



PROPOSED COMPREHENSIVE PLAN AMENDMENT

ITEM: ST09-III-UP1(B)
April 1, 2015

GENERAL LOCATION: Located in the northwestern quadrant of Fairfax County and bisected by the Dulles Tool Road (DAAR, Route 267), west of Tysons east of Washington Dulles International Airport.

SUPERVISOR DISTRICT: Hunter Mill

PLANNING AREA: Area III

PLANNING DISTRICT: Upper Potomac

SUB-DISTRICT DESIGNATION: Reston

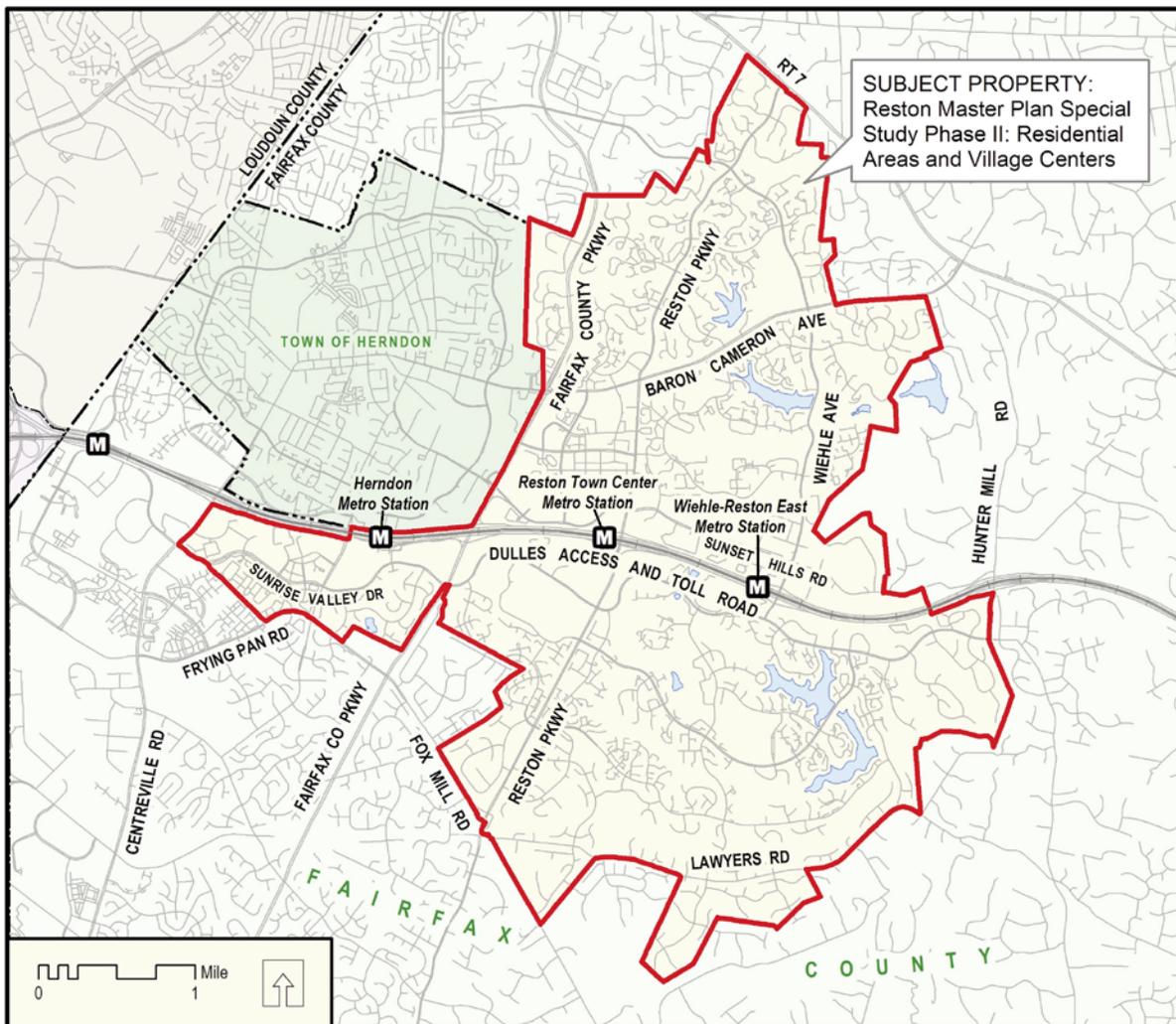
PLANNING COMMISSION PUBLIC HEARING: Wednesday, April 22, 2015 @ 8:15 PM

BOARD OF SUPERVISORS PUBLIC HEARING: Tuesday, June 2, 2015 @ 4:00 PM

PLANNING STAFF DOES RECOMMEND THIS ITEM FOR PLAN AMENDMENT

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

 Reasonable accommodation is available upon 48 hours advance notice. For additional information about accommodation call (703) 324-1334.



STAFF REPORT

Reston Master Plan Phase II ST09-III-UP1(B)



This staff report includes hyperlinks to reference materials. These links are available for use while the study is active.

A. BACKGROUND

The Board of Supervisors (BOS) authorized the Reston Master Plan Special Study in May of 2009 and directed staff to initiate the study in two phases. Phase I reviewed the Comprehensive Plan recommendations pertaining to the areas around the three planned Reston Metrorail stations: Reston Town Center Station, Wiehle-Reston East Station and the Herndon Station. During Phase I, the BOS appointed a community Task Force that, working with staff, developed an approach to furthering transit-oriented development in the vicinity of the three Reston stations. On February 11, 2014 Phase I concluded with BOS adoption of the Reston Transit Station Areas Comprehensive Plan, available here: <http://www.fairfaxcounty.gov/dpz/comprehensiveplan/adoptedtext/2013-05.pdf>

Phase II of the Reston Master Plan Special Study has reviewed the Plan recommendations for the wider Reston community including residential neighborhoods, the Village Centers, selected commercial areas and several areas adjoining Reston. Phase II began with an Open House community meeting on June 7, 2014 hosted by the Hunter Mill Supervisor District Supervisor, Catherine Hudgins, and the Fairfax County Department of Planning and Zoning. The Open House outlined Phase II's scope, timeline and general approach to reviewing the Reston Master Plan for the wider Reston community. Subsequently four additional community meetings were held to focus on several topics including residential neighborhoods, Village Centers, pedestrian connectivity and the Tall Oaks Village Center.

B. LOCATION AND CHARACTER OF THE AREA

The Reston study area is located approximately 20 miles west of Washington, D.C., seven miles west of Tysons Corner and six miles east of Washington Dulles International Airport. The area is approximately 7,100 acres and includes land north and south of the Dulles Toll Road, including residential neighborhoods and five Village Centers.

Land within the Reston area is developed with a variety of land uses, most of the land is devoted to single family residential development, ranging from detached single family homes on 3 acre lots to townhouse development. Also, there are a variety of multifamily residential developments, from low-rise garden style to high-rises of more than twenty stories. Other land uses include five Village Centers; mixed use areas developed with various combinations of neighborhood serving retail, service, public, office and residential uses. In addition, there are several commercial areas including Convenience

Centers containing local retail and service uses as well as a large community-serving retail area north of Baron Cameron Avenue between Fairfax County and Reston Parkways. Open space, parks and recreation facilities are throughout the study area, along with public facilities and institutional uses such as public schools, churches and daycare facilities.

C. PLANNING HISTORY

The Reston Master Plan which consists of three maps, a Land Use Plan, a Community Facility Plan and a Transportation Plan, was last updated in 1989. The Reston Master Plan can be viewed online at <http://www.fairfaxcounty.gov/dpz/comprehensiveplan/area3/upperpotomac.pdf#page=199>

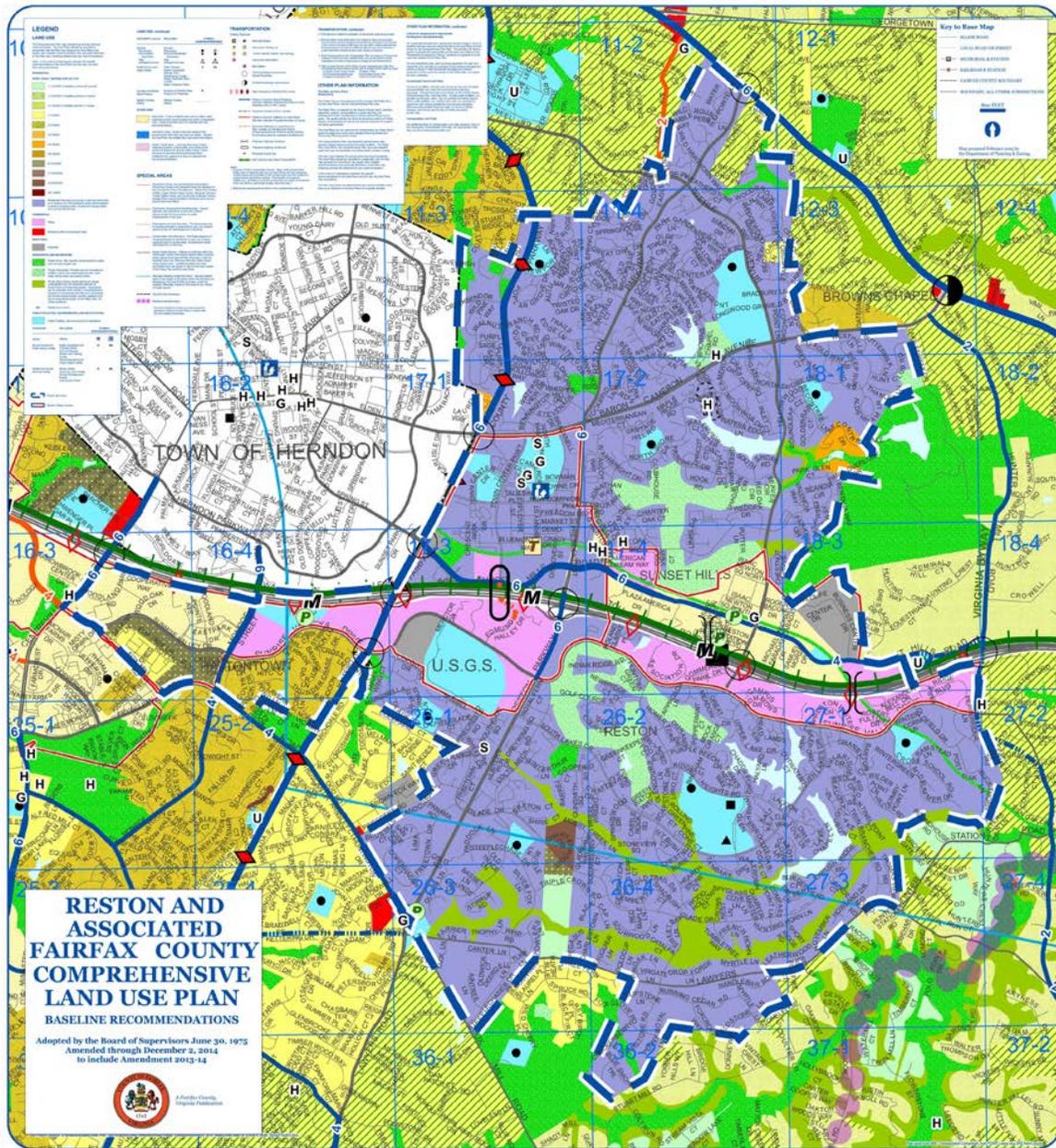
D. ADOPTED COMPREHENSIVE PLAN TEXT

The Comprehensive Plan Map shows most of the study area designated as a Planned Residential Community. The rest of the study area, primarily along the periphery and within the Transit Station Areas, is shown as planned for various uses including Residential, Open Space and Recreation and Public Facilities, Governmental and Institutional uses, Office and Mixed Use. In addition to the Comprehensive Plan Map, extensive land use guidance is provided in the text of the Reston Community Planning Sector of the Comprehensive Plan. The Reston Community Planning Sector incorporates the Reston Master Plans by reference.

The Fairfax County Concept for Future Development designates the area as Suburban Neighborhoods and Transit Station Areas.

The current Plan includes overall land use, transportation, heritage resources, public facilities, parks and recreation, public art, and trails and bicycle facilities recommendations for the entire Planning Sector.

Figure 1. Reston and Associated Fairfax County Comprehensive Land Use Plan



E. PROCESS

The primary goals for Phase II of the Study were to work collaboratively with the Reston Community to (1) update the Reston land use map and (2) evaluate and provide Comprehensive Plan guidance for the following types of places within Reston: (a) Residential neighborhoods (b) Village Centers (c) Commercial

area north of Baron Cameron Avenue (adjacent to Reston Town Center), and (d) four Convenience centers. These goals were to be accomplished within a timeline of a little over a year starting from April 2014 (when staff begun preparations for the Study). Staff decided to follow a process that allowed for an efficient land use study, intensive community collaboration, and the application of information acquired during the Phase 1 Study.

Based on community discussions and the work of the Phase I Task Force, Staff understood that the Phase II planning effort would be guided by the following: 1) Future residential and commercial growth was to be concentrated in the Town Center, the Transit Station Areas and the Village Centers; and, 2) the Vision and Planning Principles created in Phase 1 should apply to the whole of Reston.

This framework became the foundation for developing Plan recommendations for Reston that maintain the established residential neighborhoods and commercial areas outside of the Village Centers, encourages pedestrian and bicycle mobility, and preserve and enhance the integrated system of parks, open space and natural areas within Reston.

The proposed Plan Amendment contains language that allows for the consideration of Village Center redevelopment. However, redevelopment should only be considered in the context of a future Plan Amendment following the Guidelines for Village Center Redevelopment which include property owner involvement and community outreach.

Staff used four community-wide meetings to gather considerable information through intensive collaboration with residents and other stakeholders. In addition to previously expressed ideas about protecting existing stable neighborhoods, Staff was able to ascertain a wide array of new ideas from these meetings which informed the Plan Amendment. Although varied, the sentiment was encapsulated into the following three basic themes:

- 1. Village Centers should be unique and reflect the needs and desires of the surrounding neighborhoods.** They should be differentiated from one another and respond to the unique characteristics of variables such as topography and surrounding uses. The Comprehensive Plan should encourage the creation of public gathering space in all Village Centers, but should not prescribe the type, form or extent of this space. Also, the community expressed a willingness to accept new concepts about what comprises a Village Center (relative to the traditional retail center concepts that have been built). For instance, a “Village Center Light” concept was describe at the Village Center meeting on October 18, 2014 that suggested retail did not have to be the primary use in a Village Center. Other uses, such as office and residential, could have a significant presence as long as they are integrated and as long as the Village Center continues to function as a central gathering place for the surrounding community.
- 2. The Baron Cameron retail area serves as an important regional retail and service center that, if redeveloped, could have a limited mix of uses.** The community does not perceive the retail area north of Baron Cameron as an extension of the Reston Town Center. Although the community is

willing to accept additional uses in this area, such as residential, hotel, and office, the community does not desire the density or intensity of development allowed in the Reston Town Center. In addition, the Comprehensive Plan should encourage public spaces and improved pedestrian and bicycle connectivity within the retail area and to the surrounding uses, as well as, separation of business service truck traffic from customer traffic.

3. **Pedestrian connectivity is a key planning principle.** The network of trails and pedestrian connections is a unique characteristic of Reston. The Comprehensive Plan should enhance pedestrian connectivity, particularly near Village Centers, schools and at intersections.

The Plan Amendment reflects incorporates these three themes throughout the proposed Plan text.

In addition to the four community-wide meetings, community groups and individuals were invited to engage Staff in person, over the phone, or through communications mediums like email and Facebook. The result of this engagement effort was meaningful access and collaboration with stakeholders and residents. Details of the type and extent of outreach used, such as, You Tube, online submissions, and village center literature drops are presented in the “Community Outreach and Collaboration” section in Appendix I.

The timeline of the study proceeded as described below.

1. June 7, 2014 <> Community Open House
2. May 22, 2014 - July 11, 2014 <> Online Submission Period for Site-specific Land Use Proposals
3. June 2014 - April 2015 <> Community Comments are welcomed
4. September 5, 2014 <> Working Draft text was released for public consumption
5. September 13, 2014 <> #1 Community Meeting to discuss and receive feedback on Residential Neighborhood section of the Working Draft text
6. October 18, 2014 <> #2 Community Meeting to discuss and receive feedback on the Village Center section of the Working Draft text
7. November 8, 2015 <> #3 Community Meeting to discuss specific topics and concerns expressed during prior community meetings
8. January 29, 2015 <> #4 Community Meeting to Present and Discuss 2nd Version of Working Draft Plan text for Phase II
9. September 5, 2014 – February 12, 2015 <> Community Review and Input period for Working Draft text.
10. April 1, 2015 <> Staff published Recommended Comprehensive Plan Text and Staff Report
11. April 22, 2015 <> Planning Commission Public Hearing

12. June 2, 2015 <> Board of Supervisors Public Hearing

Lastly, the process described above allowed for the continuous receipt and consideration of community response throughout the life of the Phase II study. The proposed Reston guidance was a working draft that underwent continuous modification in three iterations (or three Versions). Version 1 incorporated community comments received from the Open House and meetings with stakeholders, in addition to, ideas presented within initial email communications with stakeholders. Version 2 incorporated comments received during the community meetings and in-person meetings with organizations such as Reston Association and Reston Citizens Association, along with comments presented in emails. Version 3 incorporated comments received through email and from additional meetings with community organizations. Details of the community and resident group meetings, along with the list of emails received, are presented in the “Community Outreach and Collaboration” section in Appendix I. Version 3 is the Recommended Plan Text of the Reston Plan as presented in Appendix A.

F. PROPOSED COMPREHENSIVE PLAN AMENDMENT

The proposed Comprehensive Plan amendment is attached as Appendix A and B. Associated changes to other parts of the Comprehensive Plan resulting from the proposed amendment area attached as Appendices C- G.

As a part of this proposed update, planning guidance derived from Phases I and II of the Reston Master Plan Special Study will be consolidated and placed in one location within Fairfax County’s Comprehensive Plan. We propose that the Area Plan III volume be revised to include a new Reston tab section for ease of use and improved accessibility. The proposed Reston Plan guidance will also reference pertinent Comprehensive Plan guidance from the Upper Potomac Planning District and the UP5 Community Planning Sector, the county planning geographies in which Reston resides.

The consolidation of Reston’s Comprehensive Plan guidance into a single tab requires editorial changes in the UP4, UP5 and UP7 Community Planning Sectors along with editorial changes within the Upper Potomac Planning District and Volume III of the Area Plans to align facts and figures with the changes proposed within the Reston guidance. These changes are outlined in Appendices C through G of this staff report.

1. Maps

The Plan amendment for Phase II proposes an updated Reston Plan map that merges the Land Use Plan the Community Facilities Plan and presents updated land use designations (see the Land Use section) that further community desires to maintain established residential neighborhoods. All Public Parks, Private Recreation, and Private Open Space are now reflected in Reston’s Land Use Map and are further detailed in the Parks and Open Space map. More parks & recreation facilities and open space are included in the Reston Land Use Map. Existing trails are proposed within the Reston Plan. Reston’s two golf courses are planned to remain.

2. Land Use

The Phase II Reston Study's overarching approach is that future growth in Reston will be focused in Reston's Transit Station Areas (those areas along the Dulles Toll Road, generally within walking distance of planned or existing Metrorail stations), and Village Centers. All other areas of Reston (residential neighborhoods and Convenience Centers) are generally planned to remain as currently built.

The Reston Neighborhoods section provides guidance to preserve the established residential neighborhoods. The proposed residential land use categories have been expanded from their current three broad categories:

- Low density (up to 5 dwelling units/acre in any one area)
- Medium density (up to 20 dwelling units/acre in any one area)
- High density (up to 50 dwelling units/acre in any one area)

The proposed residential land use categories now include five categories to more closely reflect what has been built in the community, with the desired result of recognizing established neighborhoods and their existing character and density. The proposed five new categories are:

- Low-density single-family (0-5 dwelling units/acre)
- Medium-density single-family (6-12 dwelling units/acre)
- Low-density multi-family (13-20 dwelling units/acre)
- Medium-density multi-family (21-50 dwelling units/acre)
- High-density multi-family (greater than 50 dwelling units/acre)

Reston's Village Centers are planned to reflect the land uses that are there today, with the exception of the Lake Anne Village Center which currently has detailed planning guidance to guide future redevelopment, namely in the form of two redevelopment options. This guidance for Lake Anne, which was adjusted earlier this year, will be retained. The Reston Plan does envision redevelopment of the Village Centers though. The Village Center General Vision and Redevelopment Process will serve as guides in those future planning activities. The result of future planning activities will be detailed redevelopment options that will guide redevelopment proposals.

A General Vision and Guidelines for Redevelopment is established for any future Village Center redevelopment proposals. The general vision for Reston's Village Centers addresses the fundamental elements necessary for any Village Center to achieve the desired goal of becoming a vibrant community gathering space and is simply an elaboration of the Reston Vision and Planning Principles. The Guidelines for Redevelopment establish a process for developing detailed plans and considering redevelopment proposals. Each Village Center's existing character is described, along with its land use recommendation, which is carried forward from the current Plan and simply reflects existing development. None of the Village Centers, except Lake Anne, has a redevelopment option.

The Phase II Reston Study area has one active rezoning application, for the St. Johns Woods apartment community along Reston Parkway near North Point Village Center. Department of Planning and Zoning (DPZ) staff has closely coordinated review of the application, with the larger Reston Phase II planning study. Planning staff's approach to the St. Johns Woods parcel is consistent with the study's larger approach, to maintain today's existing built form, density and overall character. This is in contrast to the rezoning application, which seeks additional density (up to almost 50 dwelling units per acre) and mid-rise residential buildings. On February 12, 2014 DPZ planning staff received a request from the applicant to alter the proposed Phase II Reston Plan guidance for the subject property to allow their proposal, along with several proposed development conditions. This letter is appended to the Staff Report as Appendix H.

The majority of Tall Oaks Village Center's non-residential area was recently purchased by a residential developer. One of the Reston Study's community meetings was devoted to discussing Village Centers and another portion of a community meeting was spent discussing several limited issues related to Tall Oaks Village Center. After the conclusion of the Reston Study's public outreach component, Tall Oaks' new owners proposed a redevelopment concept that would result in mostly residential uses. They have not submitted any redevelopment plans to the county, only met with staff and several adjacent cluster representatives. The proposed Reston Plan carries forward existing Plan guidance for the Village Center, in the form of a "baseline" recommendation, which would preclude both additional density and the mix of land uses proposed by the residential developer. Staff believes there needs to be additional community and staff discussion, as well as a detailed redevelopment proposal in order to properly consider if a redevelopment recommendation should be added to the Reston Plan.

Lastly, the proposed amendment addresses the existing Reston convenience centers and the large commercial area along Baron Cameron Avenue between Bennington Woods Road to the west, Reston Parkway to the east and Stevenage Road to the north. Convenience Centers and Baron Cameron commercial area are generally planned to remain as currently built.

3. Urban Design

Urban Design guidance was added for all areas of Reston (except the TSAs and Village Centers). This guidance includes several urban design principles derived from the Reston Vision & Planning Principles. The TSAs will maintain their current urban design guidance. Urban design guidance specific to the Village Centers was added, with several urban design principles also derived from the Reston Vision & Planning Principles. A Reston urban design study, authorized as part of the approval of the Reston TSA Plans in 2014, is ongoing.

4. Housing

Housing choices are important to maintain Reston's diverse age, family status and income structure. These choices include different unit types, architectural styles, ownership patterns, senior housing and universally designed housing. Housing affordability should be encouraged by going beyond County-wide

policies to recommend at least 12% Affordable Dwelling Units or Workforce Dwelling Units for any new residential development or redevelopment in Reston. An even higher percentage of affordable housing is expected in the Transit Station Areas where higher densities are planned.

5. Transportation

As part of the Phase II planning process the transportation recommendations in the Reston section were reviewed. Transportation recommendations that were developed for the Transit Station Areas, but are applicable to Reston as a whole were moved from the TSA section of the Plan to the overall section for Reston. Applying the transportation goals, transportation balance, and roadway recommendations from the TSAs to all of Reston will help integrate the TSA into the fabric of Reston, and ensuring that transportation in Reston focuses on serving the community as a whole. The main roadways that run through the TSAs, including Reston Parkway, Wiehle Avenue, Fairfax County Parkway, Sunrise Valley Drive and Sunset Hills Road also serve the residential neighborhoods of Reston, moving their descriptions from the section dedicated to the TSAs to the overall Reston section emphasizes the relationship between the neighborhoods of Reston and the TSAs.

The Phase II planning process involved multiple opportunities where residents and members of the public were able to voice their opinions, concerns and recommendations for transportation improvements in Reston. At these meetings safe and convenient bike and pedestrian infrastructure was often brought up. Members of the community identified ways that pedestrian and bicycle infrastructure can be improved in Reston to facilitate safe and convenient transportation in the neighborhoods, and too and from the Village Centers and TSAs. In response to their recommendations and in coordination with members of the community new language was developed for the Pedestrian Mobility and Bicycle Facilities section of the overall Reston section. These sections identify ways that the transportation network and infrastructure can be improved to better connect pedestrians and cyclists to and from the neighborhoods, Village Centers, and TSAs.

Transportation guidance was also added to the section on Village Centers. This guidance pulled from the approved plan developed for Lake Anne, the only village center to go through an independent planning process. The language focuses on improving and enhancing multimodal access to the village centers if and when they are re-planned. The new text also focuses on ensuring there is adequate parking at the village centers and that they have regular bus service.

6. Trails

A Reston Existing Trails map was added to the Reston Plan, displaying off-road trails overlaid on Reston Parks, Recreation and Open Space land, to show the relationship between these facilities. Additional information about Reston's existing and future trails was also added to this section.

7. Parks & Recreation

The Community-wide Parks and Recreation guidance for Reston recognizes the public, quasi-public, non-profit, and private providers of park, recreation and cultural facilities and amenities in the Reston area, while noting that future growth will generate the need for additional publicly accessible parks and recreation facilities beyond that which was established in the Reston Master Plan.

The Community-wide Parks and Recreation section addresses the need for recreational facilities and amenities in the Transit Station Areas (TSA), Village Centers, and the residential neighborhood areas of Reston. The list of eleven “core” park, recreation, and cultural needs in Reston established during Phase I for the TSAs is reiterated in the Community-wide section with updated descriptions. Facilities and amenities to meet these needs may be provided in the TSAs and/or elsewhere in the broader Reston area. Descriptions in this list are also updated in the TSA section to be consistent with guidance provided in the Community-wide section. Implementation is envisioned to occur through collaboration of the various providers and the redevelopment process.

The Community-wide Parks and Recreation section also references the Urban Parks Framework which is applicable in the TSAs and Village Centers. This section also describes the park master planning process and lists the existing public parks in Reston and their park classifications.

Finally, text in the Upper Potomac District-wide section and the UP5 Planning Sector has been updated to reflect consistency for Reston parks

8. Heritage Resources

Comments were received regarding the Fairfax Hunt Club, requesting guidance be added to the Heritage Resources section of Reston. The Comprehensive Plan typically does not make preservation recommendations in the Heritage Resources sections for properties not already listed in the County Inventory of Historic Sites. Staff added a reference indicating that site-specific preservation recommendations are in the land use section. This points readers back to the Fairfax Hunt Club’s recommendation.

9. Miscellaneous

Several community comments raised questions about covenant restrictions in various parts of the community and how the Reston Plan might address these restrictions. Addressing covenants in the Plan is unnecessary as this type of issue is addressed as part of any rezoning or redevelopment proposal.

G. RECOMMENDATION

Plan Amendment ST09-III-UP1(B) proposes revisions to the Comprehensive Plan for the UP5 Reston Community Planning Sector and several adjacent planning geographies. Integrating existing Comprehensive Plan guidance for Reston and its Transit Station Areas (TSAs) with new guidance resulting from the Phase II Reston Study will result in a new Reston Plan within the Area Plan III volume. The Reston Plan will provide planning guidance for the Reston area, including the TSAs. The Reston Plan

will include a Reston Vision and Planning Principles, community-wide recommendations section for creating a multi-modal transportation system, environmental stewardship, parks and recreation, public facilities and urban design. Geographic-specific guidance will include the Residential Neighborhoods, Village Centers, Other Reston Commercial Areas, and Reston TSAs. Changes to other sections of the Comprehensive Plan to reflect the above revisions are also proposed.

H. COMMUNITY COMMENTS

A collection of comments submitted by Reston residents, businesses, land owners and various other stakeholders are available on the Reston Master Plan Special Study website at http://www.fairfaxcounty.gov/dpz/reston/community_comment.htm. The list of comments, along with the date of receipt and author, is available in Appendix I under the “Publication of Community Comments” section.

I. ATTACHMENTS

Appendix A: Recommended Plan Text of the Reston Plan

Appendix B: Recommended Plan Text of the Transit Station Area Plan

Appendix C: Recommended Plan Text of the Area III Plan Overview

Appendix D: Recommended Plan Text of the Upper Potomac Planning District

Appendix E: Recommended Plan Text of the UP4 Planning Sector

Appendix F: Recommended Plan Text of the UP5 Planning Sector

Appendix G: Recommended Plan Text of the UP7 Planning Sector

Appendix H: Letter from representative of St. Johns Wood Realty Holding Company, Inc. concerning St. John’s Wood Property

Appendix I: Community Outreach and Collaboration