



PROPOSED COMPREHENSIVE PLAN AMENDMENT

ITEM: ST06-III-UP2
February 10, 2009

GENERAL LOCATION: The Lake Anne Village Center is generally bounded by Baron Cameron Avenue on the north, Lake Anne on the south, North Shore Drive on the west and Wiehle Avenue to the east of the Village Center.

SUPERVISOR DISTRICT: Hunter Mill

PLANNING AREA: III

PLANNING DISTRICT: Upper Potomac

SUB-DISTRICT DESIGNATION: Lake Anne Community Revitalization Area and Lake Anne Village Center Historic Overlay District

PARCEL LOCATION: 17-2 ((1)) 2, 2A, 3, 7; 17-2 ((5)) 6D, 6D1; 17-2 ((7)) 6B2, 6B3; 17-2 ((8)) 6C; 17-2 ((14)) (1) 2G; 17-2 ((16)) 1A; 17-2 ((23)) 1, 11; 17-2 ((31)) (common area located north of Washington Plaza in the main parking lot and common area located southwest of Washington Plaza in the parking lot); 17-2 ((31)) 1645

PLANNING COMMISSION PUBLIC HEARING: Wednesday, March 11, 2009 @ 8:15 P.M.

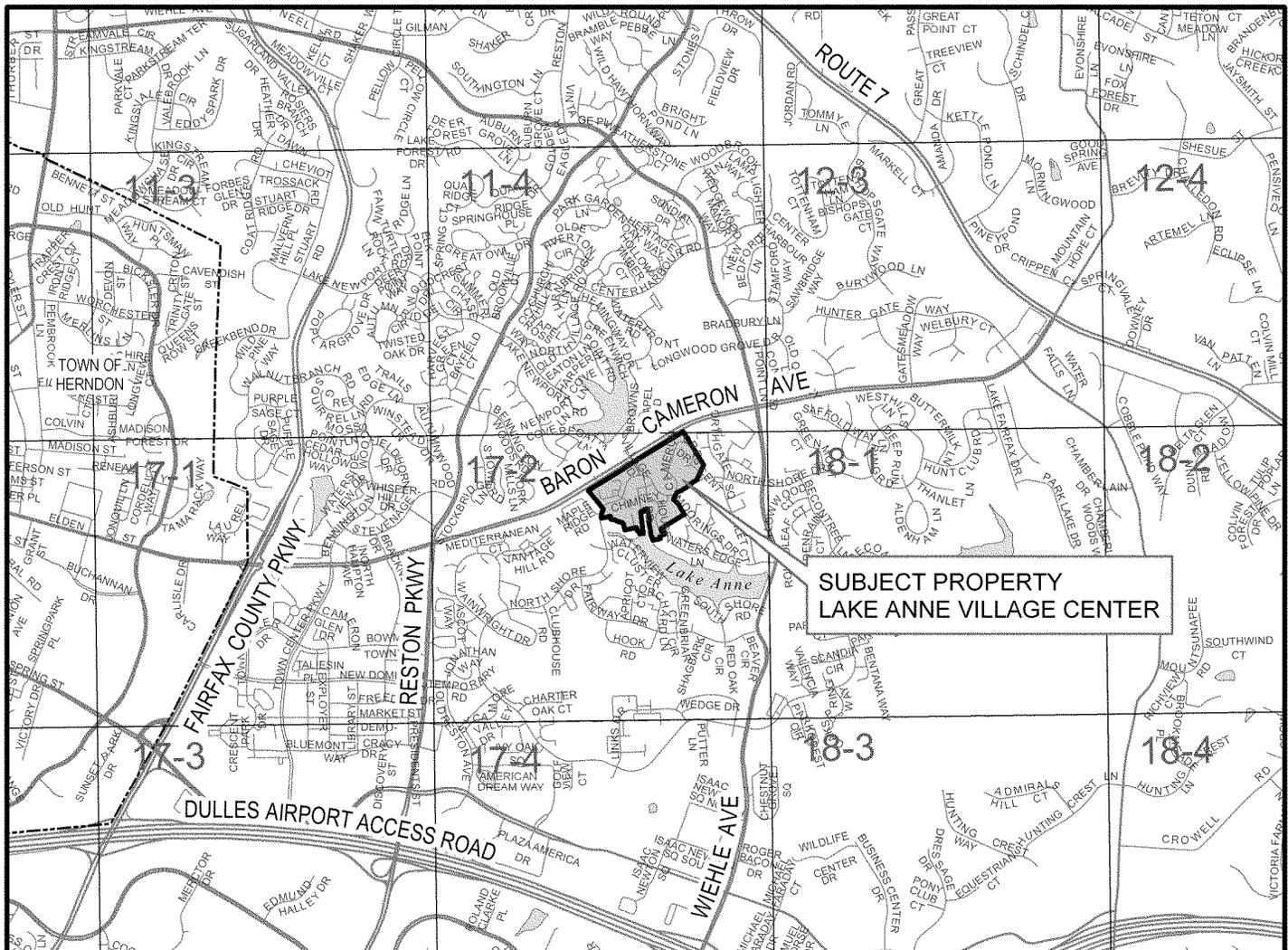
BOARD OF SUPERVISORS PUBLIC HEARING: Monday, March 30, 2009 @ 4:00 P.M.

PLANNING STAFF DOES RECOMMEND THIS ITEM FOR PLAN AMENDMENT

For additional information about this amendment call (703) 324-1380.



Reasonable accommodation is available upon 7 days advance notice. For additional information about accommodation call (703) 324-1334.



3000 FEET

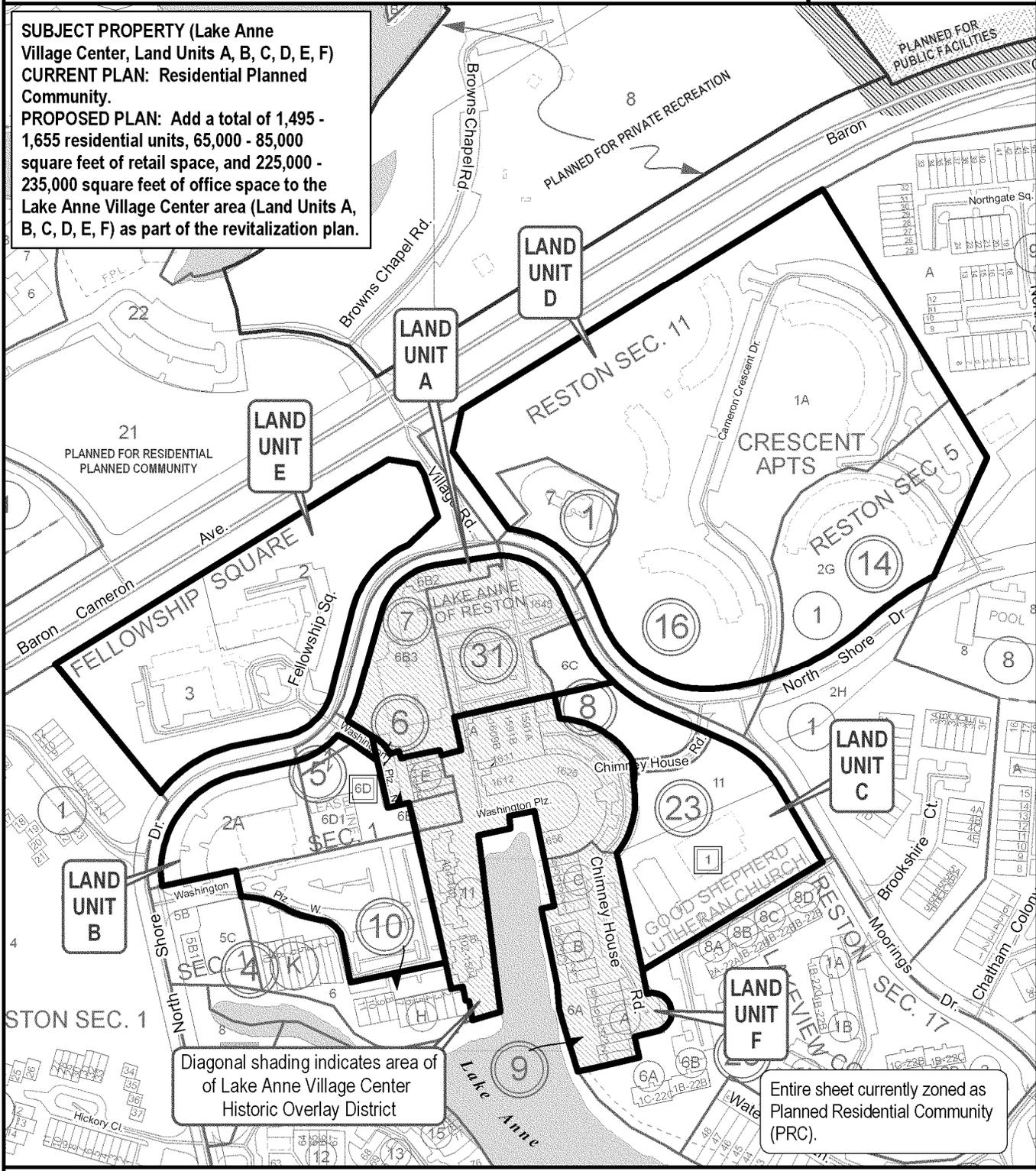
PREPARED BY THE DEPARTMENT OF PLANNING AND ZONING USING FAIRFAX COUNTY GIS



CURRENT PLAN AND PROPOSED PLAN CHANGE
PARCEL LOCATION MAP SHOWING CURRENT PLAN AND PROPOSED CHANGE FOR
SUBJECT PROPERTIES AND CURRENT PLAN MAP FOR ADJACENT AREAS

ITEM: ST06-III-UP2
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SUBJECT PROPERTY (Lake Anne Village Center, Land Units A, B, C, D, E, F)
CURRENT PLAN: Residential Planned Community.
PROPOSED PLAN: Add a total of 1,495 - 1,655 residential units, 65,000 - 85,000 square feet of retail space, and 225,000 - 235,000 square feet of office space to the Lake Anne Village Center area (Land Units A, B, C, D, E, F) as part of the revitalization plan.



Diagonal shading indicates area of
of Lake Anne Village Center
Historic Overlay District

Entire sheet currently zoned as
Planned Residential Community
(PRC).

300 FEET

PREPARED BY THE DEPARTMENT OF PLANNING AND ZONING USING FAIRFAX COUNTY GIS
PARCEL INFORMATION CURRENT TO JANUARY 2009

Lake Anne Village Center Plan Amendment

STAFF REPORT

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Lake Anne Village Center Plan Amendment

STAFF REPORT

EXECUTIVE SUMMARY

This report presents recommendations for an amendment to the Fairfax County Comprehensive Plan designed to help fulfill the original objectives for the Lake Anne Village Center (LAVC) as presented in the 1962 Reston Master Plan. It establishes a vision for LAVC's redevelopment based on recent public input and planning analysis.

Background

The unique atmosphere and mix of uses in the LAVC contributed to its peak in commercial activity in the 1970s. However, declining levels of commercial investment, physical neglect, an inadequate population base, changing market dynamics, and increasing levels of competition have negatively impacted retail activity and the community vitality of the Village Center. Formal calls for revitalization in the LAVC were voiced as early as 1983. When the Lake Anne Village Center Historic Overlay District was created in 1984, it was noted that "economic revitalization is needed to restore the plaza to its original role and appearance." Since that time, community groups, government leaders, and county departments have engaged in significant efforts to catalogue the existing conditions, explore possible revitalization concepts, and institute policies and programs to support revitalization in this historic center of the Reston community.

Revitalization Initiatives

Revitalization efforts since 1983 have included:

- Establishment of the Lake Anne Village Center Historic Overlay District in 1984 to ensure that all new development and any exterior alteration to existing structures will be compatible with the historic and architectural quality of the original Washington Plaza design.
- Designation of the Lake Anne Village Center Revitalization Area in 1998 to apply additional county resources and a public/private partnership approach to improve the economic vitality of this older commercial area.
- Economic and market analysis along with development of various revitalization scenarios by the consulting firm Basile, Baumann, Prost and Associates (BBP) in 2005.
- Formal community input into the visioning process and the general direction for revitalization through focus groups and a design charrette in 2005.
- Authorization in 2006 of a specific study area for a Comprehensive Plan amendment that would formalize a redevelopment vision for the area.
- Appointment by the Hunter Mill District Supervisor of the LAVC Comprehensive Plan Text amendment and Design Guideline Technical Advisory Panel (TAP) in 2007 to provide input for the development of the text amendment and design guidelines in concert with the consulting firm BBP.

- Preparation by BBP in 2007 of draft Comprehensive Plan amendment text, including urban design guidelines, to revitalize the LAVC.
- Transportation and parking analysis by the consulting firm PB Americas, Inc. (PB) in 2008 to evaluate current and future roadway, parking, and pedestrian networks under different development scenarios.
- Presentation by staff from the Fairfax County Department of Planning and Zoning of draft Comprehensive Plan text in 2008 to the public for comment.

Summary of Plan Amendment

Goals and Objectives

The goals for the Lake Anne Village Center are to create opportunities to: 1) foster residential, office and community-enhancing retail and entertainment uses that will provide a more vital village center environment; 2) support the long-term economic viability of the business community; and, 3) protect the historic and architectural quality of Washington Plaza.

The proposed Plan amendment is based on what we feel is a community consensus that the revitalization of Washington Plaza and the upgrading of the physical environment of the LAVC, while preserving its historic character, should form the overarching vision for the new Comprehensive Plan language. There is much support for the development objectives and planning principles which were set forth in the original Reston Master Plan. These objectives were used to develop the foundation of specific land use design and transportation recommendations of the proposed Plan amendment and include the following:

- Incentives to encourage redevelopment that will increase the residential and daytime population base.
- Moderate increases in retail space to improve the LAVC's competitive position.
- Removal of structures to improve visibility and the vista into Washington Plaza.
- Enhancements to the existing pedestrian and vehicular circulation network.
- Preservation of the Washington Plaza historic core.
- Creation of a vibrant community where people can live, work, and play.
- Accessibility by regional and local visitors arriving by car or bus.

Development Potential

For the purposes of articulating future redevelopment potential, the Lake Anne Village Center is divided into six land units, as shown in Figure 1 in the proposed Plan text. For each land unit, with the exception of Land Unit F, a description of its location and character is given and specific recommendations for future redevelopment are provided that articulate the development planned, both in terms of density and intensity. Designed to accommodate current as well as anticipated future growth, these recommendations establish a development vision for the LAVC at build out – the mix and scale of uses that should be present when the community has been built to its maximum potential.

As outlined, these recommendations should provide the needed flexibility to accommodate the appropriate mix and scale of development to secure the revitalization the LAVC, as well as

ensure its continued vitality into the future. For the land units surrounding and adjacent to Washington Plaza (as described in the table on page 31 of this report and in Appendix 1), the Comprehensive Plan recommendations propose the following options:

- A *Redevelopment Option* that would allow up to 994 additional residential units and up to 151,000 square feet of additional commercial space in the Village Center. This would result in a total of 1,415 residential units when added to the 181 residential units in Land Unit D and the 240 residential units in Land Unit E and a total of 221,000 square feet of commercial space when added to the existing commercial space in the buildings in the land units surrounding the LAVC that may be redeveloped. These figures do not include the residential units in Land Unit F or the approximate 40,000 square feet of commercial space currently existing within the Washington Plaza village core.
- A *Full Consolidation Option* that would allow up to 1,334 additional residential units and up to 177,000 square feet of additional commercial space in the Village Center. This would result in a total of 1,755 residential units when added to the 181 residential units in Land Unit D and the 240 residential units in Land Unit E and a total of 247,000 square feet of commercial space when added to the existing commercial space in the buildings in the land units surrounding the LAVC that may be redeveloped. These figures do not include the residential units in Land Unit F or the approximate 40,000 square feet of commercial space currently existing within the Washington Plaza village core.

The maximum amount of residential and non-residential development allowed under these recommendations would be approximately 1.9 million for the Redevelopment Option and 2.4 million for the Full Consolidation Option (see Appendix 1).

These recommended maximum build-out levels were compared to the development levels as defined in prior planning efforts and market analysis. Consistent with the LAVC revitalization goals, the recommended maximum residential, office, and retail development totals represent an increase from the current Comprehensive Plan development levels. This increase in planned development provides for revitalization potential that will accommodate not only current but also future development pressures; will meet the long-term challenge associated with ever increasing competition from other commercial centers in the region; and should assist in the goal of securing the long-term economic and financial stability of the LAVC.

Guidelines

The urban design guidelines in the proposed Plan text seek to ensure that future redevelopment consistent with the character and aesthetics of the existing Washington Plaza and Lake Anne Village Historic Overlay District. These guidelines address elements including building design and massing, landscaping, street furniture, signage, and parking. They also include guidance regarding environmental protection, tree cover protection and restoration, open space, green building standards, energy conservation, and affordable housing.

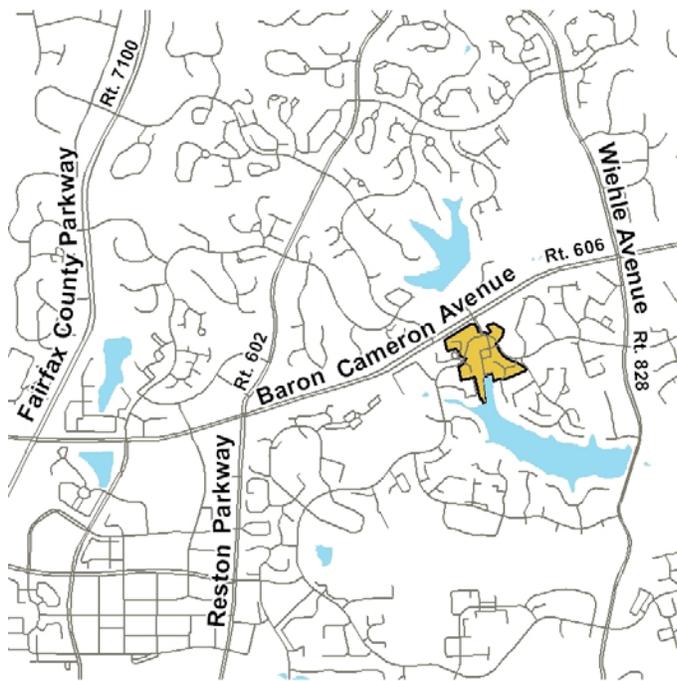
The transportation and pedestrian guidelines presented in these recommendations seek to address the following major transportation goals:

- Establish coordinated and non-conflicting pedestrian and automobile circulation systems.
- Ensure pedestrian connectivity between the different land units surrounding the LAVC.
- Encourage pedestrian and bicycle use within the Village Center area.
- Enhance access for automobiles and deliveries while promoting public transit options.
- Encourage below-grade parking to minimize the visual impact of parking structures.

LAKE ANNE VILLAGE CENTER CHARACTER AND LOCATION

Location and Description of the Area

The Lake Anne Village Center, as defined in the proposed Plan text, is approximately 41 acres (excluding roads) and is located in the northeastern quadrant of Reston between Lake Anne and North Shore Drive and the properties on either side of Village Road south of Baron Cameron Avenue (See Figure 1 in the proposed Plan text). It includes the commercial buildings north of



Washington Plaza (Land Unit A), the Lake Anne Professional Building (Land Unit B), the Buddhist religious institution (Land Unit C), the Crescent Apartments (181 affordable housing units in Land Unit D), and Fellowship Square (240 affordable senior independent residential units in Land Unit E).

In terms of access to major roads, it is adjacent to Baron Cameron Avenue (Route 606) to the north, and near Wiehle Avenue (Route 828) to the east, and Reston Parkway (Route 602) to the west. LAVC is approximately two miles from the planned Metro stop at Wiehle Avenue and the Dulles Toll Road.

The Village Center is about one mile from the Reston Town Center and approximately 1.5 miles from Fairfax County Parkway (Route 7100). Washington Plaza is approximately one mile from The Reston Hospital at the Town Center, while the Reston Regional Library is one mile away. The Reston Post Office located on Sunset Hills Road is 1.5 miles from the Village Center.

History and Character of the Village Center

Under the original 1962 Master Plan for Reston created by Reston's founder, Robert E. Simon, the LAVC was designed to be one of seven community shopping and social centers connecting the Reston neighborhoods. Much of the total population of Reston was planned around each of the seven "village centers," each approximately 15 acres in size. Each village center was originally designed to support a residential population of 10,000 persons. The original planning objective for all of Reston's Village Centers was to provide a well-connected network of

pedestrian paths to the adjacent neighborhoods. Mr. Simon conceived of dynamic “villages” containing neighborhood-oriented retail and office uses, churches, community buildings, and civic space.

As Reston was built over the years under a number of different master developers, only five “village centers” were built. Some of these were developed or redeveloped as suburban strip shopping centers contrary to the original plan set forth by Bob Simon. None of the village centers achieved the population density initially envisioned.

The population of the LAVC area in 2004, in a one-third mile radius from the center of Washington Plaza, was estimated to be only 3,500 persons. Within the 41 acres comprising the six land units in the Plan amendment along with those within the historic core of Washington Plaza there are 547 housing units with an estimated population of approximately 1,200 persons.

Of all the planned village centers, LAVC is commonly held to be the closest approximation to the original spirit of the Reston Master Plan. As a result, since 1965 Lake Anne Village has been the historic iconic center of Reston. With its brick plaza, shops and restaurants, 15-story Heron House, and modern townhouses huddled around the man-made Lake Anne, it has the unique form and feel of a European waterfront community. After 40 years, the national planning landmark still attracts national and international visitors.

The area has at its core Washington Plaza, an exclusively pedestrian area centered on Lake Anne. The Village Center contains a mix of residential and commercial uses located in buildings that were constructed in the mid-to-late 1960s and early 1970s. Shopping and community gathering places line the northern borders of the plaza. Housing is present in several classic forms: townhomes, detached units around the lake, condominium apartments in the high-rise Heron House, multi-level apartments in the Fellowship House complex, above-the-shops units on Washington plaza, as well as in low-rise garden style units in several residential clusters flanking the lake.

The Lake Anne Village Center maintains an eclectic mix of local merchants including neighborhood services, dining, and specialty retail shops. Future potential tenants are likely to base their relocation decisions in part on the synergy found within and created by this existing Village Center mix.

MAJOR CHALLENGES FACING LAKE ANNE VILLAGE CENTER

Even with LAVC’s unique urban form and the added attraction of the lake, some merchants are struggling to remain in business. In short, Lake Anne is slowly dying in comparison to the economic vibrancy it experienced in the late 1960s and early 1970s. There are a number of major challenges facing the future survival of the Village Center.

Commercial Vitality

According to an economic analysis conducted in 2004, the commercial core within Washington Plaza reported a continued decline in retail sales, particularly in the early spring, late fall, and winter months. Owners of these businesses report a number of frustrations with the retail

environment. Daytime social and retail activity is limited by small at-place employment. There is the lack of a year-round retail or activity anchor which would make the LAVC a prime destination. In addition, the Village Center's relatively high operating costs and deferred infrastructure maintenance, its limited visibility from potential drive-by customers, poor signage, and constrained access make it difficult to thrive economically.

One of the most significant reasons for the Village Center's declining commercial vitality, according to the 2004 analysis, relates to the absence of adequate density to sustain a Village Center like Lake Anne. The current resident and office population does not meet the critical mass necessary to support existing commercial activity. Local residents have expressed a strong desire for a greater variety of retail options than what currently exists within LAVC. This cannot happen without an increase in the residential and office base. The challenge facing Fairfax County, the residents of Lake Anne, and potential developers is to find the right density and intensity mix to support the commercial base needed to make a village center thrive.

Vehicular and Pedestrian Circulation

Another significant problem impacting the viability of the LAVC is its lack of visibility. Access into the Village Center is difficult. Once visitors have turned onto Village Road from Baron Cameron Avenue (Route 606), there is a T-intersection at North Shore Drive where visual access to the area's retailers and restaurants is blocked by the Association of School Business Officials (ASBO) building. Visitors must be well aware of the Village Center ahead of time and know how to access its retail environment.

In addition, parking facilities are often inadequate at peak periods. Because many patrons are either accessing a single establishment or are accustomed to suburban retail layouts, they expect to be able to park directly in front of their destinations. Peak periods during good weather, drop-off and pick-up times at the daycare, and Washington Plaza events such as the Farmers' Market sometimes frustrate these expectations. The lack of adequate parking locations for loading and deliveries is also a concern.

Successful mixed-use centers like the Clarendon Market Common and Shirlington in Arlington County, along with the Reston Town Center, demonstrate the need for drive-by visibility to enable retail establishments to thrive. Increasing numbers of jurisdictions are abandoning the 1970s concept of blocking off streets to vehicular traffic.

Finally, pedestrian connections throughout the LAVC, and particularly to Washington Plaza, are problematic. Although originally envisioned as a village community built around the pedestrian, the LAVC was to some extent built to provide priority for the automobile with its large surface parking lot and wide roadways with minimal traffic calming measures. In order to walk to Washington Plaza from Baron Cameron Avenue, residents must cross multiple roadways with the aid of only modest sidewalks and pedestrian crossings. It is especially difficult and dangerous for the senior citizens living in the Fellowship House on North Shore Drive to walk to the LAVC. Access to the plaza from points east and west is also confusing, with only poorly identified access points to pedestrian trails and sidewalks.

Land Ownership

One of the obstacles facing consolidation and coordination efforts to redevelop the LAVC area is gaining the cooperation of the multiple property owners. Below are examples illustrating the variety of owners and organizations in the designated land units in the proposed Plan text:

- The Fellowship Square Foundation (affordable senior independent housing units).
- Fairfax County (Crescent Apts. run by the Dept. of Housing and Community Development).
- G&K Inc. (Chevron service station).
- Washington Plaza Baptist Church.
- Association of School Business Officials (ASBO office building).
- 1601 Washington Plaza, LLC (Millennium Bank).
- The Reston Home Owners Association (common, open land).
- JMM, LLC (24-7 Express market / Mercado Latino convenience center).
- Lake Anne of Reston Condominium Association.
- Buddhist Compassion Relief TZU-CHI, Foundation of the Republic of China.
- Monteverde, LLC (Lake Anne Professional Office Building).

LAKE ANNE VILLAGE CENTER BACKGROUND AND PLANNING CONTEXT

Creation of the Reston Master Plan and Planned Community

The birth of the Lake Anne Village Center originated with the development of the “New Town” of Reston. Written in 1962, the Reston Master Plan was the vision of Robert E. Simon and included a wide choice and diversity of housing types; the opportunity to live and work in the same community; a balance of commercial, cultural, and recreation facilities; and high standards for both the built and natural environments.

In carrying out his vision, Bob Simon engaged a team of prominent urban designers, architects, and open space planners. Mr. Simon’s proposal led to the creation of a new type of zoning by Fairfax County called Residential Planned Community (RPC). The first of its kind in the country, this flexible ordinance allowed for the clustering of housing to preserve open space. By basing approvals on population density rather than housing density, the same amount of people could be accommodated within a smaller land area.

In the 1962 document, Mr. Simon listed some of the advantages to this new approach to zoning:

- The redistribution of population density to create a better community plan with more useable open space.
- The separation of vehicular traffic and pedestrians through better walkways.
- The concept of mixed-use village centers providing for more lively and active social centers.
- The opportunity to strategically place high-rise residential buildings offering a maximum of convenience and dramatic views of the lakes.

- The prospect of creating a greater variety of building types and the construction of new and better forms of attached family dwellings as opposed to the monotony of traditional zoning.
- The feasibility of preserving more trees, stream valleys, and vegetation in harmony with nature.

Lake Anne Village Center Historic Overlay District

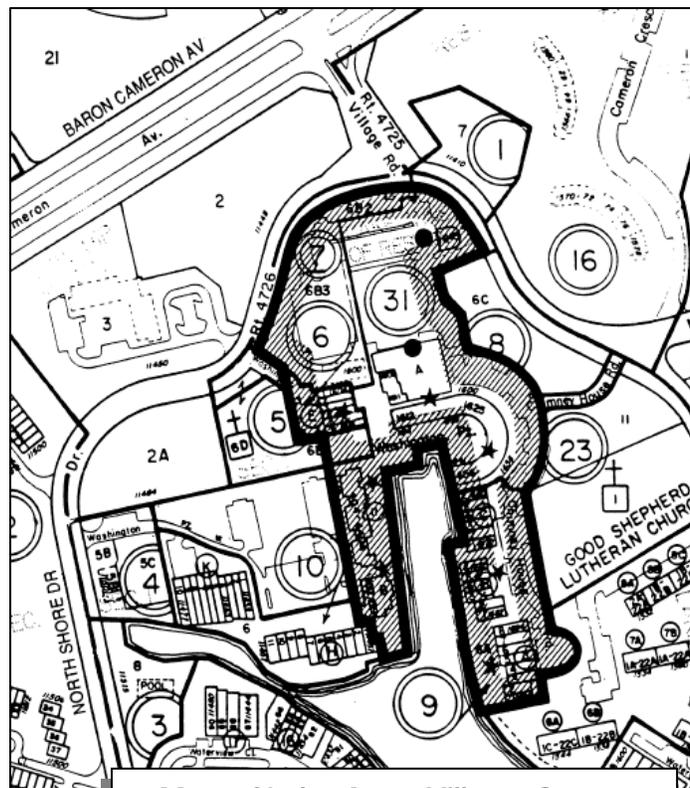
The mix of buildings on Washington Plaza was a product of the 1960s and designed to meet the needs of the day. The buildings were essentially speculative commercial structures intended to last approximately 30-40 years. As other areas of Reston were developed, a degree of new development and redevelopment began to occur in the Village Center. During these modifications, several elements of the original design were lost.

In response, local citizens began to recognize the need to protect the original Village Center as an internationally recognized symbol of the “New Town” movement. They led a preservation movement resulting in creation of the Lake Anne Village Center Historic Overlay District in 1984. All structures facing onto the lake are listed as “historic properties” and all other structures located within the Historic District are considered “contributing” to the District.

According to the Fairfax County Zoning Ordinance, the purpose of the Lake Anne Village Center Historic Overlay District is to:

- Protect against destruction of the historic and architectural quality of the landmark.
- Encourage uses which will lead to its continuance, conservation, and improvement.
- Assure that new uses within the district will be in keeping with the character to be preserved and enhanced.

In 1992 the Architectural Review Board (ARB), which administers historic overlay districts, adopted design guidelines in order to protect the architectural and environmental character of the LAVC and to ensure that future development is compatible with the existing design. The ARB acknowledged that the Village Center is unique and highly planned with each element intended to fit into the entire scheme of the plaza. The



Map of Lake Anne Village Center
Historic Overlay District

Architectural Review Board outlined standards and guidelines to achieve these goals. These include:

- Preserving the spatial quality of the district.
- Retaining the separation of pedestrians and automobiles.
- Preserving alignment of building heights on all structures as seen from the plaza.
- Maintaining orientation of buildings toward the plaza and the lake.
- Ensuring that no structures or plantings should obscure the view of or access to Lake Anne from the plaza.
- Making sure that finishes and materials are compatible with the original design.

In addition to protecting the character of the district's original design, the overlay district was also created to "encourage uses which will lead to its continuance, conservation, and improvement." To achieve this purpose and the objective of revitalization, some flexibility will be needed to reconcile the existing character of the historic Lake Anne Village Center with modern building standards, today's energy needs, and a competitive retail market. In addition, relocation or removal of existing buildings like the ASBO building, Millennium Bank, and 24-7 Convenience Market within the Historic Overlay District may be required.

Even though the Historic Overlay District does not include Land Units B, C, D, and E, it is expected that the overall development of these adjacent areas will support and reinforce the ARB's pedestrian connectivity and architectural design goals for Land Unit A and Washington Plaza.

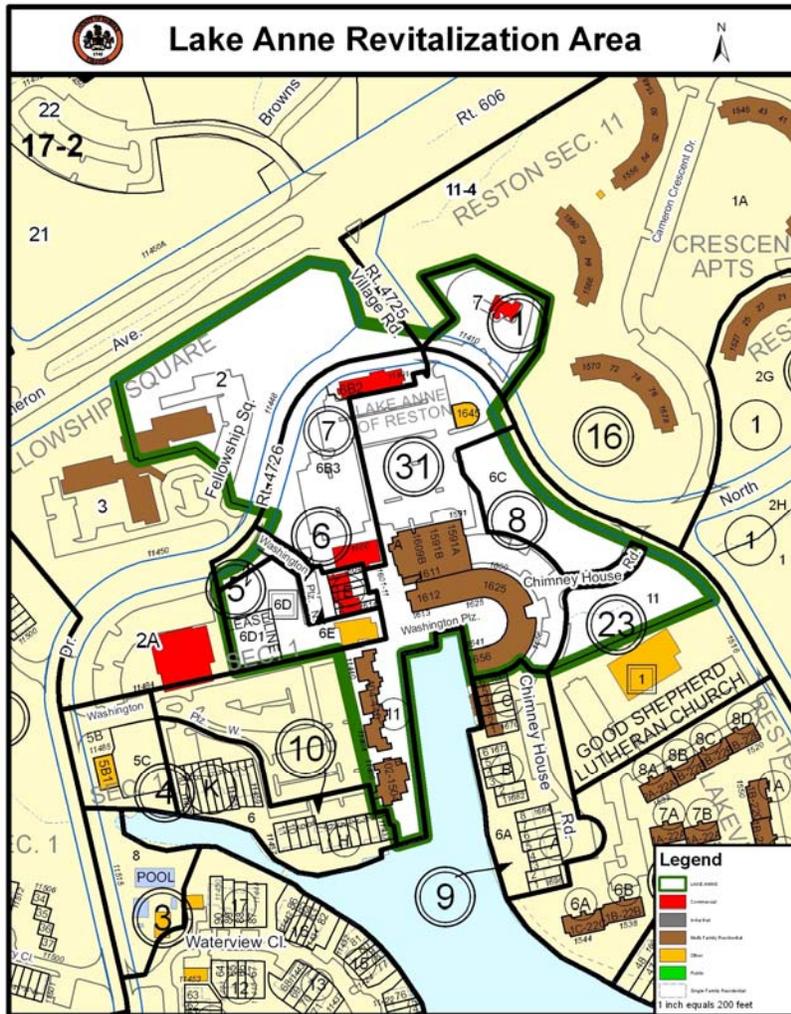
Lake Anne Village Center Commercial Revitalization Area

The unique design of Washington Plaza along with limited alternative commercial options in the vicinity of Reston fueled the vitality of the commercial core of Washington Plaza through the 1970s and 1980s. However, declining levels of commercial investment, physical neglect, changing market dynamics, and increasing levels of competition gradually took its toll on the retail activity of the Village Center.

In the 1980s, new retail and commercial opportunities expanded in the other village centers and in western Fairfax County. As a result, the retail environment on Washington Plaza began to decline leading to reduced investment in the physical maintenance of the LAVC. Even before the creation of the North Point Village Center and the Reston Town Center, the Fairfax County Board of Supervisors (BOS) recognized the need to assist Lake Anne with a revitalization plan to stimulate reinvestment in existing businesses and encourage redevelopment as appropriate.

These economic challenges were mirrored in other parts of the County during this same time period as new retail competition in Fairfax County and beyond reduced the attractiveness of more mature commercial centers to consumers. The Board did not want these established centers, like Lake Anne, to move from being assets into liabilities. As a result, the BOS responded in 1998 by establishing five Commercial Revitalization Districts and two Commercial Revitalization Areas, each in a different magisterial district. The LAVC Commercial Revitalization Area is the designated Revitalization Area within the Hunter Mill Supervisor District. This proposed Plan amendment incorporates and expands upon the 1998 LAVC

Commercial Revitalization boundary and key adjacent properties to create a larger redevelopment area consisting of six connected land units (see Figure 1 in the Plan text).



The Original 1998 Boundary of the LAVC Revitalization Area

Commercial revitalization is intended to accommodate renovations and changes to existing developments, as well as to foster new development and redevelopment. The regulations governing commercial revitalization districts and areas provide flexibility in building setbacks, building heights, parking and screening requirements. These policies also provide expedited review processes.

The Fairfax County Office of Community Revitalization and Reinvestment (OCRR) is the lead agency for revitalization programs in areas like Lake Anne.

In addition, the Reston Community Reinvestment Corporation (RCRC) was designated in 2004 as the official representative body for the Lake Anne Revitalization Area. Its mission is to promote the social and economic

revitalization of the Lake Anne Village Center by educating the public, developers and area businesses on the long-term benefits of community revitalization.

REVITALIZATION STUDIES AND PUBLIC INPUT

Economic Analysis and Initial Revitalization Concepts

The RCRC, in concert with the Hunter Mill District Supervisor and LAVC community groups, spurred a County initiative to conduct an economic analysis of the Lake Anne Village Center to determine the need for future revitalization of this area. The study, completed in 2005 by the consultant group Basile, Baumann, Prost and Associates (BBP), identified the key challenges regarding revitalization and concluded that only significantly higher levels of new residential and

office-based development would provide a better support base for Washington Plaza retail establishments.

The study emphasized that revitalization in Lake Anne is tied to changes at multiple levels. While the introduction of new development is essential to secure the long-term financial and economic stability of the LAVC retail institutions, additional improvements, such as organizational changes, infrastructure investments, and urban design enhancements must also be pursued.

Organizational improvements include enhanced marketing coordination among existing retail shops and creation of a strong retail theme to enhance the status of LAVC as a destination for shopping, entertainment, dining and community activities. Partnerships among property owners to realize the desired development vision will be needed. Changes to the regulations governing the residential and non-residential condominiums are also required.

In addition, infrastructure investments and urban design enhancements are also necessary to achieve revitalization, such as: improved signage, enhanced pedestrian and vehicular circulation systems, and strong architectural ties between the existing historic core of Washington Plaza and new development.

The 2005 report concluded that the LAVC remains a diverse community; and as a result, proportional development of affordable housing must be addressed. Public meetings were held by County staff in 2004 and 2005 to present the preliminary economic analysis and the final conclusions of the BBP report.

Market Analysis

In 2004, Lake Anne Village Center's 20 retail, food, and drinking establishments generated an estimated \$7 million in sales. Compared to other retail shopping centers in the area, Lake Anne Village Center is underperforming (see Appendix 2).

Excluding retail store types not currently located in Lake Anne such as grocery stores, North Point Village Center and Tall Oaks Shopping Center both exhibit higher retail sales in a number of areas including sales per square foot, sales per household, sales as a percent of disposable income, and sales per establishment (see Appendix 2).

Market Conditions

In 2004, the population of the Lake Anne Village Center primary market area in a one-third mile radius from the center of Washington Plaza was approximately 3,500. Given the maturity of the community and built environment, the residential population at Lake Anne Village Center was projected to grow by a modest 1.4 percent annually between 2004 and 2009.

A projected decline in the 25-34 age group and limited growth in the 55-64 age group suggests there is a shortage of transitional housing products among certain market segments and potential limits on future retail growth.

An estimated 316 at-place employees worked at 88 business establishments within the Lake Anne primary market area in 2004. Over 40 percent worked in the services sector. Around 25 percent, or 79 employees, worked at 20 retail trade establishments. These low numbers greatly limit the daytime foot traffic needed to support the retail establishments in the Plaza.

Opportunities and Constraints

BBP identified LAVC strengths and opportunities as follows: a unique urban form, historic significance, pedestrian friendliness, civic spaces (e.g. Washington Plaza), a waterfront orientation and views, “The Reston Spirit” (community pride and involvement), mixed uses and incomes, well established eclectic base of specialty retail and eating and drinking establishments, strong regional market, and additional residential demand potential in primary market area.

BBP identified LAVC concerns and constraints as follows: a fragile retail environment sensitive to market fluctuations, intensifying retail competition, modest retail sales and capture rates, weak retail sales in the late fall, winter and early spring months, the lack of a retail or activity anchor, relatively high operating costs, deferred infrastructure maintenance, limited visibility and poor signage, constrained access, intermittent parking shortages, and limited weekday foot traffic due to a inadequate daytime (office) population.

Revitalization Concepts and Strategies

As a result of its analysis, BBP concluded the following:

- Given increasing retail competition and the competitive disadvantages of Lake Anne Village Center, a “Do Nothing” or baseline scenario where no revitalization actions are undertaken is expected to result in a decrease in retail sales of 8 to 10 percent, which may prove to be critical given the fragile nature of the existing retail environment.
- The range of potential revitalization concepts could include three strategies: (1) *Strategic Marketing*, (2) *Modest Infill*, and (3) *Master Plan Realization*. These revitalization concepts represent a continuum of potential revitalization activities under the “By-Right” development potential of the current Reston Master Plan.
- The *Strategic Marketing* scenario assumes that public and private interests could adopt a proactive approach by implementing a targeted marketing and improvement strategy of enhanced retail organization and management, events programming, a better theme concept, local and regional marketing, and image and design enhancements. This approach might include the formation of a Special Assessment District or a Business Improvement District. The *Strategic Marketing* concept is projected to yield an increase in retail sales of only \$600,000 to \$650,000 (or 8.5 to 9.0 per percent) from \$7.0 million to \$7.6 million.
- The additional residential units and office space under the *Modest Infill* and *Master Plan Realization* scenarios would enhance the critical mass of day and nighttime populations, thereby adding vitality to civic spaces and existing retail providers. Both of the development concepts (*Modest Infill* and *Master Plan Realization*) include the projected \$600,000 to \$650,000 gains of the *Strategic Marketing* approach as well as impacts related to their development programs.

- For each increment of 100 new households, retail sales are expected to increase by \$400,000 to \$500,000 (in 2004 constant dollars for this and all projections). This works out to \$4,000-5,000 per residential unit. It is estimated that each employee uses approximately 200 sq. feet of office space. For each increment of 100 new employees, retail sales are expected to increase by \$112,000 or approximately \$1,120 per employee.
- The *Modest Infill* scenario assumes a residential infill of 44 net new dwelling units and 25,000 net new square feet of office space to the Lake Anne study area. This *Modest Infill* strategy only includes Land Unit C with no additional development planned for Land Units A, B, D, or E. The *Modest Infill* scenario is projected to increase retail sales by 13-14 percent (or approximately \$1 million) from \$7.0 million to nearly \$8.0 million.
- A *Master Plan Realization* scenario has the potential to add up to 800 net new dwelling units and 100,000 square feet of office space to the Lake Anne study area resulting in 450 net new at-place employees. This *Master Plan Realization* strategy only includes Land Units D and C, with no additional development planned for Land Units A, B, or E. By adding 800 net new dwelling units and 100,000 square feet of net new office space, a potential *Master Plan Realization scenario* is projected to yield a gain in retail sales of 65-70 percent (or \$4.5 to \$5.0 million) from \$7.0 million to almost \$12 million.

Focus Groups and Design Charrette

The economic and revitalization study for the Lake Anne Village Center was followed by two events designed to obtain community input and consensus regarding the realization of these revitalization opportunities. A series of focus groups and a design charrette (workshop) were conducted over a period of several months in 2005, involving hundreds of participants. They culminated in a series of proposals and recommendations for organization, land use, and design within the Village Center.

Among the most significant outcomes of both the focus group meetings and the design charrette was consensus that the village core of the Washington Plaza (as illustrated in Figure 1 in the proposed Plan text) should be preserved and LAVC revitalized, improvements should be made for pedestrian accessibility, and increases in residential density are paramount to revitalize Washington Plaza and achieve long-term revitalization of the Lake Anne Village Center.

Focus Groups

Eight focus groups and one public meeting were held May 17-24, 2005. They were designed as small groups of similar perspectives (i.e. property owners, community organizations, merchants, developers, etc.) to ensure that specific ideas and interests were not lost or overwhelmed at larger public meetings. The makeup of the different groups was to provide individuals the opportunity to fully explore ideas that were important to them. The principal aim of the entire process was to identify community values and shared visions for the future of the LAVC. Over 170 individuals participated in these focus groups.

Common revitalization principles that emerged from the focus groups included respect for the aesthetic beauty, architecture and design of public spaces, diversity, ease of access and

walkability, uniqueness and the sense of place of Lake Anne. Common revitalization goals included enhanced retail amenities and services, preservation of the unique character of Lake Anne, increases in residential density, support for and encouragement of cultural diversity and expanded public transportation links.

Design Charrette

A design charrette was held June 16-18, 2005 to translate the market and economic analysis by BBP and the revitalization principles and goals of the focus groups into land use development options, along with additional strategies to achieve revitalization.

The charrette team, interacting with community participants, progressed through five land use development options that considered a variety of architectural and density approaches. Those options addressed the most significant portion (about 70 percent) of the redevelopment area. Key design principles of those options included, but were not limited to: introduction of additional residential density, introduction of new mixed uses adjacent to Washington Plaza, creation of a pedestrian connection between Washington Plaza and a new, northern plaza extension, relocation of the ASBO building, landscaping and parking enhancements, and pedestrian access improvements.

Additional strategies to achieve revitalization included improvements to the organization of the Washington Plaza merchants in relation to marketing and signage, enhancements to the pedestrian and vehicular circulation network and parking, and implementation strategies related to the development process.

The final charrette option, which was the preferred option of the Charrette Consultant Team and was supported by the majority of the community attendees, envisioned 960 new residential units, new retail/community space of 29,000 sq. feet, and additional office space of 70,000 sq. feet. The charrette result was intended to start the process of a more thorough analysis of the density and intensity recommendations and design guidelines to frame the discussion around a proposed Comprehensive Plan amendment.

Technical Advisory Panel

The consultant team (BBP) was asked in October 2006 to prepare draft recommendations as to the appropriate mix and scale of land uses in the Village Center to achieve the revitalization goals identified by the economic analysis report and defined in the focus groups and the design charrette. In addition, BBP was tasked with developing land use design guidelines to ensure that redevelopment in the Village Center area would be compatible with the development in the LAVC Historic Overlay District.

In November 2006, the Hunter Mill District Supervisor appointed a local Technical Advisory Panel (TAP) made up of Reston residents with a historical perspective and design technical expertise to assist BBP in the development of their recommendations. Addressing current as well as anticipated future development pressure, the BBP team's recommendations were to establish a development vision for the LAVC at build out – the mix and scale of uses that would be present when the community has been developed to its maximum potential.

Board of Supervisors Authorization of Plan Amendment

Recognizing that new language would eventually be needed in the County's Comprehensive Plan to guide the revitalization in Lake Anne, in December 2006 the Board of Supervisors authorized the evaluation of a Plan amendment for the LAVC and adjacent areas. The authorization noted that revisions to the Plan would be needed to achieve the type and scale of development envisioned by the charrette process.

The Board motion stated that potential changes to the Comprehensive Plan may include adjusting the boundary of the Lake Anne Commercial Revitalization Area, highlighting potential redevelopment areas, and providing guidance as to the desirable mix of uses and intensities to meet the economic needs of the area and ensure future development is consistent with the unique character of the LAVC and Washington Plaza.

BBP March 2007 Report

In March 2007 the BBP presented its recommendations for suggested draft Plan text and proposed design guidelines. As with the previous consultant report, public meetings were held to go over the report and outline the next steps regarding the Comprehensive Plan amendment process. In addition to the proposed Plan text and design guidelines, the report summarized the key elements of the visioning process.

Lake Anne Village Center Overarching Vision

As a result of the previous charrette and focus group input and its work with the TAP, BBP articulated the vision for the revitalization of the LAVC as follows:

- 1. *Grounded in its Historic Roots and Reflective of Progressive Architectural Design***
 - a. Introduce architectural elements that are consistent with the character and design of the historic core of Washington Plaza and the Lake Anne Historic Overlay District.
 - b. Introduce "green" architectural elements that contribute to revitalization goals.
- 2. *Oriented Toward Washington Plaza***
 - a. Achieve development that enhances Washington Plaza and could draw activity to the plaza, rather than allowing development that competes with businesses and properties on the Plaza.
 - b. Improve visibility into Washington Plaza from Baron Cameron Avenue.
 - c. Extend the pedestrian access to Washington Plaza from all points within Lake Anne Village Center.
 - d. Create a new gateway for Washington Plaza by redesigning the existing bank building in order to widen the entrance into the plaza.
- 3. *A Vibrant Community where People Live, Work, and Play***
 - a. Support and complement the existing Washington Plaza retail.
 - b. Create an activity center that includes a mix of residential, retail, office, and community uses consistent with the original Reston Master Plan concepts.
 - c. Foster growth of LAVC as a destination center for community activities, including dining, arts, shopping, and children's activities.

- d. Encourage the incorporation of universal design in a percentage of new dwelling units.
- 4. *Easily Accessible by Regional and Local Visitors – Arriving by Car and Bus***
 - a. Enhance the quality of bus and passenger drop-off opportunities close to Washington Plaza.
 - b. Avoid unnecessary conflicts with pedestrian amenities.
 - c. Provide a multilevel below-grade parking structure.
 - d. Provide easy access to new parking facilities.
 - 5. *Internally Connected with Inviting Pedestrian Corridors***
 - a. Ensure priority of movement for pedestrians, bicycles, strollers, and people with disabilities internal to Washington Plaza.
 - b. Introduce specific traffic-calming measures which can safely, conveniently, and cost-effectively deal with the potential conflicts between pedestrians and motor vehicles.
 - c. Limit vehicular through access on the northern edge of Washington Plaza.
 - 6. *Reinforced by a Mixed-Use “Inner Core” and Residential “Outer Ring”***
 - a. Attract mixed-use development as close as possible to Washington Plaza.
 - b. Require preponderance of new development to be residential (at least 70%).
 - c. Prohibit new retail along Baron Cameron Avenue.
 - d. Ensure development of affordable housing units, including workforce housing.

BBP Development and Urban Design Recommendations

Land Use Recommendations

The approximate total amount of development for Land Units A, B, C, D, and E (based on the average of the two options presented in the 2007 BBP report) are as follows:

- 3.4 million square feet of total development for residential, office, and retail
- 3.1 million square feet of housing
- 1,852 residential units (includes the existing 421 housing units on Land Units D and E)
- 237,250 square feet of office space (includes the redevelopment of existing office space on Land Units A and B)
- 82,250 square feet of retail space (includes the redevelopment of existing retail space in Land Unit A)

See Appendix 1 for a summary of each of the five land unit recommendations in the BBP report.

Urban Design Guidelines

The BBP report suggested various design recommendations pertaining to building design, materials, building heights, open space, amenities, streetscapes, street furniture, lighting, landscaping, parking, signs, utilities, view shed, and energy conservation. Many of these ideas have been incorporated into the proposed Plan amendment.

Transportation and Parking Study

In 2007, it was determined that additional technical analysis was needed regarding the road network and parking situation given the proposal of increased development envisioned in the BBP report.

In 2008 the consultant firm PB Americas, Inc. (PB) was hired by the Fairfax County Department of Planning and Zoning and asked to study whether the current road network could handle the increased traffic and whether it was technically and economically feasible to build a below-grade parking structure in Land Unit A. In September 2008, PB presented its findings relative to providing parking underground, realigning certain roadways, and making improvements to the pedestrian and bicycle networks.

Transportation and Parking Study Findings

The report assessed the geology, topography, soil, drainage, and the utility situation in relation to the parking structure. The study also analyzed the current transportation, pedestrian, and bicycle network which included traffic volumes, levels of service, transit facilities and services, and safety issues. PB concluded that accidents along North Shore Drive in the vicinity of the Village Road intersection revealed the need for safety improvements.

Elements such as islands, wide lane widths, dirt paths as sidewalks, and inadequate bus stops without sidewalks create an unfriendly environment for pedestrians. Sidewalks along North Shore Drive do not meet current Virginia Department of Transportation (VDOT) or Fairfax County standards, roadway and pedestrian connectivity improvements are needed, and the current Village Road entrance offers poor visibility to LAVC. The curved nature of North Shore Drive means that vehicular sight distance is reduced. The roadway creates a safety hazard due to the close proximity of bus stops, pedestrian crossings, and two entrances to Washington Plaza. Travel to and from the LAVC is concentrated at a few intersections where pedestrians and vehicular traffic are forced to mix.

Transportation Recommendations

PB developed and assessed several transportation network options during their study. Their analysis indicated that additional traffic congestion would occur with the higher development figures called for in the 2007 BBP report. To address some of the problems created under the redevelopment scenarios, PB suggested that several options be considered in future analysis. These included items such as:

- Realignment of Village Road to line up with a new Washington Plaza entrance.
- One travel lane in each direction for North Shore Drive in the vicinity of Washington Plaza, with a bike lane in each direction and six-foot wide sidewalks on either side. Because of these lane modifications, the existing on-street parking would be removed. Parking would instead be accommodated in new facilities.
- A roundabout at the intersection of North Shore Drive and Village Road.
- Slight realignment of North Shore Drive, to the east of Village Road, to smooth out the horizontal curve and improve sight distance.

Parking Structure Recommendations

PB examined four different concepts for a below-grade or partially below-grade parking garage in Land Unit A and concluded that a 3-4 level parking structure could be built since bedrock existed approximately 25 feet below existing grade or deeper. The analysis provided the following range of options for a parking structure:

- Size – 300,000-400,000 square feet of parking on a footprint about 100,000 square feet.
- Total Cost of Parking Structure – \$38-42 million.
- Number of Parking Spaces – 900-1,033 (Average Cost per Space – \$40,000-\$44,000).

Public Participation in 2008

Draft Comprehensive Report

A Lake Anne Community Meeting was held on November 6, 2008 to give an overview of the draft Comprehensive Plan text and to allow staff to hear initial public comments. The Hunter Mill District Supervisor and the Director of the Fairfax County Department of Planning and Zoning (DPZ) Planning Division conducted the presentation and fielded questions from those attending. The process of public input was explained.

Public Comment of the Draft Plan Amendment

During the month of November 2008, the Reston Community Reinvestment Corporation (RCRC) held a series of public question and answer sessions to gather additional comments from the residents of Lake Anne. In December 2008, the RCRC held two board meetings to officially comment on draft language and offer suggestions for specific changes in the text. In addition, DPZ staff also met with a number of individual citizens to listen to their concerns and note their suggestions. The Plan text submitted as part of this report is a result of careful consideration of all these comments and suggestions.

PROPOSED RECOMMENDATIONS

Land Use Recommendations

The total amount of square feet of development allowed under these recommendations (residential, office, and retail) would be approximately:

- A *Redevelopment Option* that would allow up to 994 additional residential units and up to 151,000 square feet of additional commercial space in the Village Center. This would result in a total of 1,415 residential units when added to the 181 residential units in Land Unit D and the 240 residential units in Land Unit E and a total of 221,000 square feet of commercial space when added to the existing commercial space in the buildings in the land units surrounding the LAVC that may be redeveloped. These figures do not include the residential units in Land Unit F or the approximate 40,000 square feet of commercial space currently existing within the Washington Plaza village core.

- A *Full Consolidation Option* that would allow up to 1,334 additional residential units and up to 177,000 square feet of additional commercial space in the Village Center. This would result in a total of 1,755 residential units when added to the 181 residential units in Land Unit D and the 240 residential units in Land Unit E and a total of 247,000 square feet of commercial space when added to the existing commercial space in the buildings in the land units surrounding the LAVC that may be redeveloped. These figures do not include the residential units in Land Unit F or the approximate 40,000 square feet of commercial space currently existing within the Washington Plaza village core.

Analysis and Impacts

As part of its analysis of the proposed Plan recommendations, DPZ staff received comments from other County agencies as to the anticipated impact of those recommendations on public resources. The following comments describe potential impacts and possible mitigation measures.

Parks

The Plan amendment offers different levels of proposed development that could generate as many as 2,000 to 2,700 new residents. The area is currently served by several nearby public parks including Lake Fairfax, Baron Cameron School Site, and Reston North. These parks have a wide range of recreational facilities such as athletic fields, trails, playgrounds, Water Mine, a carousel, marina, an amphitheater, and an upcoming skateboarding facility. In addition, Reston Association also provides open space and recreation facilities to its residents. The community of Lake Anne Village Center is served by several nearby parks operated by Reston Association (Lake Anne Park, Brown's Chapel Park, and Hook Road Recreation Area) that provide recreational facilities such as a pool, tennis courts, basketball courts, picnic facilities, a community room, tot lot, trails and ball fields.

However, some of these park facilities are well used and at or over their design level of service. In addition, community needs are also identified in the Reston area for an indoor recreation center, a skate park, and an indoor tennis facility. If the maximum potential were realized and 2,700 additional residents proposed in this amendment were added to the area, it would generate the need for approximately four acres of urban parkland.

According to the County's Policy Plan, primary elements of urban-scale local parks are ease of non-motorized access and a location that complements, or is integrated with, surrounding uses. Features may include urban style plazas, mini-parks, water features, and trail connections oriented to pedestrian and/or bicycle use by employees and residents. Park architectural characteristics reflect the built environment. Short-term, informal activities and programmed events during lunch hours and after-work hours are intended to foster social interactions among users, provide leisure opportunities, and create a visual identity to strengthen sense of place and orientation.

In urban areas, park size is typically less than five acres and often under one-half acre. Service area is generally within a five to ten minute walking distance from nearby offices, retail and

residences. Well-conceived and executed design is critical to the viability of this type of park. To be successful urban parks need high visibility, easy access, lots of pedestrian traffic, immediacy of casual food service, access to basic utilities, landscaped vegetated areas, ample seating, high quality materials, a focal point or identity, regular custodial maintenance, and an inviting and safe atmosphere.

In addition to the additional acreage devoted to urban parks, 2,700 additional residents would generate the need for a playground, a multi-use court, a rectangle field, and a contribution toward recreation center and indoor gym space (see Appendix 3). In the more urban setting envisioned at Lake Anne Village, it may be impractical to meet all the park and recreation facility service levels standards on site. However, some impacts can be more appropriately addressed through well-designed integration of publicly-accessible urban parks and plazas, facilities and amenities.

In addition, impacts can be addressed through funding or in-kind contributions to park improvements that add capacity at nearby park facilities, such as athletic field improvements. It is anticipated that development proposals would ensure that public spaces and amenities are well connected by pedestrian and bike trails. The Park Authority and the Reston Association would coordinate the provision of recreational facilities in the Reston area to meet the needs of the community and ensure that growth impacts are addressed.

Schools

The proposed amendment is within the Forest Edge Elementary School, Lake Anne Elementary School, Langston Hughes Middle School, and South Lakes High School boundaries and could yield an increase of approximately 90 total new students over the current number of existing students. Currently, there is sufficient capacity at the four receiving schools. The five year student projections show that there will be a small capacity deficit at Hughes Middle School and South Lakes High School in the 2013-2014 school year based on existing migration patterns (see Appendix 4).

For Lake Anne Elementary, planning funds were approved in the 2005 Bond Referendum and construction funds were approved in the 2007 School Bond Referendum and renovation is scheduled for completion for the 2012-2013 school year. There is no future planning funds or construction projects designated for Forest Edge Elementary School, Hughes Middle School, or South Lakes High School at this time.

Assuming that the new residential units in Land Unit E remain as senior housing, the proposed recommendations for Land Units A, B, C, and D will add to the projected capacity deficits (see Appendix 4).

Additional student growth of almost 200 new students is anticipated to come from approved residential developments in the Reston Town Center area, which have not been constructed. These units are also within the Lake Anne, Hughes, and South Lakes boundaries and will likely contribute to a capacity deficit at the receiving schools. With capacity deficits anticipated, to the extent possible Fairfax County Public Schools would look towards developer contributions to alleviate the anticipated impact of new development.

A future boundary shift may be needed to ensure that the new residents in the Lake Anne Village Center area would be assigned to the same schools. Also, location of school facilities within the new mid and high-rise buildings might be considered as a means to mitigate impacts on existing schools which are likely to be at or over capacity in the future.

Transportation

According to the 2006 Fairfax County Transportation Plan, there are no improvements planned for the roadways surrounding Lake Anne. Just outside the area, the Plan recommends the widening of Reston Parkway from four to six lanes from Sunrise Valley Drive to Baron Cameron Avenue. Also included in the Plan is the extension of Metrorail in the Dulles Corridor, with a station planned at the intersection of Wiehle Avenue and Dulles Toll Road as part of Phase 1 of the project, and Phase 2 of the project eventually extending rail to Dulles Airport and Loudoun County. The proposed improvements in the Plan are not expected to have a major impact on Lake Anne area traffic operations.

The Plan recognizes that a key challenge associated with achieving development goals in LAVC stems from the constrained road network. Furthermore, impacts of higher intensity, predominantly residential land uses envisioned for LAVC on the flow of automobile traffic will need to be mitigated.

Description of Area-Wide Recommendations

Parcel Consolidation and Coordination

The Plan text states that the preferred approach to redevelopment in Lake Anne is through the consolidation of the Washington Plaza surface parking lot (Land Unit A), the Crescent Apartment property (Land Unit D), and the Fellowship House property (Land Unit E) as shown on the Land Unit Map in Figure 1 in the Plan text. Consolidation of these parcels would allow for redevelopment to occur in a well-designed, integrated, and efficient manner. Pedestrian access through and among parcels (including a possible pedestrian bridges or a tunnel) could be more easily designed; roads could be more readily realigned or improved to enhance their safety; and below-grade parking could more readily be accommodated in strategic locations.

In the event that the full consolidation of the three land units described above is not achieved, partial consolidation of these parcels should be encouraged. Such partial consolidation should be logical and of sufficient size to achieve a well-designed layout that does not preclude the development of unconsolidated parcels in conformance with the Plan.

To encourage parcel consolidation and coordination, the Plan text includes two redevelopment levels: a redevelopment option and a higher density consolidation option. To give potential developers an incentive, the highest amount of new development allowed would require full consolidation of Land Units A, D, and E.

Coordinated development plans may be considered as an alternative to parcel consolidation. If coordinated development plans for Land Units A, D, and/or E were submitted concurrently, the higher development numbers could be considered.

Public/Private Cooperation

The Plan language does not specifically address possible funding instruments needed to make LAVC revitalization a success. It is assumed that some form of public/private cooperation will be required due to the two challenging goals of redeveloping a declining retail center while trying to protect an important historical landmark at the same time.

Creative funding approaches will need to be developed to provide for the improvement of streetscape, the underground parking facilities, the improvement of the transportation network, as well as the provision of other urban design amenities in the LAVC. The use of public funds should be considered for this purpose in order to ensure that revitalization efforts within Lake Anne do not fall short. A community development authority (CDA), tax increment financing (TIF), general obligation bonds for area improvements, and other mechanisms to support redevelopment should be considered.

The allowance of more residential density than is typically planned for village centers should be viewed as a public sector incentive to achieve the overarching Plan goals, particularly as the incentive relating to the unique costs associated with infill development (i.e. demolition, property consolidation, parking construction costs, traffic calming measures, pedestrian bridge construction, and upgrades in utilities); county requirements regarding the inclusion of affordable residential units; and the provision of public uses, such as pedestrian access, community and children's gathering places, and active and passive green spaces.

The expedited processing of development applications, as defined in the provisions of the Fairfax County Revitalization Areas, should also be pursued and viewed as part of a County partnership with private developers.

Heritage Resources – Historic Preservation

The Plan text below (**S07-CW-5CP**) was recently updated on page 136 in the UP5-Reston Community Planning Sector of the Comprehensive Plan. The key words “should review” were changed to “must review”.

The Lake Anne Village Center Historic Overlay District regulations are found in Appendix 1, A1-1100 of the Zoning Ordinance. The intent is that the original mixture of residential and commercial space be maintained and that the pattern of commercial frontage on the lake and restrictions to pedestrian access be strictly followed. The Fairfax County Architectural Review Board must review all improvements and alterations in the Overlay District.

Any development plans for Land Unit A that are within the boundary of the LAVC Historic Overlay District will have to be reviewed by the ARB. Structures within Land Unit A are contributing properties to the district while those in Land Unit F are historic properties. Therefore, any proposal to remove these structures will require ARB review and approval.

As mentioned earlier, the ARB adopted design guidelines, as stipulated in the Zoning Ordinance, for the LAVC Historic Overlay District in 1992. These guidelines are concerned

with preserving the as-built character of the existing structures, urban design relationships, and landscape design rather than compatible new construction. They do not provide guidance to the ARB for review of new construction. The ARB will need updated design guidelines for its review of new construction. Development in land units surrounding the LAVC Historic Overlay District will impact the district.

If it is desirable that the ARB review development proposals in land units surrounding the LAVC Historic Overlay District, then design guidelines for these land units are needed.

Housing Affordability and Diversity

Existing residential development in the Lake Anne Village Center includes 240 senior affordable housing units at the Fellowship House (Land Unit E) and 181 workforce housing units at the Crescent Apartments (Land Unit D). The original draft Plan text submitted to the public on November 6, 2008 called for replacing on a “unit for unit” basis any affordable and workforce housing that exists in Lake Anne but is lost in future redevelopment. This would impact both Land Units D and E.

The general consensus obtained in the public feedback suggested that it would be better to spread the affordable housing units among all five land units that can be redeveloped. Also, the Board of Directors of the Fellowship Square Foundation, which operates the two senior housing facilities on Land Unit E, wanted the option to possibly sell the property at the Fellowship House and use the money to develop more affordable units for senior citizens in another part of LAVC or in Reston. Therefore they requested that the “unit for unit” replacement of the 240 residential units on their property not apply. Instead, to make up for the possible loss of the 240 affordable units in Land Unit E, they requested that Plan language state that any age-restricted (senior housing) development on any land unit in LAVC shall provide not less than 20 percent affordable dwelling units.

DPZ staff recommends that the “unit for unit” replacement of affordable housing apply to both Land Units D and E. To meet the requirements of both revitalization and equity, the proposed Plan text states that any residential development in Land Units A, B, and C shall include, at a minimum, 12 percent of the total number of units as affordable dwelling units pursuant to the Fairfax County Zoning Ordinance and/or workforce dwelling units pursuant to the Board of Supervisors’ policy regarding such units.

To keep the total number of housing units within the maximum numbers called for in the Plan amendment, the text states that the maximum density specified on any land unit is inclusive of all density bonuses provided for affordable housing. If this provision were not added, it could be possible for a developer to add hundreds of additional units to the “redevelopment option” allowed in the proposal.

Environmental Protection Tree Preservation and Restoration

Many residents in Lake Anne are very concerned about protecting the existing tree cover in the Village Center, especially the common area owned by the Reston Association. The Plan text reaffirms the County’s environmental protection goals and objectives as outlined in the Policy Plan by stating that redevelopment proposals should be consistent with environmental guidance

in the Policy Plan, with special emphasis on protecting and restoring the maximum amount of tree cover on developed and developing sites consistent with planned land use and good silvicultural practices.

Given the possibility of a more urban design, the recommendations call for consideration of tree plantings on developing sites, particularly where new impervious surfaces such as parking decks, promenades, and plazas are proposed. There are emerging technologies and practices that enable trees to grow larger and survive longer than those that become root-bound in compact soil in planters. The proposed Plan text would support the consideration of the application of such technologies where feasible.

To encourage better tree cover in paved areas, the Plan text states that technologies that serve to enhance the life span and size of trees and reduce storm water runoff volumes and associated pollutant loads are recommended over practices that do not improve the oxygen and root base of trees.

Green Buildings and LEED

Based on public response received during the planning process, it is clear that most residents in the Lake Anne area want Reston to continue its traditional reputation of being a leader and innovator in environmental protection, energy efficiency, and sustainability by setting a standard for building construction that is higher than the county's current policy.

Presently, the Policy Plan volume of the County's Comprehensive Plan encourages green building practices and certification under the U.S. Green Building Council's Leadership in Energy and Environmental Design (LEED[®]) program, or equivalent, and establishes linkages to green building performance for many development proposals that will be considered during the county's zoning process. The "certified" level is the first of four levels of LEED certification; LEED has become a national standard for measuring the energy and environmental performance of buildings.

Many residents wanted the Plan text to state that LEED Gold should be the standard that should be achieved if possible. The Gold level is the third of four levels through the LEED program. Currently, there are few LEED Gold projects under construction in the County in comparison to other jurisdictions in the region. By establishing this LEED objective, Reston will be taking a bold step in keeping with its heritage as a progressively designed community. However, since the majority of the allowable redevelopment would be residential in nature (much of it affordable housing), DPZ staff does not believe that it is practical to require LEED Gold as a "green building" standard at this time. Current LEED Gold projects in the Washington, DC metro area have been primarily commercial structures, not mixed-use residential and affordable residential.

In keeping with Reston's original vision of protecting the environment, sustainable development, and living in harmony with nature, the proposed Plan text recommends that redevelopment proposals should meet the following conditions:

- Incorporating green building practices sufficient to attain certification through the LEED program or its equivalent, where applicable, is required for Lake Anne. In

addition, attainment of the Silver rating or better through the LEED program or its equivalent, where applicable, is strongly encouraged.

- Encouraging the provision of architectural elements that will provide both environmental and aesthetic benefits, such as vegetated roofs/plaza areas in locations that will experience pedestrian or other recreation activity in order to provide a high quality visual character.
- Incorporating Low Impact Development (LID) stormwater management techniques where feasible.

The LAVC is envisioned as a community that seeks to achieve energy conservation and demonstrates environmentally friendly architectural design. Such design can incorporate elements such as:

- Preserving natural vegetation.
- Using recycled-content building materials.
- Maintaining good indoor air-quality through a variety of strategies, including the use of surface coatings, carpeting, etc. that do not emit high levels of indoor air pollutants.
- Using water and energy efficiently.
- Conserving natural resources.
- Featuring natural lighting.
- Including recycling facilities.
- Building in proximity to and providing pedestrian access to public transportation.
- Recycling construction and demolition waste.
- Requiring a “lights out at night” policy where applicable.
- Enacting Travel Demand Management measures (TDM).
- Creating bicycle storage facilities with changing and showering options.

Street and Sidewalk Design

The current width of North Shore Drive is approximately 40 feet. If five foot dedicated bike lanes along with sidewalks are provided in each direction, there would not be sufficient space for on-street parking. Further analysis will be required as development proposals come in to address the best design for sidewalks, median strips, pedestrian connectivity and safety, buses drop-off and pick-up locations, and streetscapes.

Building Heights

One of the original planning principles that made the Lake Anne Village Center such an architecturally well known destination is the attention paid to building heights and the stark contrast between low-rise and high-rise structures. This differential calls particular attention to the form and structure of the Heron House, the village center’s most iconic structure, while creating an intimate sense of community amongst the low-rise residential clusters. The Plan text acknowledges the contrast between low-rise and high-rise structures should be carried into the new development proposed for the LAVC, especially in Land Unit A.

Since most of Land Unit A is part of the LAVC Historic Overlay District, the Plan recommends that these important issues be further addressed in concert with the Architectural

Review Board (ARB) as actual development plans are reviewed and approved by the ARB. To provide flexibility for creative design options, the Plan text does not propose minimum or maximum building heights or setbacks.

Washington Plaza Vista

The Plan language recognizes that the current views of Lake Anne and the Heron House are obstructed by the bank at the entrance of Washington Plaza and the ASBO building at the intersection of Village Road and North Shore Drive. To create a better view of the area from nearby roadways, the ABSO building should be removed and the current Millennium Bank building should be removed or altered. Any redevelopment, with mid-rise and high-rise buildings, should be designed in such a way as to create an unobstructed view toward Lake Anne.

Open Space

As a result of strong public input, the Plan text increased the open space requirement from 15 percent to 25 percent for each Land Unit and specifies the open space should be publically accessible and include urban plazas where appropriate.

Description of Land Unit Recommendations

The Land Unit Recommendations in the Plan text provide additional guidance for each specific land unit. Baseline recommendations reflect the existing plan text for the Lake Anne Village Center and the designations shown on the Reston Master Plan Land Use map for the expanded Lake Anne Village Center area. Each Land Unit, with the exception of Land Unit F, has a redevelopment option. Land Units A, D and E have two redevelopment options, a redevelopment option for the land unit and a full consolidation option for the three land units collectively. The redevelopment options are subject to the area wide recommendations as well as specific redevelopment conditions.

The Land Unit Recommendations for the redevelopment and consolidation options are summarized in the chart below:

Summary Table

Comprehensive Plan Amendment Text – ST06-III-UP2

Land Unit	Residential	Commercial (Office & Retail)
<p>Land Unit A North of existing Wash. Plaza 3.6 acres</p>	<p style="text-align: center;">125 units 150,000 square feet (Redevelopment option)</p> <p style="text-align: center;">175 units 210,000 square feet (Consolidation option)</p>	<p style="text-align: center;">85,000 square feet (Redevelopment option)</p> <p style="text-align: center;">105,000 square feet (Consolidation option)</p>
<p>Land Unit B Lake Anne Office Building 4.2 acres</p>	<p style="text-align: center;">120 units 144,000 square feet</p>	<p style="text-align: center;">130,000 square feet (Includes redevelopment of Lake Anne Professional Bldg) Maximum Retail Allowed – 5,000 sq. feet</p>
<p>Land Unit C Buddhist religious institution 3.8 acres</p>	<p style="text-align: center;">100 units 120,000 square feet</p>	<p>- 0 -</p>
<p>Land Unit D Crescent Apts. with gas station 17.3 acres</p>	<p style="text-align: center;">750 units 900,000 square feet (Redevelopment option)</p> <p style="text-align: center;">935 units 1,122,000 square feet (Consolidation option)</p>	<p style="text-align: center;">4,000 square feet (Redevelopment option)</p> <p style="text-align: center;">8,000 square feet (Consolidation option)</p>
<p>Land Unit E Fellowship House 6.0 acres</p>	<p style="text-align: center;">320 units 384,000 square feet (Redevelopment option)</p> <p style="text-align: center;">425 units 510,000 square feet (Consolidation option)</p>	<p style="text-align: center;">2,000 square feet (Redevelopment option)</p> <p style="text-align: center;">4,000 square feet (Consolidation option)</p>
<p>Total Potential Development 34.9 acres</p>	<p style="text-align: center;">1,415 units 1,698,000 square feet (Redevelopment option)</p> <p style="text-align: center;">1,755 units 2,106,000 square feet (Consolidation option)</p>	<p style="text-align: center;">221,000 square feet (Redevelopment option)</p> <p style="text-align: center;">247,000 square feet (Consolidation option)</p>

APPENDICES

APPENDICES

Appendix 1 – Development Potential in Square Feet / FAR

Land Unit	March 2007 BBP Report Recommendation	2009 Comprehensive Plan Amendment Redevelopment – Consolidation Options
Land Unit A North of existing plaza 3.56 acres 157,000 sq. feet	176 Residential Units Residential 290,500 sq. ft. Office 62,250 sq. ft. Retail 62,250 sq. ft. <u>415,000 total sq. feet =</u> FAR 2.6	125 – 175 Residential Units Residential 150,000 – 210,000 square feet Commercial 85,000 – 105,000 square feet Redevelopment 235,000 total sq. feet = FAR 1.5 Consolidation 315,000 total sq. feet = FAR 2.0
Land Unit B Lake Anne Office Building 4.19 acres 183,000 sq. feet	76 Residential Units Residential 125,000 sq. ft. Office 175,000 sq. ft. Retail 10,000 sq. ft. <u>310,000 total sq. feet =</u> FAR 1.7	120 Residential Units Residential 144,000 square feet Commercial 130,000 square feet (Includes redevelopment of existing LAVC Office Bldg) Maximum Retail 5,000 sq. feet 274,000 total square feet = FAR 1.5
Land Unit C Buddhist religious institution 3.8 acres 165,000 sq. feet	267 Residential Units Residential 440,000 sq. ft. Office None Retail 5,000 sq. ft. <u>445,000 total sq. feet =</u> FAR 2.7	100 Residential Units Residential 120,000 square feet Commercial None 120,000 total square feet = FAR 0.75 <i>FAR – 1.3 (at 2.2 acres)</i>
Land Unit D Crescent Apts. with gas station 17.3 acres 753,000 sq. feet	897 Residential Units Residential 1,450,000 sq. ft. Live / Work 30,000 sq. ft. Retail None <u>1,480,000 total sq. feet =</u> FAR 2.0	750 – 935 Residential Units Residential 900,000 – 1,122,000 square feet Commercial 4,000 – 8,000 square feet Redevelopment 904,000 total sq. feet = FAR 1.2 Consolidation 1,130,000 total sq. feet = FAR 1.5
Land Unit E Fellowship House 6.0 acres 260,000 sq. feet	436 Residential Units Residential 720,000 sq. ft. Office None Retail 5,000 sq. ft. <u>725,000 total sq. feet =</u> FAR 2.8	320 – 425 Residential Units Residential 384,000 – 510,000 square feet Commercial 2,000 – 4,000 square feet Redevelopment 386,000 total sq. feet = FAR 1.5 Consolidation 514,000 total sq. feet = FAR 2.0
Total Potential Development	1,852 Residential Units Residential 3,055,500 sq. feet Office 237,250 sq. feet Retail 82,250 sq. feet Total: 3.4 million sq. feet	1,415 – 1,755 Residential Units Residential 1,698,000 – 2,106,000 sq. feet Commercial 221,000 – 247,000 sq. feet Total Development 1.9 – 2.4 million sq. feet

Appendix 2 – Retail Market Analysis for LAVC

Retail Market Analysis

In 2004, Lake Anne Village Center's 20 retail, food, and drinking establishments generated an estimated \$7 million in sales. Compared to other retail shopping centers in the area, Lake Anne Village Center is underperforming. Excluding retail store types not currently located in Lake Anne such as grocery stores, North Point Village Center and Tall Oaks Shopping Center both exhibit higher retail sales in a number of areas including sales per square foot, sales per capita, sales per household, and sales per establishment.

**In 2004 – How three Village Centers compared with the each other and the Town Center
(Socioeconomic & Estimated Retail Sales Comparison: Retail & Restaurants)
2004 Constant Dollars**

Category	Lake Anne Village Center	North Point Village Center	Tall Oaks Shopping Center	Reston Town Center
Total Retail & Restaurant Sales*	\$7 million	\$42 million	\$10.5 million	\$90 million
Total Retail Expenditures*	\$33 million	\$49.5 million	\$22.7 million	Not Available
Net Capture Rate	21%	85%	46%	Not Available
Square Feet	27,974	77,690	34,139	311,227
Sales per Square Foot	\$252	\$540	\$308	\$289
Population	3,493	2,970	1,753	1,023
Sales per Capita	\$2,275	\$14,126	\$6,003	\$88,036
Households	1,745	1,319	865	675
Sales per Household	\$4,033	\$31,808	\$12,166	\$133,423
Median Household Disposable Income	\$59,901	\$82,204	\$53,273	\$57,810
Sales as % of Disposable Income	6.7%	38.7%	22.8%	230.8%
Retail & Restaurant Establishments	20	23	8	61
Sales per Establishment	\$351,858	\$1,824,104	\$1,315,412	\$1,476,405

Source: BBP Associates, ESRI Business Solutions (2005 Economic Analysis Report for Revitalization LAVC)

* Total retail sales have been adjusted to exclude retail store types not applicable in Lake Anne.

Appendix 3 – Parks and Recreation Impact Analysis

**Parks and Recreation
Impact Analysis for Development Options**

January 27, 2009 Analysis by the Fairfax County Park Authority

Development Option	Parkland and Local Serving Facilities Needed for Additional Population **
<p>Redevelopment Option</p> <p>994 new Residential units</p> <p>158,000 square feet Non-residential Use</p> <p>2,008 new residents*</p>	<p>3 acres of Urban Parkland</p> <p>.7 Playground</p> <p>1 Basketball/Multi-use Courts</p> <p>1.3 Tennis Courts</p> <p>.7 Rectangle Field</p> <p>.3 Youth Baseball Field</p> <p>2,200 square feet Recreation Center space</p> <p>5,600 square feet Indoor Gym space</p>
<p>Consolidation Option</p> <p>1,334 Residential Units</p> <p>186,000 square feet Non-residential Use</p> <p>2,694 new residents*</p>	<p>4 acres of Urban Parkland</p> <p>1 Playground</p> <p>1.3 Basketball/Multi-use Courts</p> <p>1.8 Tennis Courts</p> <p>1 Rectangle Field</p> <p>.4 Youth Baseball Field</p> <p>3,000 square feet Recreation Center space</p> <p>7,500 square feet Indoor Gym space</p>

* Based on average multi-family household size of 2.02 in Upper Potomac Planning District

**Based on Service Level Standards in the Parks and Recreation Section of the Policy Plan element of the County Comprehensive Plan and the Park Authority Board Adopted Urban Parkland Standards

Appendix 4 – Public School Impact Analysis

**Public Schools
Impact Analysis for Development Options
January 27, 2009 Analysis by Fairfax County Public Schools
Office of Facilities Planning**

Current Projections

School	Capacity	Enrollment (9/30/08)	2009-2010 Projected Enrollment	Capacity Balance 2009-2010	2013-2014 Projected Enrollment	Capacity Balance 2013-2014
Forest Edge ES	864	795	806	58	797	67
Lake Anne ES	729	575	623	106	677	52
Hughes MS	1,000	925	981	19	1020	-20
South Lakes HS	2,250	1632	1861	389	2295	-45

Impact from the Development Options

Redevelopment Option - 914 Multi-family Residential Units

School level	Proposed # of high rise multi-family units	Student yield ratio	Student yield	Total Students
Elementary	914	0.043	39	71
Middle	914	0.011	10	
High	914	0.024	22	

Consolidation Option – 1,149 Multi-family Residential Units

School level	Proposed # of high rise multi-family units	Student yield ratio	Student yield	Total Students
Elementary	1,149	0.043	49	90
Middle	1,149	0.011	13	
High	1,149	0.024	28	

Comparison with Current Projections and the Impact from the Development Options

School	2009-2010 Projected Enrollment	Capacity Balance 2009-2010	2013-2014 Projected Enrollment	Capacity/ Balance 2013-2014	Capacity Balance Revdel. Option	Capacity Balance Consolidation Option
Forest Edge ES	806	58	797	67	43	35
Lake Anne ES	623	106	677	52	37	35
Hughes MS	981	19	1020	-20	-30	-33
South Lakes HS	1861	389	2295	-45	-67	-73

RECOMMENDED COMPREHENSIVE PLAN TEXT

Lake Anne Village Center
Recommended
Comprehensive Plan Text

RECOMMENDATION

Staff Recommends that the Comprehensive Plan be modified as shown below.

ADD: Fairfax County Comprehensive Plan, 2007 Edition, Area III, Upper Potomac Planning District as amended through 6-30-2008; UP5-Reston Community Planning Sector, Recommendations, Land Use, Land Within the Planned Community of Reston, a new recommendation (#8), page 123:

8. **Lake Anne Village Center** - The Lake Anne Village Center is located in the northeastern quadrant of Reston and is bounded generally by Baron Cameron on the north, Lake Anne on the south, and North Shore Drive to the west. The boundary of the Lake Anne Village Center is shown on Figure 1. The Lake Anne Village Center Commercial Revitalization Area encompasses the entire boundary of the Lake Anne Village Center.

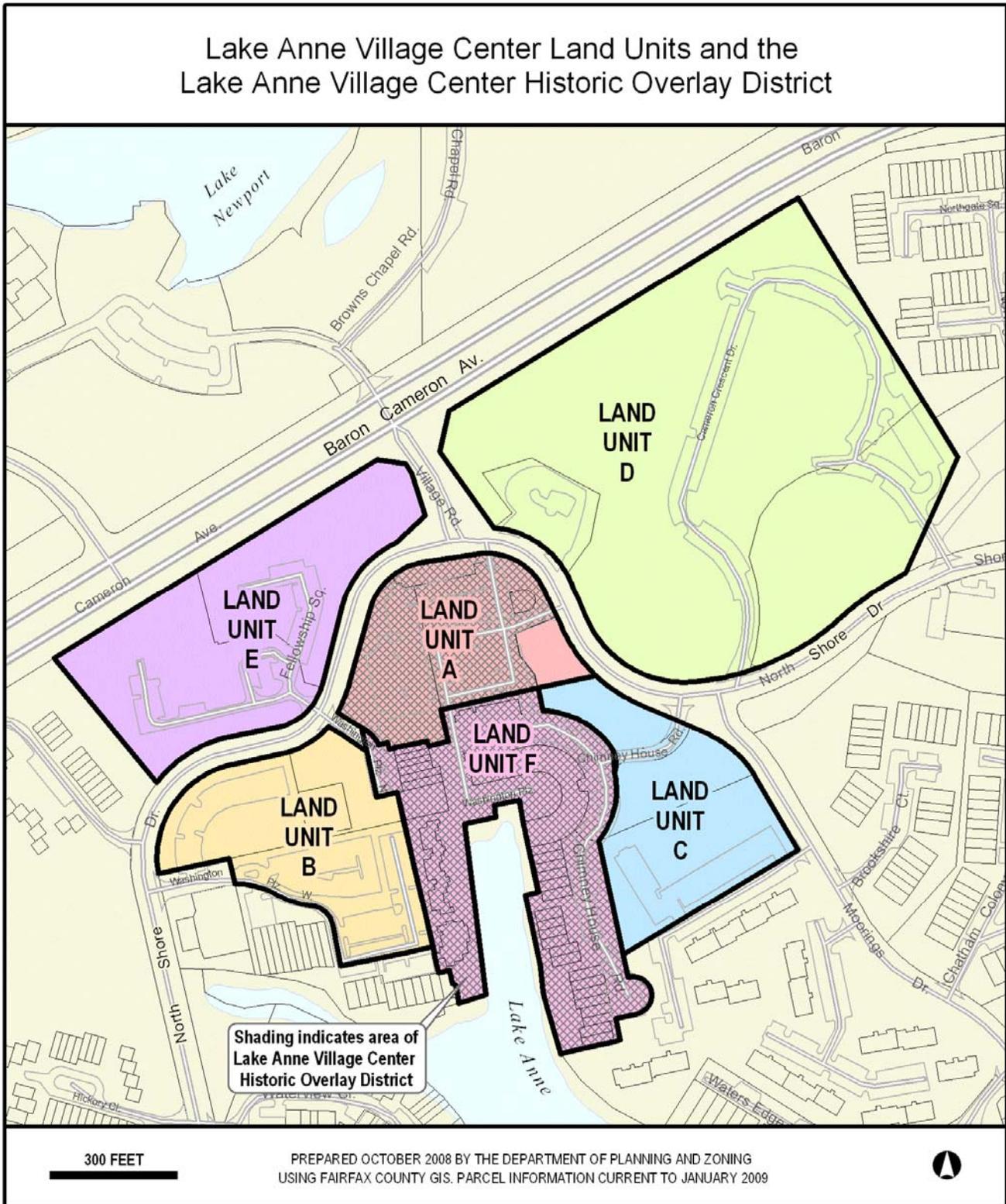
The Village Center was the first part of Reston to be developed and is centered on Washington Plaza, which is adjacent to Lake Anne at its northern end. The area surrounding Washington Plaza was designated as the *Lake Anne Village Center Historic Overlay District* in 1984 in recognition of its significance in the community as Reston's original Village Center and to ensure the preservation of this historic and architectural landmark. The Board of Supervisors designated Lake Anne as a Commercial Revitalization Area in 1998 with the intent of stimulating reinvestment in existing businesses and encouraging redevelopment as appropriate.

The goals for the Lake Anne Village Center are to create opportunities to: 1) foster residential, office and community-enhancing retail and entertainment uses that will provide a more vital village center environment; 2) support the long-term economic viability of the business community; and, 3) protect the historic and architectural quality of Washington Plaza.

Specific planning objectives to help achieve these goals in the Village Center include:

- Bring more residents and day-time employees to Lake Anne to promote a vibrant community where people can live, work and play;
- Encourage development that complements, rather than competes with, existing development on Washington Plaza;
- Encourage high-quality development in terms of site design, building design and materials, and appropriately sited open space amenities;
- Ensure that diverse housing options exist in Lake Anne, including senior, workforce, and affordable housing;
- Enhance pedestrian and bicycle connections throughout the Village Center as redevelopment occurs;
- Improve the visibility of the Lake Anne Village Center and Washington Plaza from Village Road and Baron Cameron Avenue;
- Encourage the creation of expanded or additional urban open spaces, such as an extended plaza, to accommodate successful community events such as the Lake Anne Farmers' Market;

Figure 1 - ST06-III-UP2



- Preserve attractive and usable green open spaces where possible and introduce new green spaces, including living green roofs, to provide natural and recreation areas; and
- Limit the visibility of parking throughout the Village Center.

Area-wide Recommendations

The parcels comprising the Lake Anne Village Center are divided into six land units (as shown in Figure 1). For Land Units A, B, C, D, and E, a description of its location and character is given and specific recommendations are provided that articulate the development planned, both in terms of density and intensity, under a baseline recommendation, a redevelopment option for individual land units, and a consolidation option for Land Units A, D, and E.

Land Unit F (which consists of the residential and commercial uses along Washington Plaza, including the residences along Chimney House Road) contains the majority of the Lake Anne Village Center Historic Overlay District and is not part of any redevelopment option.

Parcel Consolidation - The preferred approach to redevelopment in the Lake Anne Village Center is through the coordinated redevelopment of Land Units A, D, and E. This would include consolidation of the Washington Plaza surface parking lot (Land Unit A), the Crescent Apartment property and the gas station (Land Unit D), and the Fellowship House property (Land Unit E). If complete consolidation occurs, the *Full Consolidation Option* level of development can be achieved as described in the Land Unit Recommendations for Land Units A, D, and E below.

Consolidation of these land units would allow for redevelopment to occur in a well-designed, integrated and efficient manner. Pedestrian access through and among parcels could be more easily designed and roads could be more readily realigned to improve their safety and functionality. The *Full Consolidation Option* would also provide an opportunity to improve the visibility of Washington Plaza and below-grade parking could more readily be constructed in strategic locations.

Coordinated Development Plans – Coordinated development plans may be an alternative to parcel consolidation for Land Units A, D, and E. Coordinated development plans refer to two or more concurrent and contiguous development applications that demonstrate coordinated site design, including coordination of building locations, urban design, open space amenities and signage, inter-parcel pedestrian access and vehicular access where appropriate, roadway realignment or improvements, and parking facilities. When coordinated development plans are submitted, the *Full Consolidation Option* recommendations may be considered.

Any subsequent applications should have a similar architectural character and building materials to those of the earlier approved coordinated development plans and should provide connections to established locations for inter-parcel pedestrian access and vehicular access where appropriate, and road improvements and parking facilities, if appropriate.

Heritage Resources – The *Lake Anne Village Center Historic Overlay District* regulations are found in Appendix 1, A1-1100 of the Zoning Ordinance. All structures located in Land Units A and F are within the boundary of the Historic Overlay District. Structures within Land Unit A are contributing properties to the district while those in Land Unit F are historic properties. The Fairfax County Architectural Review Board must review all improvements and alterations in the Overlay District.

Housing Affordability and Diversity – Fairfax County housing policies include promoting the development of multifamily housing in mixed-use centers in an effort to diversify the County’s housing stock and to encourage lower cost housing options near employment opportunities. Existing residential development in the Lake Anne Village Center includes age-restricted affordable housing (Senior Independent Living) at the Fellowship House (Land Unit E) and workforce housing at the Crescent Apartments (Land Unit D). To preserve the diversity of housing options within Lake Anne and ensure consistency with County policies, the following conditions should be met:

- Any new residential development in Land Units A, B, and C, should include at a minimum 12 percent of the total number of units as affordable housing pursuant to the Affordable Dwelling Unit (ADU) provisions of the Fairfax County Zoning Ordinance and the county’s policy regarding workforce housing;
- Any residential redevelopment in Land Unit D and Land Unit E should replace on a unit for unit basis any affordable housing that currently exists but is lost in redevelopment; and
- The maximum density specified on any land unit under these guidelines is the total amount allowed, and the total number of units specified for each land unit is inclusive of all density bonuses provided for affordable housing.

Transportation – Future redevelopment in the Lake Anne Village Center area should be balanced with supporting transportation infrastructure improvements and services. To ensure that potential transportation impacts are sufficiently mitigated, the following conditions should be met:

- Transportation improvements should be appropriately phased with development, and development proposals should only be approved following additional transportation analysis and the provision of appropriate transportation mitigation measures;
- Transportation issues associated with any development, particularly those associated with access, will need to be adequately addressed through appropriate traffic impact analyses. Development plans should identify specific improvements needed to support the applications and should include acceptable plans for ingress/egress and vehicular circulation. Parcel and access consolidation, pedestrian circulation, safety, Transportation Demand Management measures, and transit improvements should be addressed. Dedication of right-of-way for trails and roadway improvements/widenings and associated easements may be required;
- Use of public transportation to serve travel demand should be optimized in order to maximize the reduction in travel by private vehicles. Examples of such measures include:

- 1) Private subsidization of internal circulating transit services, which may also connect to transit service outside of the Village Center;
 - 2) Construction of bus shelters; and
 - 3) Monetary contributions toward enhancement of existing transit service;
- An acceptable Level-of-Service (LOS) should be maintained on the roadway system. A LOS D standard should be applied, in general, to determine mitigation needed at critical approach intersections. Development applications should include analyses that demonstrate that the proposals can maintain a LOS D or better standard, and provide commitments to mitigate traffic in instances where they cannot. Future detailed traffic analyses must ensure that traffic queues at Lake Anne Village Center intersections will not adversely affect other nearby intersections;
 - Adequate funding for necessary transportation improvements to maintain an acceptable LOS should be provided. Roadway and circulation improvements should address needed improvements to the arterial roadway network, collector and local streets, and the pedestrian system. Collector and local street improvements should be provided in conjunction with development proposals;
 - Safe pedestrian circulation should be ensured through an adequate and appropriate sidewalk/trail system, and separate bicycle lanes or trails should be considered and provided where appropriate. A combination of public and private sector funding may be necessary to provide for the larger transportation improvements required to serve the general Lake Anne Village Center area;
 - At a minimum, improvements are necessary at the current intersection of Village Road and North Shore Drive. This intersection has current operational deficiencies that need to be corrected before any density increases in the Washington Plaza area can be accommodated. Other potential improvements to mitigate traffic will need to be analyzed as well, such as additional turning lanes at intersections. For example, while additional right-of-way might be required, adding a turn lane to North Shore Drive at both west and eastbound approaches to Wiehle Avenue could measurably decrease intersection delays; and
 - To facilitate improvements and traffic flow at the intersection of Village Road and North Shore Drive, the following options should be considered:
 - 1) The realignment of Village Road to the west to correct operational deficiencies, and to align with and provide a view into an extended Washington Plaza;
 - 2) The construction of a roundabout on North Shore Drive at the intersection of a realigned Village Road and North Shore Drive pending detailed additional analysis that compares the benefits of a roundabout versus other congestion mitigation measures.
 - 3) The slight realignment of North Shore Drive, to the east of Village Road on Land Unit D, to smooth out the horizontal curve, enhance sight distance, and improve vehicular and pedestrian safety.

Pedestrian Network/Bicycle Facilities – Lake Anne Village Center is connected to other parts of Reston through an extensive trail system. The Village Center’s pedestrian orientation should be enhanced with numerous highly accessible pedestrian linkages within the Village Center and connections to existing trail networks at the periphery of the Village Center. Future development and redevelopment in the Village Center should address the following recommendations:

- Bicycling should be encouraged as an alternative to the use of single occupancy vehicles by providing bicycle storage facilities and bike racks. Showering and changing facilities should be provided in buildings with office uses;
- A direct pedestrian connection between Northgate Square Cluster and Land Unit A through Land Unit D is a high priority. Site designs should ensure that no structures obstruct this direct linkage;
- Pedestrian connectivity and safety is a critical factor in designing pedestrian links. Auto and pedestrian traffic should be separated to the greatest extent possible. In keeping with the original Master Plan concept for Reston regarding the separation of pedestrians and vehicular traffic, the addition of pedestrian bridges and/or an underpass connecting Land Units D and E with Land Unit A should be considered in order to separate pedestrians from automobile traffic on North Shore Drive.
- Pedestrians should be provided with safe and convenient access to bus stops;
- Adequate lighting should be provided. Site design should ensure that landscaping does not impede visibility or create unsafe conditions; and
- Signage should contribute to easy pedestrian way-finding throughout the Village Center. Signage should be compatible with existing signage at Washington Plaza in terms of scale, design, color, materials and placement to create a unified identity for the Village Center.

Civic Uses – Lake Anne Village Center presently has a mix of cultural, governmental and religious uses on or near Washington Plaza, including the Reston Museum, the Reston Community Center, Fairfax County Human Services offices in the Lake Anne Professional Building, and two religious institutions. These civic uses should be maintained and enhanced as redevelopment occurs. In addition, new civic uses, which are compatible with the planned mixed-use developments in terms of character and scale, should be encouraged. These facilities may include the provision of performing arts space, educational and/or additional religious institutions, a library, recreation and/or park facilities.

Urban Design – These urban design guidelines are intended to encourage redevelopment in the Lake Anne Village Center that is consistent with the aesthetic character and visual environment of Washington Plaza.

The Architectural Review Board is charged with ensuring that the standards and guidelines of the *Lake Anne Village Center Historic Overlay District* are followed in any redevelopment proposals for the area. The Lake Anne Village Center Historic Overlay District design

guidelines, adopted by the Architectural Review Board in 1992, should be reviewed and updated to address new construction. In the event updated design guidelines are developed for the land units surrounding Washington Plaza and the Historic Overlay District, Architectural Review Board review of development proposals for Land Units B, C, D, and E may be appropriate.

Development proposals for the Lake Anne Village Center should address the following:

- *Urban Form* – The urban form objective is to provide a distinctive and varied building landscape and assist in achieving other urban design goals, including the preservation of open space. The preferred urban form for the Lake Anne Village Center is a continuation of the design found at Washington Plaza, i.e. signature high-rise buildings like the Heron House (9-15 stories) surrounded by low-rise development (3-4 stories). Uniform building heights should be avoided to prevent the creation of massive blocks of buildings that would not complement the existing development on Washington Plaza. In no instances should pad sites be permitted within the Village Center. In order to provide design flexibility the Plan recommendations do not set minimum or maximum building heights or setbacks.
- *Building/Site Design* – Buildings in the Village Center should utilize architectural treatments that are compatible with the design present in the Historic Overlay District.
- *Washington Plaza and Lake Anne Vista* – Currently, the views of Lake Anne and the Heron House from the north are obstructed by the Millennium bank building at the entrance of Washington Plaza and the Association of School Business Officials building at the intersection of Village Road and North Shore Drive. To create a better view of this area from nearby roadways, the Association of School Business Officials building should be removed and the current bank building should be removed or altered. Redevelopment should be designed in such a way as to create an unobstructed view toward Lake Anne.
- *Green Buildings and Stormwater Management* – In keeping with Reston’s original vision of protecting the environment and living in harmony with nature, redevelopment proposals should meet the following conditions:
 - 1) The incorporation of green building practices sufficient to attain certification through the LEED program or its equivalent, where applicable, is required for the Lake Anne Village Center. In addition, attainment of the Silver rating or better through the LEED program or its equivalent, where applicable, is strongly encouraged;
 - 2) Encourage the provision of architectural elements that will provide both environmental and aesthetic benefits, such as vegetated roofs and/or rooftop plaza areas in locations that will experience pedestrian or other recreation activity in order to provide a high quality visual character; and
 - 3) Incorporate Low Impact Development (LID) stormwater management techniques where feasible.

- *Parking* – The visibility of parking should be limited throughout the Lake Anne Village Center. To achieve this objective, parking should be provided in below-grade or partial below-grade structures or above-grade structures that are clad by development. In instances where a portion of a structure may be visible, façade treatments and/or landscaping should be used to minimize the visual impact of the structure. Parking access should be designed in such a manner as to reduce conflicts between vehicles and pedestrians.
- *Open Space* – A minimum of 25 percent of the gross land area of each land unit should be set-aside as open space that is accessible to the public, which should include urban plazas.
- *Street/Plaza Furniture* – Street furniture provided along the streets, on the extended plaza, and/or in other open spaces should be of a design that is consistent with the architecture in the Village Center and use materials commonly found in Washington Plaza.
- *Lighting* – The design, style and materials used for light fixtures throughout the Village Center should be compatible with the architectural style and materials of the buildings on Washington Plaza. Lighting should be coordinated with landscaping and pedestrian circulation to ensure a well-lit and safe environment.
- *Public Art* – Public art was envisioned as a key component of creating a vibrant community gathering space at Washington Plaza in the Village Center from its inception. New public art should be included in development proposals, and consistent with guidance in the Initiative for Public Art Reston (IPAR) *Public Art Master Plan*.
- *Signs* – Signs should complement the architecture of the building and not obstruct architectural elements or details that define the design of the building. The placement of signs by different businesses in the same building should be coordinated. The use of freestanding signs, either monument signs or mounted on poles, should be prohibited.
- *Utilities* – To the extent possible, on-site utilities should be placed underground or out of sight from the front of buildings, pedestrian walkways and other public entrances. Service areas and loading docks should be screened with appropriate landscaping, fences or walls. Rooftop mechanical equipment should be properly screened with materials that are compatible with and integral to the architecture.
- *Retail* – Reinforcing and enhancing the existing retail in Washington Plaza is a high priority in the redevelopment of the Lake Anne Village Center. Careful consideration should be given regarding the size and types of retail establishments in the surrounding land units to avoid potentially weakening the retail environment needed to revitalize Washington Plaza.

Environmental Protection and Tree Cover – Redevelopment proposals should follow the environmental protection goals and objectives outlined in the Environmental Section of the Fairfax County Policy Plan with special emphasis on protecting and restoring the maximum

amount of tree cover on developed and developing sites consistent with planned land use and good silvicultural practices. Planting of new trees should be considered on developing sites, particularly where new impervious surfaces such as parking decks, promenades and plazas are proposed. Technologies that serve to enhance the life span and size of trees and reduce stormwater runoff volumes and associated pollutant loads are recommended.

Park and Recreation Facilities – Impacts on park and recreation resources should be offset through the provision of or contribution toward new or improved active recreation facilities in the vicinity, such as tot lots, trails, trail connections, an indoor recreation center, athletic fields, playgrounds, and/or multi-use courts. Recreation facilities should be provided that serves the local population and workforce. In addition, publicly accessible urban park or park features should be integrated within the Village Center, such as plazas, gathering spaces, special landscaping, street furniture, water and play features, performance and visual art exhibit spaces and pedestrian and bike amenities. Proposed pathways within the Village Center should be coordinated and connect to existing pedestrian and bicycle circulation systems.

Schools – A projected capacity deficit may occur at Hughes Middle School and South Lakes High School by 2013-2014. In addition, there may be a need for additional school facilities in this part of the County because of the approval of residential development that has not yet been constructed in the Reston Town Center area. The impact of Lake Anne Village Center redevelopment on schools should be mitigated. A possible boundary shift may be needed to ensure that the new residents in the Village Center would be assigned to the same schools.

Land Unit Recommendations

The Lake Anne Village Center is divided into land units (as shown in Figure 1) for the purpose of organizing site-specific recommendations. For each land unit, a description of its location and character is given and specific recommendations are provided that articulate the planned use(s) and intensity or density.

Land Unit A

Land Unit A consists of the area north of Washington Plaza (as shown in Figure 1), the majority of which is located within the Lake Anne Village Center Historic Overlay District. It includes the site of the current Millennium Bank, dedicated open space owned by the Reston Association, the Association of School Building Officials (ASBO) building, and the 24-7 convenience market.

Baseline Recommendation

According to the Reston Master Plan *Land Use Plan* map, the Village Center encompasses Washington Plaza, the surface parking lot to the north of the Plaza, the gas station across North Shore Drive from the plaza parking lot and the area to the west of Washington Plaza, including the Lake Anne Professional Building (an area that includes Land Units A and B

and a portion of D). The baseline Plan recommendation for the Village Center is mixed-use with a neighborhood-serving retail component up to a 0.25 FAR and office and residential components in addition to retail uses.

Redevelopment Option

As an option, the area of the parking lot to the north of Washington Plaza is planned for mixed-use development that will complement the uses on the existing Washington Plaza if redeveloped independently (as opposed to the *Full Consolidation Option* described below).

The total amount of development allowed under the *Redevelopment Option* should be no more than 235,000 square feet. The mix of uses should include a residential component and a non-residential component that includes retail, civic and office uses. The residential component should consist of up to 150,000 square feet (up to 125 multi-family dwelling units), and the non-residential component (office, retail and civic uses) should consist of up to 85,000 square feet, subject to the following conditions:

- An extension of Washington Plaza along its existing north-south axis should be provided, extending northward from the existing northern entrance to the plaza to North Shore Drive. This plaza extension should be designed to accommodate community events such as the existing Lake Anne Farmers' Market and should provide an unobstructed view toward Lake Anne;
- New development should be oriented along the extended plaza with retail uses that are primarily community-serving in nature on the first or second level and office and residential uses located above;
- New residential uses should primarily be located in one or more taller buildings at the northern end of the extended plaza;
- In addition to the extension of Washington Plaza, the provision of roof top plazas with well-defined public access is encouraged to provide additional open space in this Land Unit;
- In no instances should pad sites be permitted within Land Unit A; and
- Under this option redevelopment should include the removal of the current Association of School Building Officials building and the convenience market.

Full Consolidation Option

As an option, new development up to the following maximum levels may be achieved if Land Units A, D, and E are fully consolidated.

The total amount of development allowed under the *Full Consolidation Option* should be no more than 315,000 square feet. The mix of uses should include a residential component and a non-residential component that includes retail, civic and office uses. The residential component should consist of up to 210,000 square feet (up to 175 multi-family dwelling units), and the non-residential component (office, retail and civic uses) should consist of up to 105,000 square feet, subject to the same conditions provided for the *Redevelopment Option*.

Land Unit B

This land unit is located on the south side of North Shore Drive, immediately to the west of Washington Plaza. The land unit contains one office building (the Lake Anne Professional Building), two vacant parcels, and a large surface parking lot that provides parking for Heron House and the Quayside building.

Baseline Recommendation

According to the Reston Master Plan, Land Unit B is a part of the Lake Anne Village Center and is planned for mixed-use with a neighborhood-serving retail component up to a 0.25 FAR and office and residential components in addition to retail uses.

Redevelopment Option

As an option, this land unit is planned for residential and office development, with a minimal amount of support retail and service uses. A hotel or a small inn may be desirable in the Village Center and may be considered as an alternative to office uses.

The total amount of development allowed under the *Redevelopment Option* should be no more than 274,000 square feet. The residential component should consist of up to 144,000 square feet (up to 120 multi-family dwelling units), and the non-residential component (office or hotel, and support retail uses) should consist of up to 130,000 square feet, subject to the following conditions:

- Retail uses should be on the ground floor and limited to a maximum of 5,000 square feet;
- The full amount of office use specified above can only be achieved if the proposal includes the redevelopment of the existing Lake Anne Professional Building; and
- Usable open space in the form of plazas, urban greens, courtyards or parks should be provided to make attractive gathering places for residents. The provision of roof top plazas with well-defined public access is encouraged.

Land Unit C

This land unit is located on the south side of North Shore Drive, immediately to the east of Washington Plaza. The land unit contains the Buddhist Compassion Relief TZU-CHI (a religious institution) and dedicated open space owned by the Reston Association.

Baseline Recommendation

The baseline Plan recommendations for this Land Unit are based on the designations shown on the Reston Master Plan Land Use Plan, and include medium and high density residential uses and community facilities.

Redevelopment Option

The total amount of development allowed under the *Redevelopment Option* should be no more than 120,000 square feet. The residential component should consist up to 120,000 square feet (up to 100 multi-family dwelling units), subject to the following conditions:

- Usable open space in the form of plazas, urban greens, courtyards, rooftop plazas and/or parks should be provided to make attractive gathering places; and
- Tree preservation and/or tree cover restoration should be a key condition of redevelopment in this Land Unit, in accordance with guidance in the Environmental section of the Fairfax County Policy Plan. The existing tree canopy in this Land Unit should be preserved to the greatest extent possible.

Land Unit D

This land unit is located to the northeast of Washington Plaza and is bounded on the south by North Shore Drive, on the north by Baron Cameron Drive, and on the west by Village Drive. The land unit contains the Crescent Apartments, five garden apartment-style three-story buildings containing 181 units. It also contains a gas station located along North Shore Drive.

Baseline Recommendation

The baseline Plan recommendation for this Land Unit is based on the designations shown on the Reston Master Plan Land Use Plan. The area of the Crescent Apartments is designated as high and medium density residential uses. The gas station is designated as Village Center.

Redevelopment Option

The total amount of development allowed under the *Redevelopment Option* should be no more than 904,000 square feet. The residential component should consist of up to 900,000 square feet (up to 750 multi-family dwelling units), and the non-residential component (office and/or ground-level support retail) should consist of up to 4,000 square feet (exclusive of the gas station), subject to the following conditions:

- Any redevelopment of this property should replace on a unit for unit basis the loss of any of the existing 181 affordable (workforce) rental units with the same number of affordable housing units;
- Usable open space in the form of plazas, urban greens, courtyards, rooftop plazas and/or parks should be provided to make attractive gathering places;
- Tree preservation and/or tree cover restoration should be a key condition of redevelopment in this Land Unit, in accordance with guidance in the Environmental section of the Fairfax County Policy Plan; and
- Site designs for Land Unit D should ensure a safe, well-lighted walkway to connect the residents in Northgate Square with existing and planned office and retail uses in Land Unit A. New structure(s) should not obstruct direct pedestrian linkages.

Full Consolidation Option

As an option, new development up to the following maximum levels may be achieved if Land Units A, D, and E are fully consolidated.

The total amount of development allowed under the *Full Consolidation Option* should be no more than 1,130,000 square feet. The residential component should consist of up to 1,122,000 square feet (up to 935 multi-family dwelling units), and the non-residential

component (office and/or ground-level support retail uses) should consist of up to 8,000 square feet (exclusive of the gas station), subject to the same conditions provided for the *Redevelopment Option*.

The 0.85 acre site containing the gas station is strongly encouraged to be part of the *Full Consolidation Option*. However, if it is not included, development plans should show how this parcel will relate to the rest of Land Unit D.

Land Unit E

This land unit is located to the northwest of Washington Plaza and is bounded on the south by North Shore Drive, on the north by Baron Cameron Drive and on the east by Village Road. The land unit contains the Fellowship House senior housing development, a multi-wing high-rise building containing 240 units.

Baseline Recommendation

The baseline Plan recommendation for this Land Unit is based on the designation shown on the Reston Master Plan Land Use Plan. The area of the Fellowship House is designated as high-density residential use.

Redevelopment Option

The total amount of development allowed under the *Redevelopment Option* should be no more than 386,000 square feet. The residential component should consist of up to 384,000 square feet (up to 320 multi-family dwelling units), and the non-residential component (office and/or ground-level support retail) should consist of up to 2,000 square feet, subject to the following conditions:

- Any redevelopment of this property should replace on a unit for unit basis the loss of any of the existing affordable rental units;
- Usable open space in the form of plazas, urban greens, courtyards or parks should be provided to make attractive gathering places for residents. The provision of roof top plazas over structured parking with well-defined public access is encouraged where feasible; and
- Tree preservation and/or tree cover restoration should be a key condition of redevelopment in this Land Unit, in accordance with guidance in the Environmental section of the Fairfax County Policy Plan.

Full Consolidation Option

As an option, new development up to the following maximum levels may be achieved if Land Units A, D, and E are fully consolidated.

- The total amount of development allowed under the *Full Consolidation Option* should be no more than 514,000 square feet. The residential component should consist of up to 510,000 square feet (up to 425 multi-family dwelling units), and the non-residential component (office and/or ground-level support retail uses) should

consist of up to 4,000 square feet, subject to same conditions provided for the *Redevelopment Option*.

Land Unit F

This land unit consists of the development along Washington Plaza, which includes a mix of residential, retail, office, and civic uses, together with the residences along Chimney House Road. The uses along the plaza include the 15-story Heron House, a high-rise residential condominium; three-story “live-work” units with retail and offices uses at the ground level and residential uses on the upper levels; and a variety of community-serving retail uses, office condominiums, the Washington Baptist Church, the Reston Community Center, and a child care center.

Land Unit F makes up the core of the Lake Anne Village Center Historic Overlay District. Since this land unit is not planned to be redeveloped, it is not part of any redevelopment or consolidation options.

Note: All subsequent recommendations in this sector will be renumbered.

MODIFY

FIGURE: Fairfax County Comprehensive Plan, 2007 Edition, Area III, Upper Potomac Planning District as amended through 6-30-2008; UP5-Reston Community Planning Sector, Figure 36, “Land Use Recommendations, General Locator Map,” page 119, to add the new recommendation (#8) to figure, and to renumber subsequent recommendations.

PLAN MAP: The Comprehensive Plan map will not change.