is the percentage of lot area that may be covered by buildings, including both principal and accessory structures, impervious surfaces such as driveways, uncovered porches or patios, swimming pools, or roof overhangs of more than three feet (Zoning Ordinance, Section 1.5.7.B, Page 1-6). The requirement for maximum lot coverage in the HOD is 100%. The existing lot coverage is 84%. The applicant has provided a building and lot coverage sheet in the general development plan and states the proposed lot coverage is 91%. Figure 7 (below) illustrates the percentage of buildings and lot coverage for the general development plan.

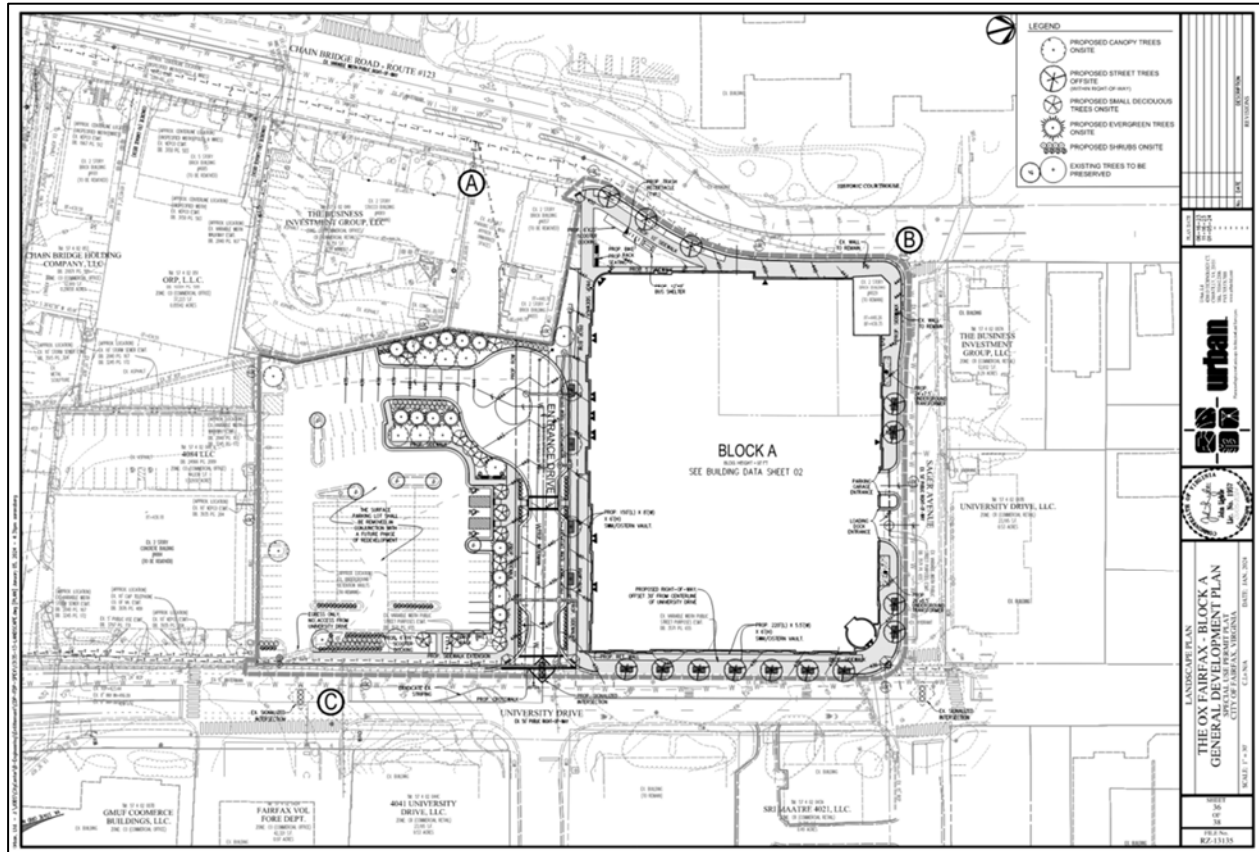
Figure 7: Building and Lot Coverage



**Tree Canopy:** The street tree requirements of Section 4.5.6.A.1 shall not apply in the Old Town Fairfax Historic Overlay District. However, the Comprehensive Plan and Small Area Plan both depict street trees along Chain Bridge and University Drive. There are only three street trees depicted along Chain Bridge Road. Adjust building and setback to implement the Small Area Plan and Multimodal Plan section of the Comprehensive Plan. Section 4.5.6 of the Zoning Ordinance prescribes a 10-year minimum tree canopy requirement by district. On January 23, 2024, the City Council adopted a 10-year tree canopy requirement for the CU zoning district of 10 percent tree canopy. A Special Exception, evaluated in accordance with its

approval criteria, would be required for any application not meeting the tree canopy requirement. The applicant will need to update the landscape plan (Sheet 37) to reflect the adopted ordinance for tree canopy coverage in the CU zoning district. The applicant currently has approximately 3.7% tree canopy coverage; however, the calculation provided with this submission is incomplete and incorrect. Staff will evaluate the updated landscape sheet and the requested modifications for the transitional yard, perimeter parking lot landscaping, and interior parking lot landscaping with the next submission. Figure 8 (below) illustrates the proposed landscape plan for the general development plan.

Figure 8: Landscape Plan

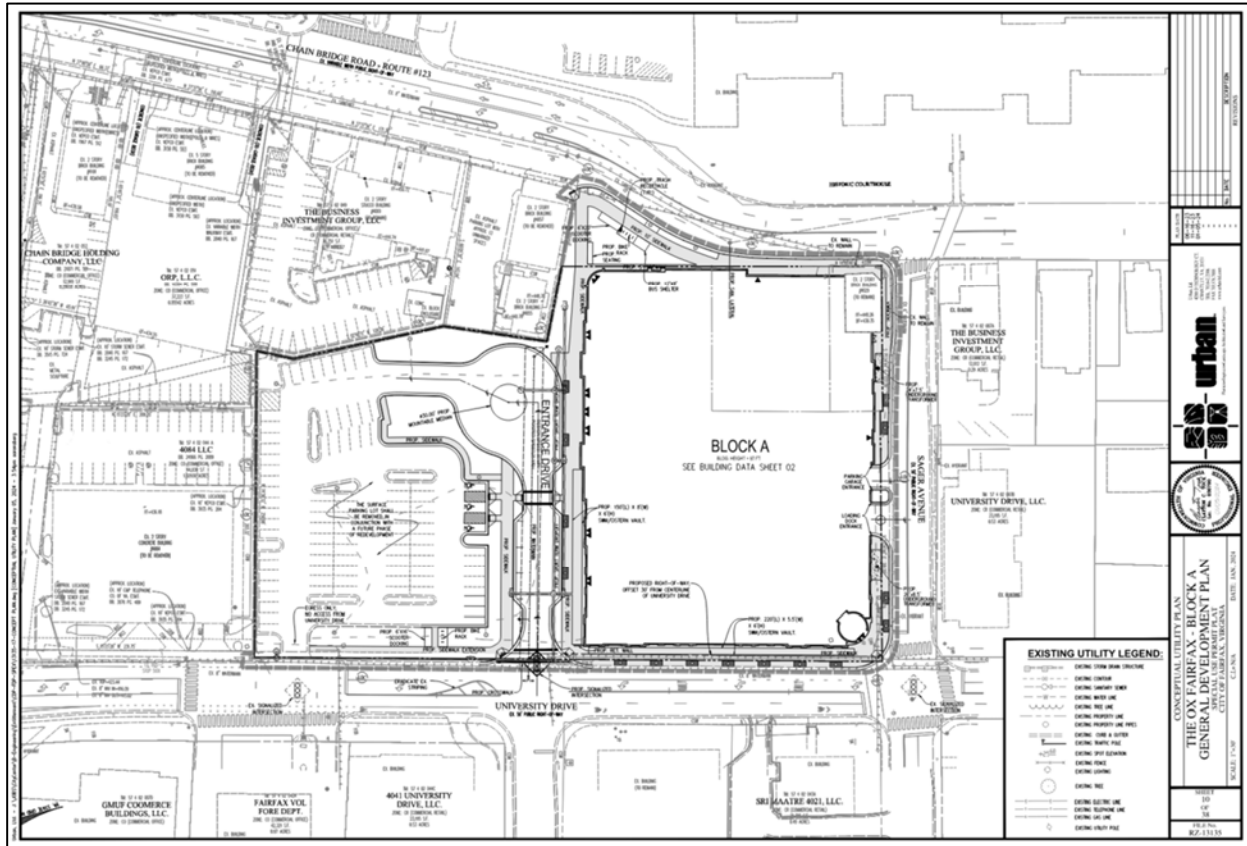


The special exception for interior parking lot island and transitional yard landscaping requirements is not supported by the Old Town SAP. The Old Town SAP does not support surface parking lots, and this parking lot would not meet the ordinance standards. The applicant states “the interim surface parking area on the southern portion of the Subject Property – which is anticipated to remain until the Applicant proceeds with a future phase of development – will include 97 parking spaces. Access to the interim parking area is provided from the roundabout drop off area in front of the concert hall” (Narrative, Page 3). However, the applicant did not provide a date for when the surface parking lot would be removed.

Utilities: All on-site utilities shall be installed underground at the applicant’s expense in accordance with city and applicable utility company standards; provided that temporary overhead facilities required for construction purposes shall be permitted (Section 4.11.B). When the proposed development will result in moving or relocating existing overhead utilities located in adjoining rights-of-way, the applicant shall be responsible for placing such utilities underground and dedicating any additional right-of-way or easement that is necessary. Equipment such as electric distribution transformers, switch gear, meter pedestals and telephone pedestals which is normally installed above ground in accordance with generally accepted utility practice for

underground distribution may be so installed (Section 4.11.C). The utilities plan in Figure 9 (below) illustrates how the existing utilities to the site.

Figure 9: Utilities Plan



The applicant indicates that existing overhead electric and communication cables along the frontages of the property to be developed will be relocated underground, but there is no supporting documentation:

- Identifying the exact scope of the existing overhead spans and utility poles to be eliminated from the property frontages.
- Any preliminary relocation plans that may impact open space requirements given the need for above ground utility equipment.
- Any documentation of engagement with the dry utility companies to garner an initial scope of the effort.

Accomplishing the underground relocations will require dedicated space on the site and within the ROW. Proffers state that dry utility relocation and service delivery plans will be provided to the City upon delivery of first site plan submission. The City will require the submission of approved relocation plans from all impacted utility companies prior to releasing construction permits.

Transportation: The proposed development is bound by Chain Bridge Road, University Drive, Sager Avenue and Armstrong Street. Chain Bridge Road is classified as a principal arterial street with four lanes with a range of 20,000 to 28,000 average daily trips. University Drive is a four-lane collector road with a range of 10,000 to 15,000 annual average daily trips. Sager Avenue is a local road with two lanes and on-street parking with 2,700 annual average daily trips. Armstrong Street is a local street with on-street parking. Judicial Drive is a collector street with two lanes and 9,000 average daily trips. The Transportation Impact Analysis evaluates 17 existing



intersections and two (2) future intersections: Main Street and West Street/North Street, Chain Bridge Road and North Street, University Drive and North Street, North Street and Blenheim Boulevard, Main Street and East Street/Blenheim Boulevard, Main Street and University Drive, Main Street and Chain Bridge Road, Chain Bridge Road and Sager Avenue, Sager Avenue and Site Entrance, University Drive and Sager Avenue, Sager Avenue and East Street/South Street, University Drive and South Street, University Drive and Parking Lot, University and Armstrong Street, Chain Bridge Road and Judicial Drive, Chain Bridge Road and Humane Society Entrance, Chain Bridge Road and South Street (Future) and South Street and West Street (Future by Others). Table 5 (below) provides a summary of current and proposed trips:

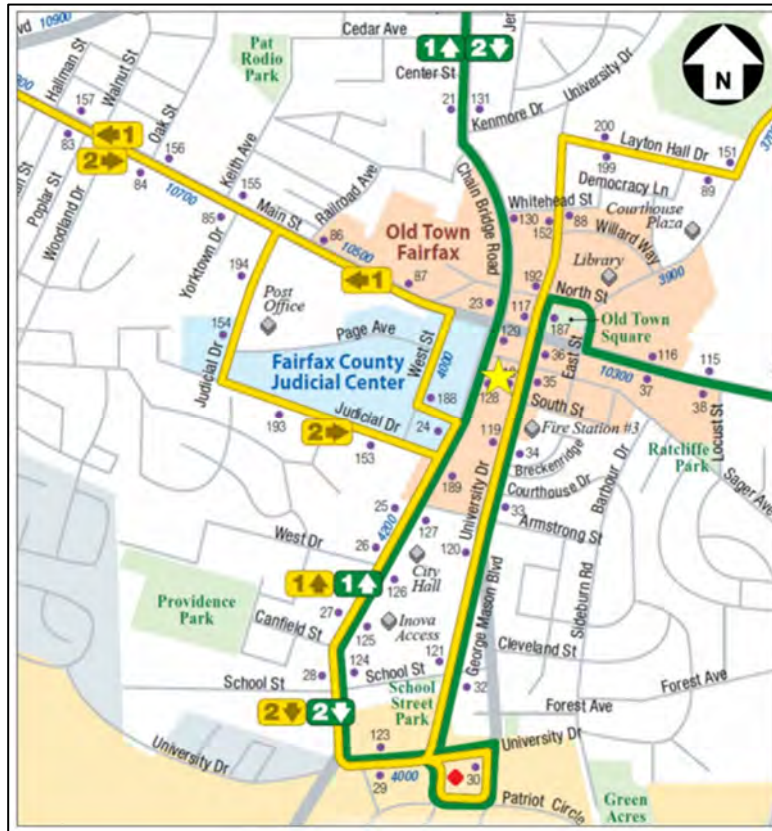
Table 5: Trip Generation

Transportation Impact Study										
Land Use	ITE Code	Size	Units	AM Peak Hour			PM Peak Hour			Daily Total
				In	Out	Total	In	Out	Total	
Current Use										
General Office Building	710	90,400	Sq. Ft.	136	18	154	26	127	153	1,063
Proposed Uses										
Shopping Center	822	13,900	Sq. Ft.	20	13	33	46	46	92	817
High turnover (Sit-Down) Restaurant	932	13,900	Sq. Ft.	73	60	133	77	49	126	1,491
Theater		4,127	Seats/Persons	28	28	56	165	58	223	2,751
Theater		117	Seats/Persons	15	2	17	113	15	128	342
Hotel	310	170	Room	43	34	77	49	48	97	1,408
General Office Building	710	6,000	Sq. Ft.	13	2	15	3	13	16	101
Museum	580	8,400	Sq. Ft.	2	0	2	0	2	2	20
Proposed Development Total				194	138	333	453	231	684	6,930
Difference (Proposed-Existing to be Removed)				58	120	179	427	104	531	5,867

- The Transportation Impact Study is under review.
- The Applicant has provided information on the interim condition (street designed and built by the applicant) and the final design, which is a connection to Chain Bridge Road from South Street (to be designed and constructed by the City).
- The applicant will need to update the information in the table above to reflect the existing uses (i.e., bank with drive-through and offices, stand-alone bank, and offices).
- Provide a warrant study for new traffic signal at University Drive and Entrance Drive (South Street)

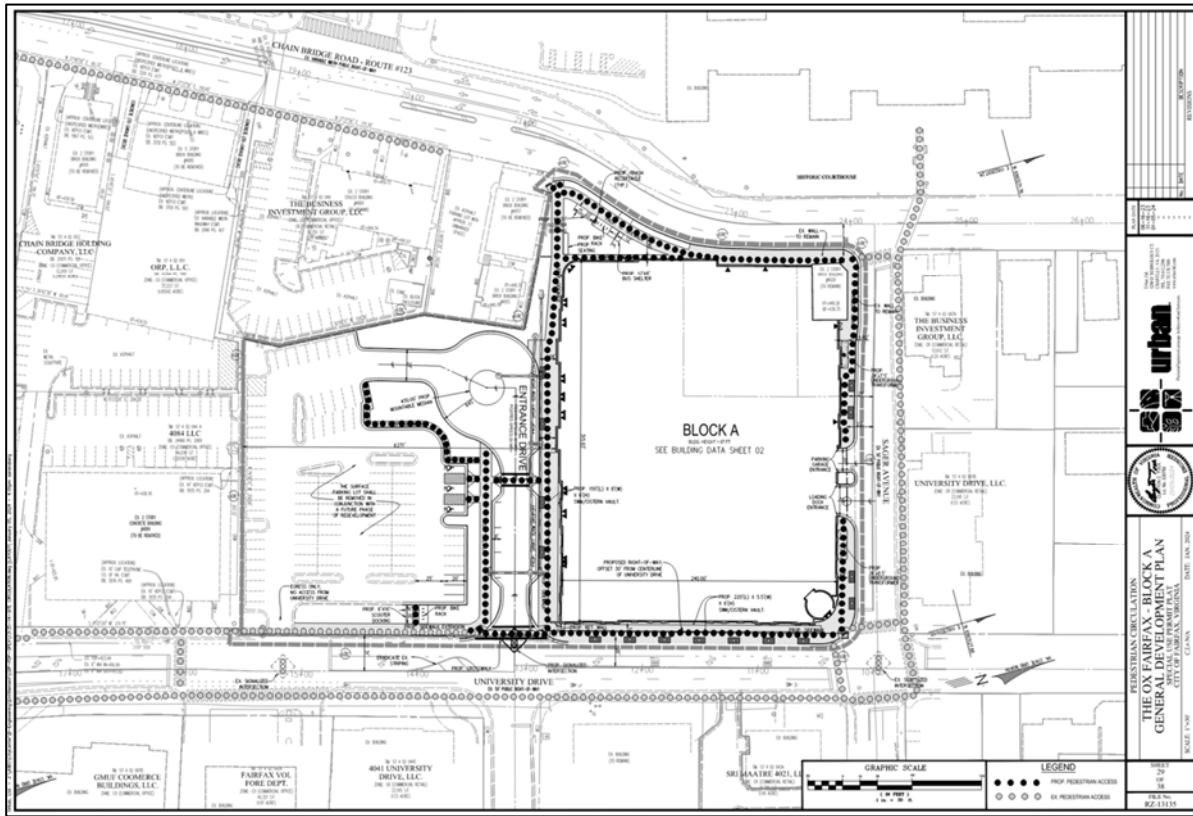
Public Transportation Facilities: The subject property has several mass transportation routes in the vicinity of the subject property, such as the City’s CUE Bus Gold and Green Routes, MetroBus Route 29G, MetroBus Route 17G, and Fairfax Connector Route 306. As of March 2024, the last CUE bus to the Metrorail is scheduled to depart at 10:37 pm on weekdays, 8:16 pm on Saturdays, and 5:52pm on Sundays. The last scheduled trip on Metrobus 29K towards Alexandria departs at 10:10 pm on weekdays and 9:02 pm on weekends. Metrobus 17G/Connector 306 are limited commuter routes (weekday only). These routes operate the same route from George Mason University to the Pentagon at different times of day as 17G is only inbound to the Pentagon in the morning, and only outbound in the afternoon, and the Fairfax Connector 306 is only midday in both directions. These are existing routes near the proposed development. Figure 10 (below) shows the existing CUE Bus Routes in the area for the proposed land use application.

Figure 10: Existing CUE Bus Routes



Circulation/Pedestrian Access: The Multi-Modal Transportation Plan requires a 10-foot sidewalk on Chain Bridge Road, University Drive and Sager Avenue. The applicant has proposed a 5-foot sidewalk extension on the east side of the parking lot establishing a ten-foot sidewalk. The applicant is proposing to provide cross walks at the signalized intersection at University Drive and Entrance Drive (South Street). The applicant has proposed 11-foot sidewalks on the east side of the proposed building with large gathering spaces at the crosswalk to South Street and Sager Avenue. On the south side of Sager Avenue and abutting the building, the applicant proposes a 10-foot sidewalk up to the service entrance for the garage. The sidewalk varies in width from north of the garage entrance to the corner of Chain Bridge Road. The pedestrian pathway that is proposed on the west side of the building varies in width of 5 feet to 7 feet. Figure 11 (next page) illustrates the proposed pedestrian plan for the general development plan.

Figure 11: Circulation Plan



The applicant will need to provide 10-foot sidewalks around the site and along the street frontages of Chain Bridge Road, University Drive and Sager Avenue. If the standard cannot be met, the applicant will need to seek a special exception to meet the requirements of Section 3.7.2.B.4d3i where necessary to accommodate a ten-foot wide sidewalk.

Parking: The subject property is in the Old Town Fairfax Historic Overlay District and the minimum required parking shall be reduced by 50% or all uses (Section 3.7.2.B.5c) and can be further reduced by 10% with a parking garage in CU district (Section 4.2.3.D.1.c). Table 6 (below) summarizes the required parking requirements.

Table 6: Parking Requirements

Use	Units	Zoning Requirement	Required Spaces	CU Reduction	HOD Reduction	Total Required
Art Gallery	8,399 sf	1 space per 400 sq. ft.	21	18	9	9
Black Box Theater	117-seats	1 space per 4 seats/persons	29	26	13	13
Concert Hall	4,127-standing	1 space per 4 seats/persons	1,032	929	464	464
Conference Center	26,127 sf	1 space per 200 sq. ft.	131	117	59	59
Hotel	169-rooms	1 space per guest room	169	153	77	77
Office	6,049 sf	1 space per 300 sq. ft.	20	18	9	9
Restaurant/Retail	27,824 sf	1 space per 200 sf	139	125	63	63
Total			1,541	1,387	693	693

The applicant is required to provide a total of 693 parking spaces based on the mix of uses in the proposed general development plan. The applicant has provided 525 parking spaces for the proposed development either within the below-grade parking garage or within the surface parking lot on the south side of the entrance drive. The applicant proposes 428 parking spaces in four levels of below grade parking. The existing surface parking lot is proposed to have 91 parking spaces and there are 6 proposed parallel parking spaces along the entrance drive in front of building. The applicant is requesting a special exception to reduce the required parking by 24% or a reduction of 168 spaces. The applicant has submitted a Shared Parking Analysis to support the reduction in the required parking spaces.

The applicant is proposing to use public parking lots in Old Town to offset the number of on-site parking spaces proposed in the garage and surface parking lot. The information about existing public parking in Old Town is incomplete, it should document existing parking capacities and confirm restrictions and agreements (where public parking is provided in private lots on a limited basis). It should also document existing occupancy rates. Old Town parking serves many existing businesses and organizations and should remain available. Also, some parking lots may be redeveloped in the future and should not be relied upon for regular use. City staff is analyzing how the overall parking for this land use application would impact the available parking in the Old Town area.

The transportation demand management plan is designed to help achieve the goal of reducing peak hour vehicular trips generated by the uses for redevelopment. It is also designed to provide measures to influence travel behavior by mode, frequency, time, route, or trip length to achieve an efficient use of transportation facilities (The Ox Fairfax – Block A, Transportation Management Plan, January 26, 2024, Page 3). The applicant is proposing five strategies to reduce vehicular traffic: infrastructure, program management, rideshare and carshare, promotion and marketing, and incentives. Staff has made the following observations on the submitted transportation demand management: the incentive recommendations generally don't seem relevant to most of the uses in this program. Some may be benefits for employees, but not relevant for hotel and concert hall patrons, which are larger traffic generators. TDM strategies should be targeted at the proposed uses. Some of the strategies discussed in the Event Management Plan may also be appropriate for the TDM plan unless event management strategies are proffered separately.

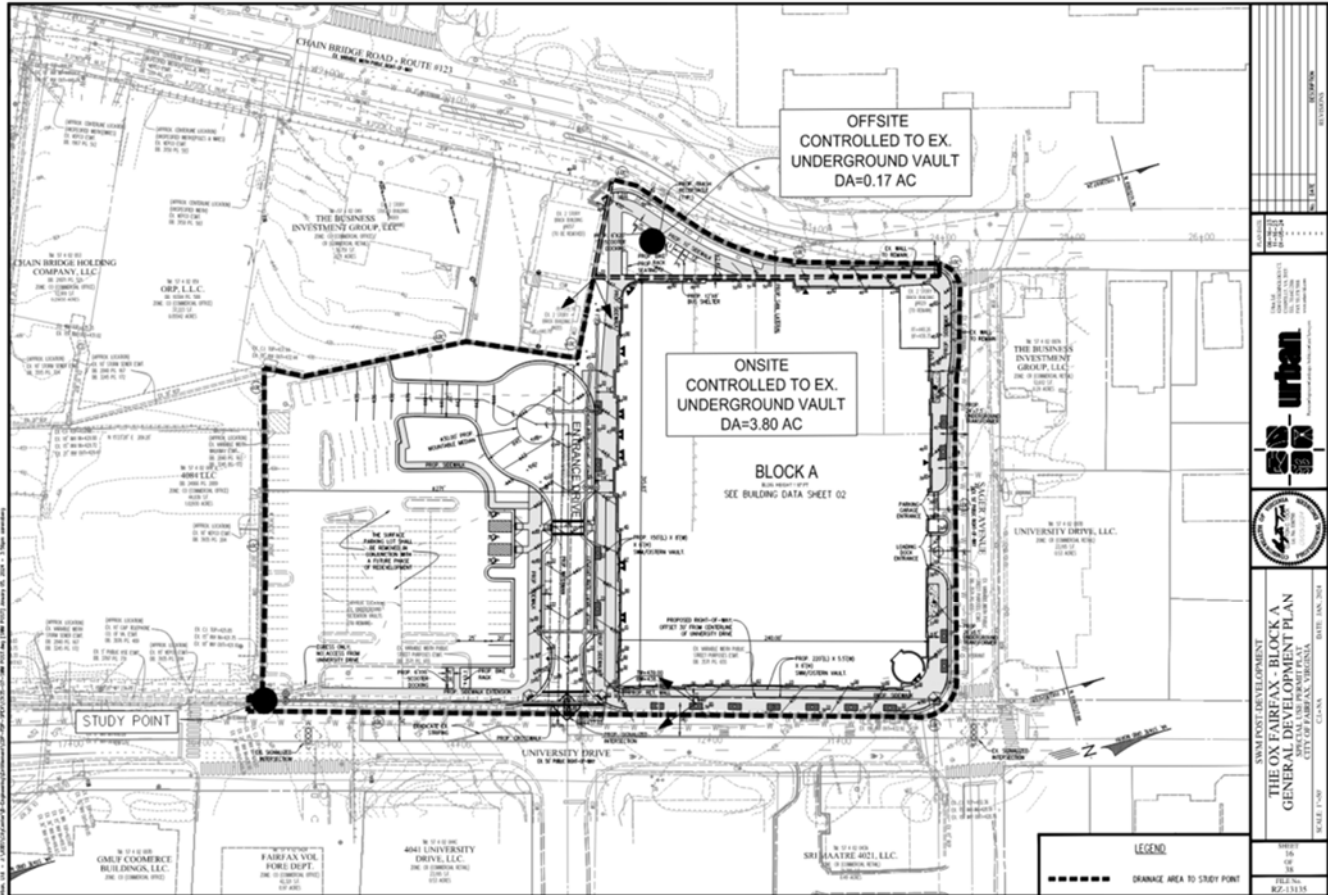
The event management plan provides an overview of projected transportation demand for large-scale events and outlines a set of strategies to mitigate the impact of events. The event management plan is under review. The applicant needs to submit an operational management plan.

Loading Zone: The applicant proposes a 310,788 square foot commercial building. The overall loading space requirement is two (2) minimum loading spaces for 50,000+ square feet for public, civic and institutional, and commercial and industrial uses. The applicant proposes four (4) loading spaces on level 1 of the parking garage.

Bicycle Parking: Section 4.2.8.C of the Zoning Ordinance states that bicycle parking shall be in a visible, well-illuminated area that does not conflict with automobile or pedestrian traffic. The requirement is 20 spaces. The applicant shows a 400 square foot bicycle room on level P0 in the parking garage with 32 spaces; however, the GDP cover sheet states that 20 spaces will be provided. A bicycle rack is proposed on University Drive south of Entrance Drive (South Street) and a bicycle rack is proposed in the Chain Bridge Road right-of-way. Bicycle racks are not permitted in the right-of-way without approval from the City and the applicant will not get credit for off-site bicycle facilities. The applicant has also proposed two scooter docking stations; the first one is proposed on University Drive south of the Entrance Drive (South Street) and the second one is proposed in the Chain Bridge Road right-of-way.

Stormwater Management: Stormwater BMPs, on-site detention facilities, and on-site drainage facilities shall be designed and maintained in such a manner as to minimize economic and environmental costs to the city and its inhabitants (Zoning Ordinance, Section 4.16.2, Page 4-77). The site currently has three on-site underground vaults and one off-site underground vault to control water run-off. The applicant is proposing to consolidate the three on-site underground vaults into one underground vault, while keeping the off-site vault on Chain Bridge Road. Figure 12 (below) illustrates the proposed location for the on-site stormwater management.

Figure 12: Stormwater Management



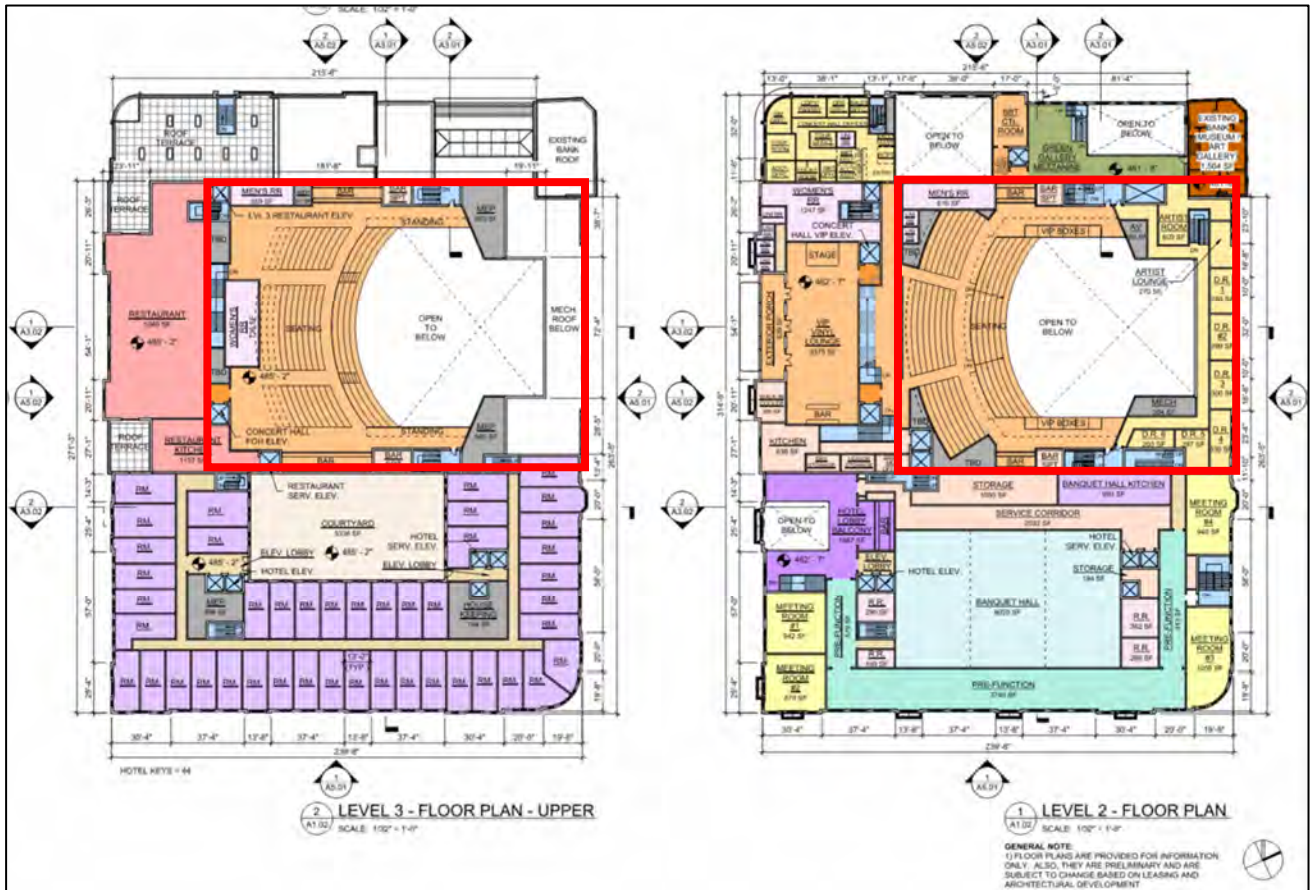
Special Use Permit

- **Special Use Permit** for a concert hall (auditorium or arena) and black box theater

An auditorium or arena is defined as “any structure that draws large numbers of people to specific events or shows. Activities are generally of a spectator nature” (Section 9.3, Defined Terms, Page 9-4). The applicant states “The proposed use (concert hall) fulfils each of the approval considerations for a special use permit as set forth in Section 6.7.7 of the Zoning Ordinance. First, the proposed use will establish an arts and cultural anchor in the center of Old Town Fairfax and help transform Old Town into a cultural destination, thereby advancing one of the core objectives of the Old Town SAP. Second, the concert hall will comply with all applicable Zoning Ordinance requirements and other regulations, except as modified by the special exceptions requested in conjunction with this application. Third, the proposed concert hall will have a positive effect on the quality of life for City residents, including those residing or working within the vicinity of the Subject Property, by providing a new high-quality entertainment option within walking distance of many neighborhoods within the City. Finally, the concert hall will have no adverse impact on the public

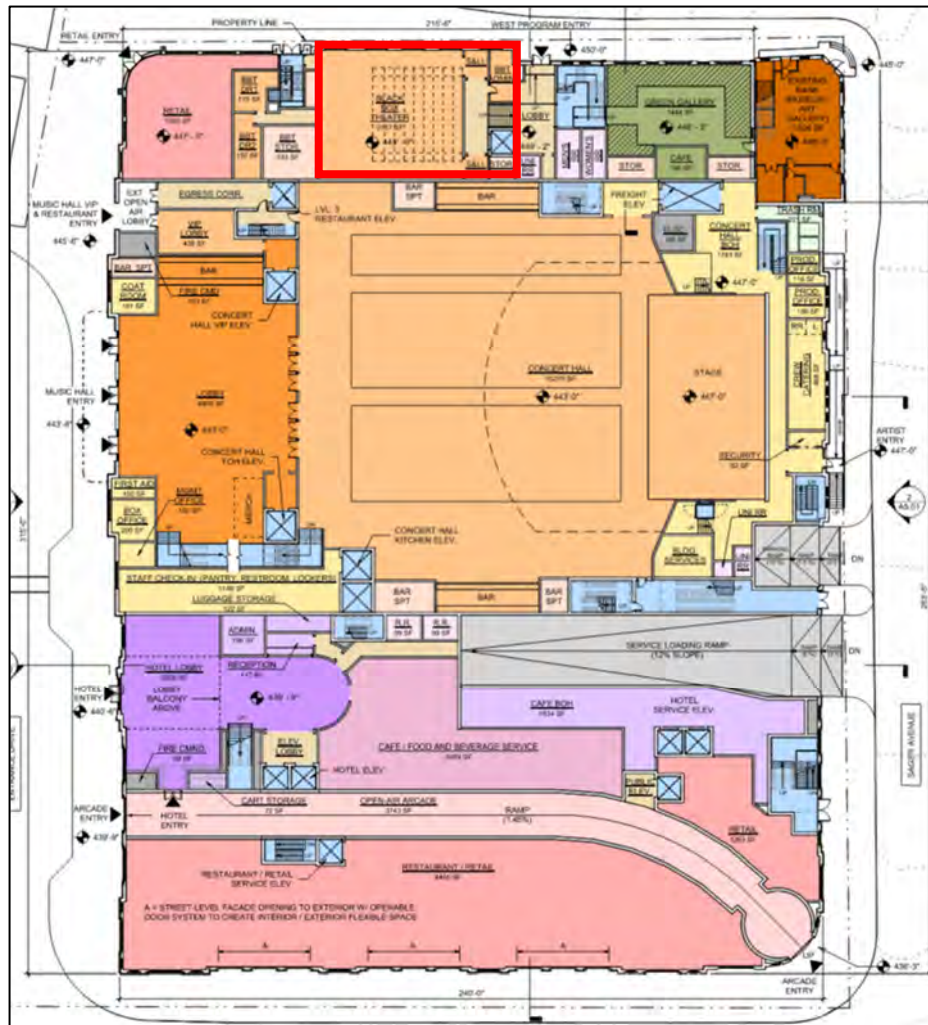
welfare, property, or other improvements in the neighborhood. The concert hall and other uses included in the Applicant’s proposal will result in significant enhancements to the subject property and the surrounding area through the provision of additional dining/retail options, the construction of a number of streetscape and infrastructure improvements, the undergrounding of utilities, and high-quality architecture and site design that will serves as a catalyst for future redevelopment in the area” (Narrative, Pages 5-6). Figure 13 (below) illustrates the proposed layout of the concert hall.

Figure 13: Proposed Concert Hall



The applicant also states, “the concert hall will be managed and operated by a professional third-party operator and will host approximately 3-4 performances per week” (Narrative, Page 2). A theater is defined as “any building, structure or other indoor place, or any portion thereof, having fixed seating arranged in rows to allow spectators an unobstructed view and devoted to the performance arts for which an admission charge is made” (Section 9.3, Defined Terms, Page 9-4). The applicant states, “the black box theater will host smaller performances, but performances will not overlap with the larger concert hall” (Narrative, Page 2). The black box theater location within the building is provided in Figure 14 (next page).

Figure 14: Proposed Black Box Theater



In addition to the rezoning request from CR Commercial Retail to CU Commercial Urban in the Old Town Fairfax Historic Overlay District (HOD). The applicant proposes the following land use requests for City Council action; however, formal action and recommendations by the Planning Commission are not required for the following items:

- **Special Exceptions** to exceed the maximum building height of three-story/36-foot in the Historic Overlay District (HOD), to allow a waiver of the inter-parcel vehicular access requirement, to allow a modification of the perimeter and interior parking lot landscaping requirements, to reduce the required parking for the proposed uses, and, to allow a modification of the transitional yard requirement along the southern property line.

Three-story/36-foot maximum building height in the Historic Overlay District (HOD)

The maximum building height for the subject property is three-story and 36 feet in the Historic Overlay District. The applicant is proposing a maximum height that exceeds the Zoning Ordinance requirement. The requested height also exceeds the prescribed height of in the Old Town Small Area Plan. The general development plan shows a maximum height of approximately 97 feet. The building has a range in height with the tallest section (97 feet) measured from average grade plane located on the east side of the site (University

Drive) and the building measures at 43 feet from average grade plane on the west side of the site (Chain Bridge Road).

To allow a waiver of the inter-parcel vehicular access requirement

Section 4.3.3.B of the Zoning Ordinance states, “All street frontages adjacent to building sites shall be improved in accordance with the standards in the public facilities manual to city standards, provided that residential lots lawfully existing as of the effective date of this chapter may be developed without providing frontage improvements.” (City of Fairfax, Zoning Ordinance, Page 4-11). The applicant is seeking a special exception to Section 4.3.3.B of the Zoning Ordinance to eliminate the requirement to provide vehicular access to abutting nonresidential properties to the south. The applicant is seeking relief from the inter-parcel access requirement for parcels to the south and west. Vehicular access shall be required between abutting nonresidential lots fronting on arterial and collector streets prior to the erection or establishment of a principal building on one of the lots in order to facilitate traffic flow between lots, except where topography or other physical conditions make such access unreasonable. The zoning administrator shall determine the location and dimensions of such easement based on public safety and convenience, not owner preference (Section 4.3.3.B, Cross-access). The applicant states, “the cross access between the interim parking area on the south side of the Subject Property given that the vehicles using the interim parking area have no need to access the private parking lot associated with the office building” (Narrative, Pages 6-7).

Modification of the perimeter and interior parking lot landscaping requirements

The applicant requests a modification to the perimeter and interior parking lot landscaping requirements for the interim surface parking lot. Parking lot landscaping applies to: (a) New on-site surface parking lots with more than 10 spaces; and (b) The expansion of any existing surface parking lot if the expansion results in 10 or more new parking spaces, in which case the requirements of Section 4.5.7 apply only to the expanded area. (Section 4.5.7A1a-b). The applicant seeks “to retain as much of the existing parking area as possible in its current configuration to provide surface parking for the proposed uses on an interim basis until such time as the parking lot and adjacent office building redevelop” (Narrative, Page 7).

The perimeter of all parking lots with frontage on any portion of a public right-of way shall be screened by a continuous landscaped hedge, a wall, or fence supported by masonry piers. Perimeter screening shall be at least 30 inches in height at the time of installation, and any planted screening shall reach a minimum height of 36 inches within two years of planting (Section 4.5.7.C.1).

An interior landscaped island shall be provided for every ten spaces. Each island shall contain a minimum of 200 square feet with a minimum width of eight feet inside the curb and include a minimum of one canopy tree; provided that, where an island includes a sidewalk, such islands shall contain a minimum of 400 square feet with a minimum of 15 feet inside the curb. Planting islands shall be evenly distributed throughout the parking lot; with no parking space located more than 50 feet from a planting island. Interior islands may be consolidated, or intervals may be expanded in order to preserve existing trees, where approved by the zoning administrator (Section 4.5.7.D.1). The applicant states, “while the square footage of the existing parking lot landscape islands is less than the 200 square feet required by Section 4.5.7.C and while there are some locations in the interim parking area where there are more than ten (10) consecutive spaces without an island, the Applicant believes that it is important to provide as much parking as possible on-site for patrons of the concert hall and hotel. Ultimately, the interim parking area is not intended to remain permanent, as it will be removed to allow for the Applicant’s redevelopment of a future phase” (Narrative, Page 7).



Reduce the required parking requirement for the proposed uses.

The applicant is requesting a special exception to reduce the overall parking requirement by approximately 22.7%. The applicant is proposing “a total of 525 parking spaces either within the below-grade parking garage or within the interim surface parking area on the southern portion of the site. Based on the proposed mix of uses and taking into consideration the parking reductions permitted for non-residential uses within the HOD, a total of 695 parking spaces are required for the proposed mix of uses” (Narrative, Page 7). The applicant states, a “a significant number of patrons will utilize rideshare services, public transportation, or other modes of transportation to travel to the concert hall for performances. It also anticipates that given the concert hall’s location in a walkable area of downtown Fairfax, a significant number of patrons will walk to the site from proximate neighborhoods or nearby George Mason University. After thoroughly evaluating the site and the proposed number of on-site parking spaces, the Applicant and its operator have determined that the proposed number of spaces is appropriate” (Narrative, Pages 7-8).

To allow a modification of the transitional yard requirement along the southern property line

The applicant is requesting a special exception to modify the transitional yard requirements along the southern property line between the interim parking lot and the CO, Commercial Office properties to the south. Section 4.5.5.C of the Zoning Ordinance requires a TY1 transitional yard along this property line, which consists of a 7.5-foot yard, a 6-foot fence or wall, and 4 understory trees per 100 linear feet. The applicant is proposing to provide a 7.5-foot yard and wall along the property line. However, the applicant is seeking a modification for the required tree plantings. “The applicant intends to redevelop parcels south of the Subject Property in the future. Accordingly, the Applicant would prefer not to plant trees along the southern property line that would be removed in the future. The parcels to the south are currently developed by existing commercial uses that would not be impacted by the lack of trees along the property line. Because the transitional yard width and wall requirements are otherwise met, the requested modification is appropriate” (Narrative, Pages 8-9).

Historic Resources:

- A Phase I Cultural Resources Study of the proposed redevelopment site is required. Staff will review the study and provide comments upon submission.
- A Historic Structures Report with photo documentation and interior paint analysis for the National Bank of Fairfax building has been provided. The report is under review. This report will need to be finalized prior to the Board of Architectural Review (BAR) public hearing. There are critical elements missing from the report addressing how the building would be preserved, the overall maintenance and restoration work, details on material changes, and more details on how attachments to the historic building would occur.

Code Administration: Comments are pending.

City Schools: No impact on City Schools as the proposal has all non-residential uses.

Parks: No impact on the City Parks as the proposal has all non-residential uses.

Police: City Police provided the applicant with comments based on the principles of Crime Prevention Through Environmental Design (CPTED).

Fiscal Impact: City staff is preparing the fiscal impact analysis.

Attachments

- A1 – Narrative
- A2 – Policy Guidance
- A3 – Certified Plat
- A4 – General Development Plan
- A5 – Transportation Impact Study
- A6 – Transportation Demand Management Plan
- A7 – Shared Parking Analysis
- A8 – Event Management Plan
- A9 – National Bank of Fairfax Report
- A10 – Draft Proffers
- A11 – Certificate of Appropriateness Work Session Staff Report
- A12 – Statement of Design Intent
- A13 – Certificate of Appropriateness Package

**PREPARED BY:**



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Albert Frederick  
Senior Planner

04/24/24

DATE



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Jason D. Sutphin  
Community Development Division Chief

04/24/24

DATE



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Brooke Hardin  
Director, Community Development & Planning

04/24/24

DATE

**OX HILL REALTY**  
**THE OX FAIRFAX – BLOCK A**  
**NARRATIVE**

**January 5, 2024**

Please accept the following Narrative to support a submitted rezoning, special use permit, special exception and related applications to allow the redevelopment of property in the City of Fairfax located at 4020 University Drive, 4029 Chain Bridge Road, and 4031 Chain Bridge Road,. The proposed development – which is identified as “The Ox Fairfax – Block A” – is a mixed-use development that consists of a 4,127-person capacity concert hall with a 117 seat black box theater, a 170-room hotel with up to 28,200 square feet of conference space, 12,000 square feet of office space, two small art galleries totaling approximately 8,200 square feet, and approximately 28,600 square feet of retail/restaurant uses. This Narrative is submitted in conjunction with a General Development Plan and Special Use Permit Plat, prepared by Urban, Ltd., dated January 5, 2024 (the “GDP/SUP Plat”) and associated supporting materials. The contents of this Narrative address the approval considerations for rezonings, special use permits and special exceptions as set forth in Sections 6.4.9, 6.7.7 and 6.17.7 of the City of Fairfax Zoning Ordinance (the “Zoning Ordinance”).

The Applicant, Ox Hill Realty, LLC, is the contract purchaser of the Subject Property, which consists of three parcels identified among the City’s tax records as Parcels 57-4-02-44, -45, and -46. (collectively, the “Subject Property”). According to the assessment records, the Subject Property includes a total of approximately 1156,376 square feet (approximately 3.589 acres). The Subject Property is currently zoned to the CR – Commercial Retail District, and is located within the boundaries of the Old Town Fairfax Historic Overlay District (the “HOD”). The Subject Property is currently developed with four existing buildings occupied by office and other non-residential uses.

**PROPOSED DEVELOPMENT**

The Applicant proposes to rezone the Subject Property from the CR and HOD Districts to the CU (Commercial Urban) and HOD Districts to permit the proposed development, which will help transform Old Town Fairfax into an arts and cultural destination. As discussed in more detail below, the Applicant’s proposal represents a significant step toward the implementation of the overall vision and several key ideas set forth in the Old Town Fairfax Small Area Plan (SAP).

Overview of Proposed Uses and Site Design

As depicted on the submitted GDP/SUP Plat, the Applicant’s proposal will consolidate the four parcels and replace the existing suburban-style office buildings with a new city block occupied by dynamic and active uses that are consistent with the SAP.

The proposed concert hall is located on the west side of the block across Chain Bridge Road from the Fairfax County Judicial Complex. The concert hall – which will be the first of its

kind in the City and one of few comparably-sized establishments throughout the region – will serve as a venue for concerts by musicians, bands, and other performing artists. The concert hall, which will be managed and operated by a professional third-party operator, is anticipated to host approximately 3 – 4 performances per week. The black box theater will host smaller performances, but performances will not overlap with the larger concert hall. The 4,127-person capacity concert venue will include approximately 2,796 fixed seats at ground level and two upper balconies, and approximately 1,427 flexible seats at ground level that may be reconfigured to accommodate different stage orientations and a variety of performances. Performances will take place primarily in the evening hours and on weekends at times when traffic patterns are operating at off-peak levels. As illustrated on the floor plans included with the GDP/SUP Plat, the main entrance to the concert hall is oriented south toward a proposed entrance drive that will be constructed off University Drive to the east. A roundabout is located in front of the entrance to facilitate pick up and drop off activities in front the box office and lobby on the ground floor of the concert hall. The roundabout and entrance drive will remain until such time as the City proceeds with its planned extension of South Street between Chain Bridge Road and University Drive. The Applicant has designed the roundabout and entrance drive with the ultimate configuration of South Street in mind by designing the western segment to the ultimate South Street condition specifications provided by the City, so as to facilitate the extension of South Street in the future.

The Applicant's proposal also includes ground floor retail and two gallery spaces on the west side of the site along Chain Bridge Road. This area will include a unique space identified as the "Green Gallery." The Green Gallery will include plant collections and other "green" exhibits to highlight themes such as green building design, sustainability, and native plants. The Green Gallery is located adjacent to the existing National Bank of Fairfax building at the intersection of Chain Bridge Road and Sager Avenue. The Applicant is proposing to preserve the existing bank building, which is a contributing structure, and adaptively re-use the space as a small art gallery. The proposed concert hall, Green Gallery, and adaptive reuse of the National Bank of Fairfax as an art gallery contribute toward the SAPs key idea of transforming the downtown into a cultural destination.

The east side of the newly created block will be occupied by a 170-room hotel with of ground floor retail and restaurant uses. Like the adjacent concert hall, the main entrance to the hotel lobby is oriented to the south. However, given the prominence of this block and the importance of maintaining a connection to the Old Town core, the Applicant has also proposed a primary entrance to the building at the intersection of University Drive and Sager Avenue. This entrance will provide access to an interior arcade feature which will provide both a visual and physical connection through the building, establishing a strong connection to the Old Town. The arcade is flanked by retail and restaurant uses that will activate the ground floor, and provide locations for concert hall and hotel patrons to shop and/or dine while in town for visits and/or performances. The upper stories of the 7-story hotel will include rooftop terraces and a penthouse restaurant space that will provide views of Old Town Fairfax and the surrounding area.

Parking for the proposed uses is provided in the form of a below-grade parking garage beneath the buildings, as well as an interim surface parking lot on the southern portion of the Subject Property. The below-grade garage is accessed from Sager Avenue. Two separate curb cuts are proposed – one for vehicular parking and a second for loading/service activities. The

garage will include 428 parking spaces and four (4) loading spaces to serve the concert hall, hotel and restaurant/retail uses. The interim surface parking area on the southern portion of the Subject Property – which is anticipated to remain until the Applicant proceeds with a future phase of development – will include 97 parking spaces. Access to the interim parking area is provided from the roundabout drop off area in front of the concert hall.

The proposed redevelopment will include infrastructure and public realm improvements the Property and the surrounding street frontages. Proposed streetscape enhancements include expanded sidewalks along each street frontage to enhance the walkability of this block. An east-west pedestrian connection is proposed from University Drive to Chain Bridge Road, breaking up the ‘super block’ established by University Drive, Sager Avenue, Chain Bridge Road, and Armstrong Street. Bicycle racks and scooter storage areas are proposed along both Chain Bridge Road and University Drive, encouraging multi-modal transportation to and from the site. A pocket park is proposed on Chain Bridge Road, contributing to the expanding network of open spaces in Old Town. Finally, the removal of existing overhead utilities along Chain Bridge Road, University Drive and Sager Avenue is consistent with the City’s objectives and will contribute to a more vibrant and attractive pedestrian experience.

The proposed development will provide on-site stormwater management and best management practices (BMP) consistent with all applicable state and City requirements. In furtherance of the Applicant’s commitment to sustainable building design, the buildings will achieve LEED certification. Additionally, the Applicant has proposed green roofs on both buildings to contribute toward stormwater management.

## **REZONING APPLICATION**

The proposed rezoning fulfills each of the approval considerations set forth in Section 6.4.9 of the Zoning Ordinance, as discussed below:

### *A. Substantial conformance with the Comprehensive Plan*

The proposed development advances several of the Key Ideas for Old Town Fairfax as set forth in the Old Town SAP. The proposed concert hall and art gallery uses will transform this block into a vibrant center of activity, and will transform Old Town Fairfax into a cultural destination. The building design and architecture, which will be refined through the Certificate of Appropriateness application process with input from staff and the Board of Architectural Review, will inject color into the downtown through quality building materials and varied architectural design. To that end, the Applicant has proposed a number of different brick colors, fenestration types and building materials to give the proposed buildings a sense of vibrancy and visual interest that the existing structures on the property lack. The proposed site design contributes to the pedestrian precinct envisioned by Key Idea Four by providing wider sidewalks, an enhanced streetscape, and dedicated areas on-site for scooters, bus shelters, and drop-off/pick-up locations. The proposal provides a long-envisioned east-west pedestrian connection between University Drive and Chain Bridge Road both in the interim condition and the ultimate condition at such time as the City proceeds with the construction of the South Street extension. Finally, the proposed development contributes significantly to the balanced mix of uses envisioned

in Old Town Fairfax, through the addition of cultural, hospitality, retail and restaurant uses will help transition Old Town into a truly mixed use environment as envisioned by Key Idea Five of the SAP. The development will generate a substantial amount of commercial activity and will support the continued growth and success of Old Town Fairfax.

- B. Any greater benefits the proposed rezoning provides to the City than would a development carried out in accordance with the current zoning district, and otherwise applicable requirements of this chapter.*

The proposed CU zoning district is appropriate, and is one of the potential zoning districts recommended by the Comprehensive Plan for redevelopment proposals in Old Town Fairfax. The proposed district supports a wide variety of commercial uses, including those that are included in the Applicant's proposal.

- C. Suitability of the Subject Property for the development and uses permitted by the current versus the proposed district.*

The Subject Property is ideally located for the proposed mix of uses. It is located in the heart of the City, and is conveniently accessed by major thoroughfares including Chain Bridge Road, University Drive and Main Street. The proposed uses are compatible with existing development in the immediate surrounding area, which is developed entirely with existing commercial and/or institutional uses. While several of the uses could be permitted under the existing CR District zoning classification, the proposed CU District permits the proposed hotel use by-right.. As noted above, the CU zoning classification is consistent with the recommendations of the Comprehensive Plan and is appropriate for the proposed development.

- D. Adequacy of existing or proposed public facilities such as public transportation facilities, public safety facilities, public school facilities and public parks.*

Existing public facilities are adequate for the proposed development. The site is proximate to public safety facilities, including the existing fire station to the east across University Drive. The proposed development will have no impacts on public school facilities or parks, but rather will contribute to the existing open space network in Old Town through the addition of the proposed plaza near the concert hall entrance on Chain Bridge Road. The development will provide an improvement to the existing transportation network through the construction of a signalized intersection at the main site entrance on University Drive that will ultimately serve the extension of South Street. Additionally, the Applicant will install a new bus shelter to replace the existing facility on Chain Bridge Road. The Applicant will continue to work with staff during the application process to ensure that any impacts on the existing transportation network are mitigated.

- E. Adequacy of existing and proposed public utility infrastructure.*

The existing public utility infrastructure is adequate to serve the proposed development. As stated above, the proposed development will include the undergrounding of existing overhead utilities along Main Street.

*F. Compatibility of the proposed development with adjacent and nearby communities.*

As described above, the development is surrounded entirely by existing commercial and/or institutional uses and is therefore compatible with the immediate area. The proposed concert hall, art galleries, and restaurant/retail uses will provide additional amenities for nearby residential communities and contribute toward the re-imagining of Fairfax as a cultural destination.

*G. Consistency with the stated purpose of the proposed district.*

The stated purpose of the CU – Commercial Urban District is “*to provide an urban, mixed use development option for appropriate parts of the downtown area . . .*” The Applicant’s proposal fits squarely within the purpose statement for the CU District.

Accordingly, the proposed rezoning of the Subject Property from the CR and CG Districts to the CU District fulfills the considerations of Section 6.4.9 of the Zoning Ordinance.

## **SPECIAL USE PERMITS, SPECIAL EXCEPTIONS AND MODIFICATIONS**

In conjunction with the proposed rezoning, the Applicant requests approval of the following special use permit and special exceptions:

1. Pursuant to Section 6.7 of the Zoning Ordinance, a special use permit is hereby requested to allow the proposed concert hall (classified as an auditorium or arena) in the CU District.

The proposed concert hall fulfills each of the approval considerations for a special use permit as set forth in Section 6.7.7 of the Zoning Ordinance. First, the proposed use will establish an arts and cultural anchor in the center of Old Town Fairfax and help transform Old Town into a cultural destination, thereby advancing one of the core objectives of the Old Town SAP. Second, the concert hall will comply with all applicable Zoning Ordinance requirements and other regulations, except as modified by the special exceptions requested in conjunction with this application. Third, the proposed concert hall will have a positive effect on the quality of life for City residents, including those residing or working within the vicinity of the Subject Property, by providing a new high-quality entertainment option within walking distance of many neighborhoods within the City. City residents will have opportunities to attend world-class concerts and performances in their own community, without having to drive or travel to similar venues in Washington, DC or the surrounding area. Finally, the concert hall will have no adverse impact on the public welfare, property, or other improvements in the neighborhood. The concert hall and other uses included in the Applicant’s proposal will result in significant enhancements to the Subject Property and the surrounding area through



the provision of additional dining/retail options, the construction of a number of streetscape and infrastructure improvements, the undergrounding of utilities, and high-quality architecture and site design that will serve as a catalyst for future redevelopment in the area. For these reasons, the Applicant's proposal meets the criteria set forth in Section 6.7.7.7.

2. Pursuant to Section 6.17.1.B.3 of the Zoning Ordinance, a special exception is hereby requested to allow a modification of the three-story/36-foot maximum building height in the HOD District.

The Applicant is requesting a modification of the maximum building height requirement to allow a maximum building height of seven (7) stories and 97 feet. In accordance with the approval criteria for special exceptions set forth in Section 6.17.7 of the Zoning Ordinance, the requested modification of maximum building height will not materially or adversely impact adjacent land uses or the physical character of uses in the immediate vicinity of the Subject Property. The proposed development is located in a commercial area of the City and is surrounded entirely by non-residential uses. Existing development on the Subject Property includes a significant five (5) story office building, with two additional six (6) story buildings located to the east across University Drive. The proposed height is therefore compatible with the height of existing structures in the surrounding area, and as noted above, will not impact any nearby residential neighborhoods. Additionally, mindful of the need to respect the character of the surrounding area, the Applicant and its design team have proposed a variety of building heights across the block, and have applied architectural techniques intended to mitigate height impacts. The tallest portion of the building is the proposed hotel – which is located on the eastern portion of the Subject Property proximate to the 5-story office buildings across the street. Moving west toward the Fairfax County courthouse, the building height transitions down to two (2) and three (3) story portions of the building along Chain Bridge Road. Each façade has been treated with a variety of architectural features and materials to provide visual interest and avoid a monolithic design, while at the same time maintaining an integrated and cohesive appearance. By tapering the height down and by incorporating numerous techniques to articulate the building, the Applicant and its architects have designed a building that respects and enhances the character of Old Town Fairfax.

3. Pursuant to Section 6.17.1.B.4 of the Zoning Ordinance, a special exception is hereby requested to allow a waiver of the inter-parcel vehicular access requirement set forth in Section 4.3.3.

The Applicant is requesting a waiver of the requirement to provide an inter-parcel access to two adjacent parcels to the south on Chain Bridge Road and University Drive, identified as Tax Map Parcels 57-4-02-048 and 75-4-02-044A. Both parcels are currently developed with office buildings. With the proposed development, cross-access to Parcel 48 on Chain Bridge Road is not feasible due to the future extension of South Street that is currently planned. Cross-access between the

interim parking area on the south side of the Subject Property and Parcel 44A is not necessary, given that vehicles using the interim parking area will have no need to access the private parking lot associated with the office building. Notably, there is no cross-access provided between the Subject Parcel and these parcels today in the existing condition. Accordingly, the waiver of the cross-access requirement is appropriate.

4. Pursuant to Section 6.17.1.B.4 of the Zoning Ordinance, a special exception is hereby requested to allow a modification of the perimeter and interior parking lot landscaping requirements set forth in Section 4.5.7 of the Zoning Ordinance.

The Applicant requests a modification to the perimeter and interior parking lot landscaping requirements for the interim surface parking area on the southern portion of the Subject Property south of the proposed entrance drive. The Applicant is proposing to retain as much of the existing parking area as possible in its current configuration to provide surface parking for the proposed uses on an interim basis until such time as the parking lot and adjacent office building redevelop. While the square footage of the existing parking lot landscape islands is less than the 200 square feet required by Section 4.5.7.C and while there are some locations in the interim parking area where there are more than ten (10) consecutive spaces without an island, the Applicant believes that it is important to provide as much parking as possible on-site for patrons of the concert hall and hotel. Ultimately, the interim parking area is not intended to remain permanently, as it will be removed to allow for the Applicant's redevelopment of a future phase. Therefore, the requested modifications to the landscape requirements are appropriate.

5. Pursuant to Section 6.17.1.B.4 of the Zoning Ordinance, the Applicant requests a special exception to reduce the parking requirement for the proposed uses otherwise required by Section 4.2 of the Zoning Ordinance.

As discussed above and as depicted in the parking tabulations provided in the GDP/SUP Plat, a total of 525 parking spaces are provided on the Subject Property either within the below-grade parking garage or within the interim surface parking area on the southern portion of the Subject Property. Based on the proposed mix of uses, and taking into consideration the parking reductions permitted for non-residential uses within the HOD, a total of 695 parking spaces are required for the proposed mix of uses. As a result, the Applicant is requesting a special exception to reduce the overall parking requirement by approximately 24%.

The Applicant has consulted extensively with the anticipated professional third-party operator of the concert hall. Based on the operator's extensive experience managing and operating similarly-sized venues, the operator is confident that the proposed number of spaces is more than adequate to accommodate the concert hall, which is the use that accounts for the majority of the required parking. In the operator's experience, a significant number of patrons will utilize rideshare services, public transportation, or other modes of transportation to travel to the

concert hall for performances. It also anticipates that given the concert hall's location in a walkable area of downtown Fairfax, a significant number of patrons will walk to the site from proximate neighborhoods or nearby George Mason University. After thoroughly evaluating the site and the proposed number of on-site parking spaces, the Applicant and its operator have determined that the proposed number of spaces is appropriate.

Additionally, there are a number of existing underutilized public parking facilities in and around Old Town Fairfax. As indicated on the Existing facilities include the Old Town Plaza parking garage, surface and garage parking adjacent to Victorian Square, surface lots adjacent to Old Town Plaza, and parking facilities on the Fairfax County Judicial Complex. These existing parking facilities will be better utilized following construction of the proposed development, particularly on nights and weekends during concert hall performances. The proposed reduction is also consistent with the objectives of the Old Town SAP, which acknowledges that parking is often oversupplied, and suggests a number of strategies related to parking management, including the creation of a 'park-once and walk' district, the encouragement of shared parking, and the management of curbside space. The Applicant's proposal is consistent with each of these strategies. The proposed garage and interim parking lot advance the 'park-once and walk' and shared parking concepts by offering patrons of the concert hall, hotel and restaurants a single place to park that is convenient to each of the proposed uses. The proposal also includes a number of temporary drop-off/pick-up spaces along the entrance drive adjacent to the building entrances, which will provide convenient access to taxi and ride-share services. Given the abundance of existing public parking facilities in the vicinity of the Subject Property, the operator's extensive experience in the industry, and the centrally located parking facilities that will serve all of the proposed uses on the Subject Property, the proposed number of on-site spaces is sufficient for the Applicant's proposal.

6. Pursuant to Section 6.17.1.B.4 of the Zoning Ordinance, the Applicant requests a special exception to modify the transitional yard requirements along the southern property line.

The Applicant is requesting a modification of the transitional yard requirement between the interim parking lot and the CO-zoned properties to the south of the Subject Property. Section 4.5.5.C of the Zoning Ordinance requires a TY1 transitional yard along this property line, which consists of a 7.5 wide yard, a 6 foot fence or wall, and 4 understory trees per 100 linear feet. While the Applicant is providing a 7.5 foot wide yard and wall along the property line, it is requesting a modification of the requirement to plant trees. As indicated above, the Applicant intends to redevelop parcels south of the Subject Property in the future. Accordingly, the Applicant would prefer not to plant trees along the southern property line that would be removed in the future. The parcels to the south are currently developed by existing commercial uses that would not be impacted by the

lack of trees along the property line. Because the transitional yard width and wall requirements are otherwise met, the requested modification is appropriate.

## **CONCLUSION**

The Applicant's proposal represents the realization of the City's Small Area Plan for Old Town Fairfax. The proposed concert hall, hotel, and restaurant/retail uses fit squarely within the vision that was created following several years of collaboration between the community, City staff, and various stakeholders in downtown Fairfax. The proposed concert hall and hotel will re-position Old Town Fairfax as a destination for concert patrons, travelers, and members of the Fairfax community. While the Applicant's plans for the area are continuing to unfold, this proposal will serve as the catalyst and cornerstone for what is to come.

## Policy Guidance

### Old Town Fairfax Small Area Plan

In June 2020, the City Council adopted the Old Town Fairfax Small Area Plan to provide guidance on a neighborhood level for development in the Activity Center Place Type. The guidance provides specifics on the desired mix of uses, recommended height and density, building typologies, street locations, multi-modal connections, infrastructure improvements, parking, and open space. Old Town Fairfax is intended to bring in regional populations to come visit, interact, work, play, shop, and dine in the city. It is a unique place within the region, with its historical downtown fabric and its adjacency to George Mason University (Old Town Small Area Plan, Introduction, Page 2).

### Mix of Uses

- Old Town has an opportunity to transform into a mixed-use Activity Center that centers and anchors the surrounding communities. Transitioning to a more balanced mix of uses will help create a better sense of place, bringing more activity around the clock, potentially reducing single-use peak traffic, and help create more dynamic public spaces.
- Residential uses are key to supporting new development in the Activity Centers, both of which are currently dominated by office space. New residential construction also provides diversification of residential product types since most of the City's existing residential inventory comprises older single-family homes and apartment complexes. Expanding residential choices to include new construction, including target market occupants (students and seniors), can help nurture a well-balanced sustainable community (Old Town Small Area Plan, Page 24).
- Retail thrives when concentrated in nodes of no more than two to three urban blocks, and in traditional two-sided walkable pedestrian friendly streets and continuous retail frontage. Public open space can be advantageously used by adjacent retail uses to strengthen the civic life of the park and help support the retail. Retail should be most concentrated in the pedestrian precinct and cultural core-building upon its unique existing retail opportunities (Old Town Small Area Plan, Page 21).
- In the medium to long term mix of uses, the following percentage of uses are anticipated:
  - o Multifamily (52%)
  - o Office (28%)
  - o Retail (11%)
  - o Hotel (5%)
  - o Institutional (4%)
- Retail frontage is prescribed at this location on the northwest corner of University Drive and the proposed South Street Extension, and on the west side of the building fronting Chain Bridge Road.

### Height and Density

Density is not prescribed on a parcel-by-parcel basis. For a near term horizon of 15 years, it is estimated that Old Town will bring in substantial new development and land use changes, including:

- Residential: Increase of 1,250 residential units (includes townhouses, condos, market-rate apartments, senior living, student, and affordable housing units)

- Office: Increase of at least 25,000 GSF new office space
- Retail: Increase of at least 60,000 GSF new retail space and activation of at least 20,000 GSF of currently vacant retail space
- Most of the properties within the Old Town study area are regulated by the Old Town Historic Overlay District and the Old Town Transition Overlay District, which limit buildings to a maximum height of 3 stories and 4 stories, respectively. The plan focuses on larger scale redevelopment in Old Town North and Old Town South. Taller buildings conform to the existing character established by the larger existing office buildings and nearby tall structures at the Massey Complex (Old Town Small Area Plan, Page 25).
- The Old Town study area may consider unique and special projects within the downtown area, such as institutional uses, a boutique hotel and/or performing arts center. These unique uses have special public merit and civic/economic development benefits and may require exceptions to the height limit (Old Town Small Area Plan, Page 25).

### Building Typologies

- The plan focuses on larger scale redevelopment in Old Town North and Old Town South. Taller buildings conform to the existing character established by the larger existing office buildings and nearby tall structures at the Massey Complex.
- As one moves away from the proposed residential areas, a transitional zones of medium scale heights of 5 stories maximum is proposed. These transitional zones are found in areas where busy roads or retail corridors are adjacent to lower scale, primarily residential uses.
- Old Town is intended to function as an Activity Center with a historic downtown center surrounded by a supporting mix of uses.
- The subject property is in the historic sensitive infill + transitional land uses zone with typical uses such as multifamily residential, mixed use, retail, office, and parks and greenspaces.

### Street Locations

- One of the key recommendations of this plan is to rethink the street grid and circulation system as a loop road surrounding a pedestrian precinct. Main Street, from West Street to Old Lee Highway, is Fairfax City's historic central street. Currently, Main Street is characterized by narrow sidewalks, no bicycle facilities, uncomfortable crossings, and traffic congestion.
- Main Street from Chain Bridge Road to Old Lee Highway, and University Drive from Sager Avenue to North Street can be designed as pedestrian-oriented streets. The Old Town Small Area Plan incorporates the 30% streetscape design plan as a near term recommendation for Main Street.
- Continued coordination with the redevelopment of the Fairfax County Massey Complex property provides an opportunity to further extend South Street to the west of Chain Bridge Road and connect it to West Street to complete the loop.
- This plan proposes new street connections to create more walkable blocks with a grid of connected streets. Not only is pedestrian connectivity enhanced by the creation of smaller blocks and higher intersection density, but a well-connected network allows choice for travelers to filter through a grid of streets and potentially shorten travel distances. The street grid will result in providing options for people to use other streets and may reduce additional traffic at major

intersections than otherwise would be added in the absence of a new network (Old Town Small Area Plan, Page 28).

### Multi-Modal Connections

- As identified in the City's Multi-modal Transportation Plan, most of the trips on the City's roadway network are people driving in cars that start and end beyond the City's limits.
- This Small Area Plan provides a unique opportunity to fundamentally rethink the role and design of Old Town's streets to prioritize people over cars. With this approach, streets can be designed to focus on local activities and local trips made by all modes rather than regional car trips that do not serve the City's goals.
- Mixed-use redevelopment built as walkable districts invite more local travel and produce much higher rates of "internal capture" than typical single-use automobile-dependent developments.
- This plan proposes new street connections to create more walkable blocks with a grid of connected streets. New street and trail connections are proposed to the surrounding neighborhoods around Old Town. These new connections will help provide a more direct option for current residents to walk and bike much shorter distances to get to their destinations in Old Town.
- Provide comfortable sidewalks and street crossings throughout the Activity Center. Develop a complete network of safe and comfortable bicycle facilities linked to destinations beyond the Activity Center.
- Establish a Transportation Demand Management (TDM) program to encourage active modes of transportation.

### Infrastructure Improvements

The plan recommends that future developments be encouraged to place existing overhead utilities underground. This is consistent with Section 4.11 of the Zoning Ordinance.

### Parking

Parking management for the Activity Center relies on the following five strategies:

- Create a park-once and walk district.
- Encourage shared parking.
- Establish district-wide parking regulations.
- Encourage the use of on demand mobile parking apps.
- Manage curbside space.

### Open Space

The plan calls for a variety of green spaces - from trails and natural spaces to neighborhood parks and plazas. The range of green and open spaces can allow a variety of activities to take place for the residents and visitors.

## 2035 Comprehensive Plan Policies

Neighborhoods: Neighborhood – the places where we live, learn, play, and increasingly work – constitute the largest geographical use of land in the city, though physical boundaries are not the only thing defining character trait of a neighborhood. The City’s neighborhoods each have their own unique character and offer a variety of housing and lifestyle opportunities. Neighborhoods are supported by a separate Guiding Principle in this Plan due to their importance to residents. City growth and development policies must both preserve the quality of neighborhoods and protect neighborhoods from adverse consequences of growth. However, this should not imply that Fairfax’s neighborhoods should remain static. Well-designed and properly scaled infill can be an appropriate strategy to foster walkability, better amenities, and housing affordability (City of Fairfax 2035 Comprehensive Plan, Chapter 2: Land Use, Page 45).

### Neighborhood Goal 1

Enhance neighborhood character.

Outcome N1.1: Infill housing that complements the character of surrounding homes in existing neighborhoods.

Action N1.1.1: Maintain regulatory standards to ensure infill housing fits in with the surrounding neighborhood context.

### Neighborhood Goal 2

Provide neighborhood pedestrian connections.

Outcome 2.1: Residents of all abilities safely and easily move about the community.

Action 2.1.1: Identify opportunities for future open space and trails in neighborhoods that are currently deficient in offering these amenities.

Action 2.1.2: Expand existing pedestrian network to increase connectivity within neighborhoods and to other destinations.

Commercial Corridors and Activity Centers: Fairfax’s success in achieving the community’s vision for future development hinges upon effective growth strategies for the City’s areas of highest redevelopment potential. These areas will accommodate the majority of new commercial activity, higher density residential neighborhoods, and transportation improvements. Success in achieving this vision will be measured not by the magnitude of new investment, but rather by the attributes that can transform a disjointed pattern of development into an attractive and welcoming neighborhood. If the City’s Commercial Corridors and Activity Centers can be transformed into areas with attractive physical characteristics and a mix of uses, then the city will realize a major aspect of its goal to be a vibrant 21st century community. While higher intensity mixed-use redevelopment of older commercial properties can provide economic and social benefits to the community, these benefits would be most realized if concentrated in key areas to allow new developments to complement each other, avoid oversaturating the market, and minimize impacts to existing neighborhoods. These types of uses are primarily envisioned in Activity Centers, as indicated on the Future Land Use Map. While a mix of uses and connected street grids are envisioned in all Activity Centers, such development is always encouraged in the Old Town Fairfax



and Northfax Activity Centers (City of Fairfax 2035 Comprehensive Plan, Chapter 2: Land Use, Page 49).

### Commercial Corridors & Activity Centers Goal 2

Promote redevelopment in the City's Activity Centers.

Outcome CCAC2.1: Old Town Fairfax, including an expanded downtown area to its north and south, is a lively, economically viable, walkable cultural hub for the city.

Action CCAC2.1.4: Encourage redevelopment of privately-owned, underutilized sites north and south of Old Town Fairfax, such as the Courthouse Plaza shopping center and the area west of University Drive between Sager Avenue and Armstrong Street, as mixed-use developments.

Outcome CCAC2.3: Old Town Fairfax, Northfax, and the other Activity Centers are well-designed and desirable places to live, work, shop, and dine.

Action CCAC2.3.1: Encourage structured parking and minimize surface parking, particularly adjacent to public rights-of-way.

Action CCAC2.3.2: Encourage structured parking and minimize surface parking, particularly adjacent to public rights-of-way.

Action CCAC2.3.3: Promote active streetscapes with minimal building setbacks, pedestrian amenities, street furniture, on-street parking, landscaping, and other features.

Action CCAC2.3.4: Support land planning that balances connectivity for pedestrians, bicyclists, and motorists.

Community Design: An attractive, well-designed City instills civic pride; improves the visual character of the community; creates a strong, positive image; and attracts quality developments. Community Design relates not just to what buildings look like, but to the spaces between buildings, as well as to the street and public realm. While accommodating new growth and change, consideration must be given to preserving significant elements of the community that contribute to the City's unique character. The intent of the Community Design and Historic Preservation Guiding Principle is to capitalize on unique features of the city in a manner reflecting the community's values and its connection to the history and traditions that distinguish it from other communities in the region (City of Fairfax 2035 Comprehensive Plan, Chapter 2: Land Use, Page 61).

### Community Design and Historic Preservation Goal 1

Require high-quality, sustainable design.

Outcome CDHP1.2: Attractive buildings, inviting public spaces, and welcoming gateways that contribute to our economic vitality and unique character.

## Community Design and Historic Preservation Goal 2

Protect and enhance historic resources.

Outcome CDHP2.1: Protection of eligible structures, properties, and neighborhoods through local historic designation and strategic investments.

Action CDHP2.1.3: Encourage the preservation of existing buildings of historic or architectural significance whenever feasible.

Outcome CDHP2.2: Redevelopment that respects nearby historic structures and the established architectural pattern.

Action CDHP2.2.1 Ensure all new development subject to the requirements of the City of Fairfax Design Guidelines is compliant and continue to monitor the review process for Certificates of Appropriateness to ensure it is effective.

Multimodal Transportation: Transportation is about more than mere movement – transportation grants us access to the needs of everyday life. Sustainable, connected, and integrated transportation is fundamental to the success and livability of the city. Multimodal refers to the multiple ways people use to get around – car, bus, train, bike, walking, etc. – and a multimodal plan incorporates these various transportation modes into an efficient and connected system (City of Fairfax 2035 Comprehensive Plan, Chapter 2: Land Use, Page 67).

## Multimodal Transportation Goal 2

Provide viable and attractive mobility choices.

Outcome MM2.1: Pedestrian safety is improved.

Action MM2.1.1: Fill critical gaps in the pedestrian network. Develop and act on a prioritized list of sidewalk improvements in the commercial areas and provide sidewalks on at least one side of every residential street in neighborhoods that are in agreement.

Action MM2.1.2: Ensure the pedestrian network is accessible to all and meets the requirements of the Americans with Disabilities Act (ADA).

## Multimodal Transportation Goal 3

Integrate transportation with land use.

Outcome MM3.2: Walkability to and within Activity Centers and between neighborhoods is increased.

Action MM3.2.1 Whenever possible, increase connections – particularly nonmotorized connections – between neighborhoods, community facilities, and Activity Centers.

Action MM3.2.2 With development projects, break up large blocks to a more walkable scale. Pursue additional secondary and tertiary street network opportunities. Streets should be well-designed as complete streets and align at regular intersections for a continuous street grid.

Action MM3.2.4 Improve the overall pedestrian environment, including pedestrian crossings, street trees, and furnishing zones; buffering sidewalk from vehicle travel lanes; improved pedestrian scale lighting; and active ground floor uses along primary street edges.