

PROPOSED COMPREHENSIVE PLAN AMENDMENT

ITEM: 2013-III-UP1 October 29, 2014

GENERAL LOCATION: South of Baron Cameron

Avenue, west of Wiehle Avenue, north of Lake Anne and east of North Shore Drive.

SUPERVISOR DISTRICT: Hunter Mill

PLANNING AREA: III

PLANNING DISTRICT: Upper Potomac

SUB-DISTRICT DESIGNATION:

UP5-Reston Community Planning Sector, Lake

Anne Village Center

PLANNING COMMISSION PUBLIC HEARING: Wednesday, November 12, 2014 @ 8:15 P.M.

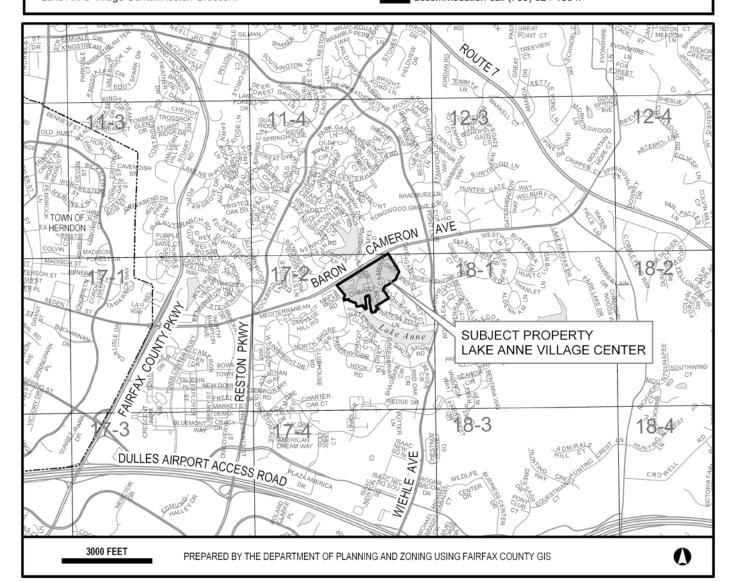
BOARD OF SUPERVISORS PUBLIC HEARING: Tuesday, December 2, 2014 @ 5:00 P.M.

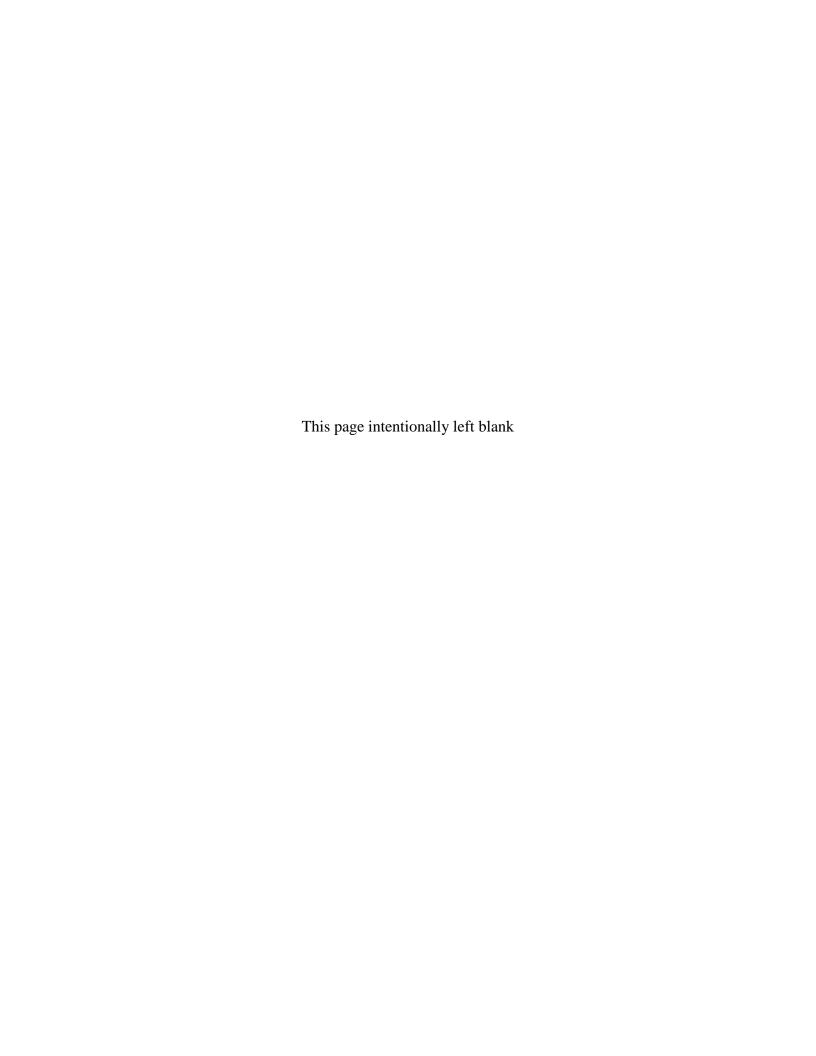
PLANNING STAFF <u>DOES</u> RECOMMEND THIS ITEM FOR PLAN AMENDMENT

For additional information about this amendment call (703) 324-1380. Lake Anne Village Center/Reston Crescent



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

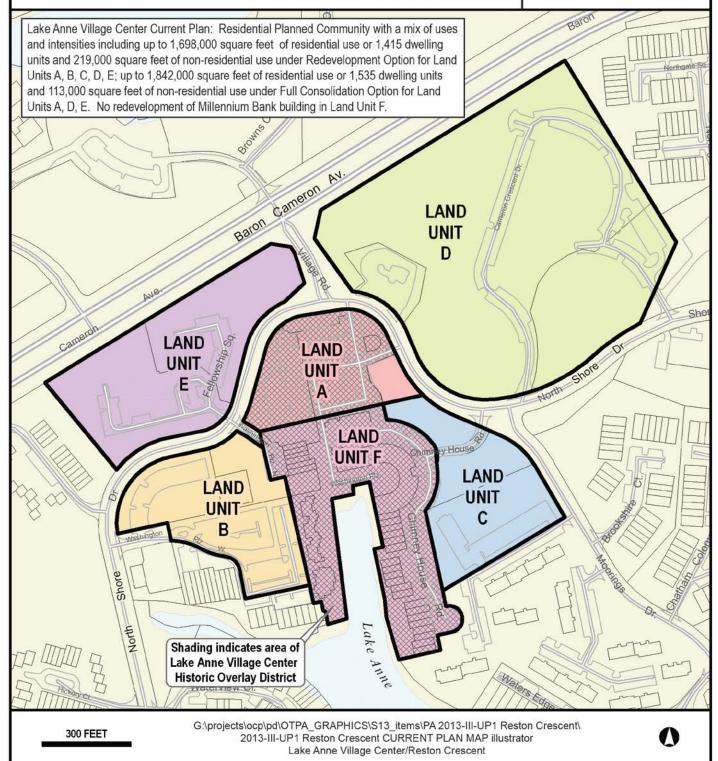


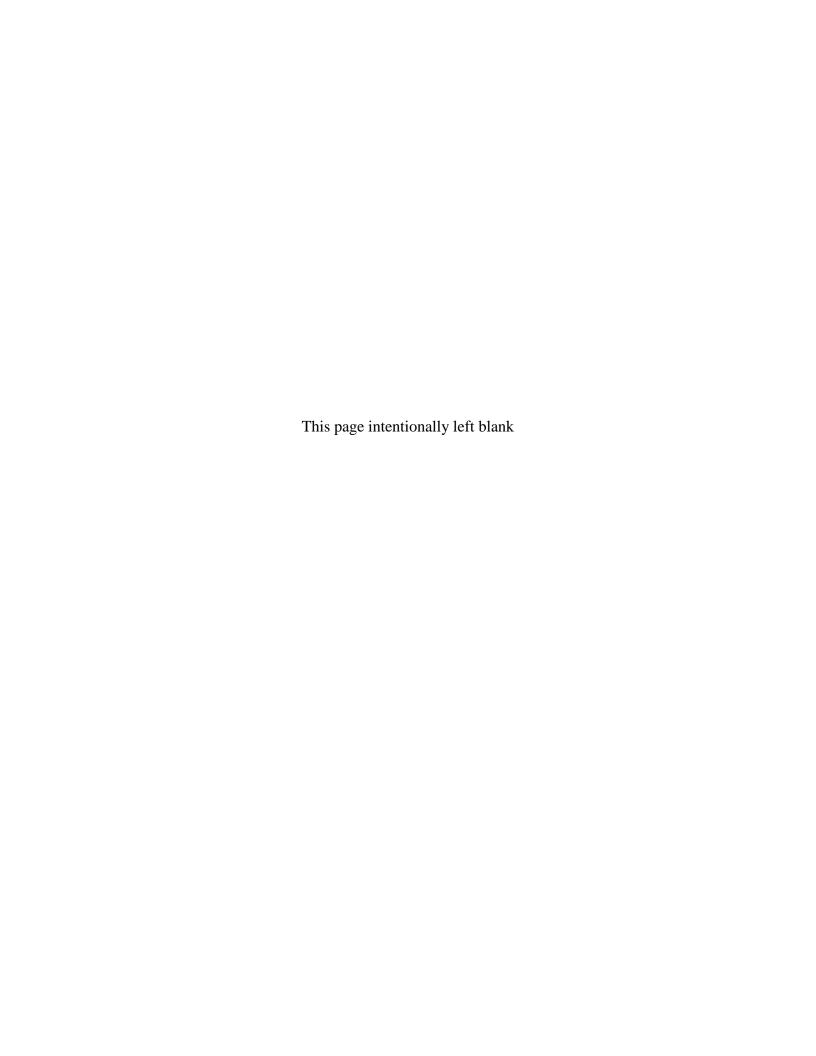


CURRENT PLAN Lake Anne Village Center

Showing Land Units and the Historic Overlay District

ITEM: 2013-III-UP1 October 29, 2014

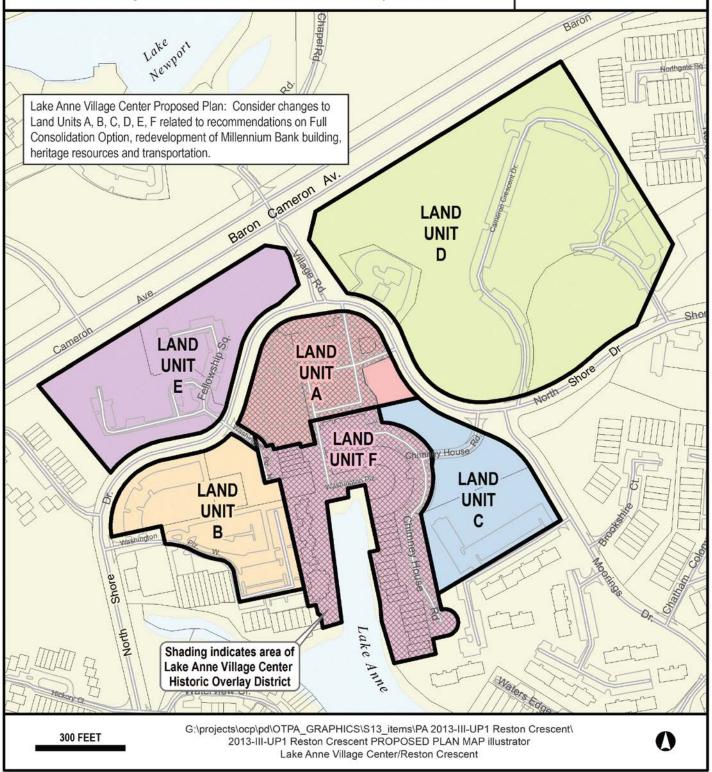


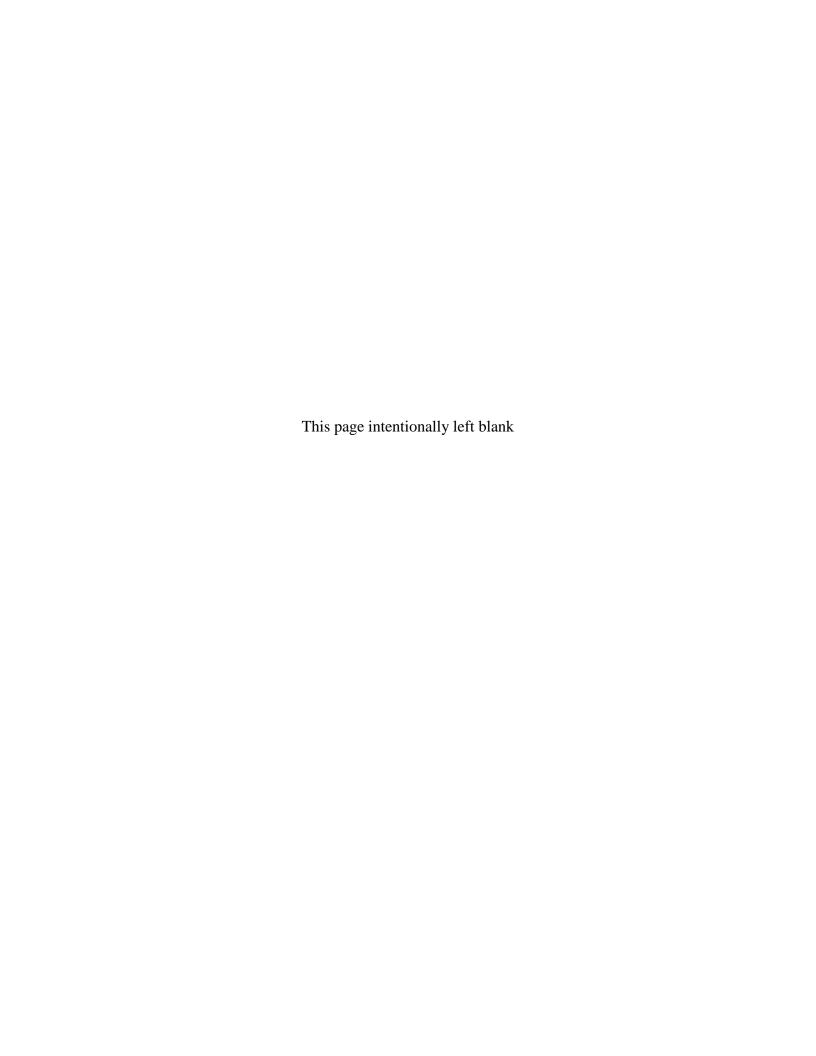


PROPOSED PLAN Lake Anne Village Center

Showing Land Units and the Historic Overlay District

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STAFF REPORT FOR PLAN AMENDMENT 2013-III-UP1

BACKGROUND

On September 10, 2013, the Fairfax County Board of Supervisors authorized a Comprehensive Plan amendment for Land Units A, D and E of the Lake Anne Village Center in Reston to consider a modification of the consolidation recommendations for the Full Consolidation Option. On September 23, 2014, the Board of Supervisors expanded the scope of the Plan amendment for the Lake Anne Village Center to consider modifications to the recommendations of Land Units A, B, C, D, E and F as related to the Full Consolidation Option. The Plan amendment may also consider the redevelopment of the Millennium Bank building and changes to transportation recommendations. The Plan amendment would facilitate consideration of proposed uses and intensities under the pending rezoning applications DPA A-502-07/PCA A-502/PRC A-502-3.

In February 2012, the Board of Supervisors released a Request for Proposal for the redevelopment of the Crescent Apartments, located in the Lake Anne Village Center, and encouraged respondents to consolidate and assemble adjacent land units to achieve a redevelopment plan that aligned with the vision as set forth in the Comprehensive Plan. Following an evaluation process, in September 2013 the selected developer and the Board of Supervisors entered into an Interim Development Agreement to create a public/private partnership. The subsequent rezoning applications were accepted by the county on February 5, 2014, with the latest development plans dated October 27, 2014. A Master Development Agreement that will address the financial and transactional aspects of the redevelopment project is anticipated to occur coincident with the approval of the land use entitlements.

CHARACTER OF THE SUBJECT AREA

Lake Anne Village Center, the approximately 41-acre subject area, is generally located south of Baron Cameron Avenue, west of Wiehle Avenue, north of Lake Anne and east of North Shore Drive. The subject area is divided into Land Units A, B, C, D, E and F in the Comprehensive Plan for the Lake Anne Village Center as shown in the preceding figure entitled, Current Plan. The entire area is zoned Planned Residential Community (PRC) District and most of Land Unit A and all of Land Unit F are located in the Lake Anne Village Center Historic Overlay District. The Comprehensive Plan baseline recommendation refers to the Reston Land Use Plan which depicts Village Center, as planned for medium and high density residential uses defined as 14 persons per acre and 60 persons per acre, respectively.

The Comprehensive Plan baseline recommendations generally reflect the character of existing land uses and intensities. Land Unit A, located north of Washington Plaza, includes a surface parking lot, dedicated open space owned by the Reston Association, the Association of School Building Officials (ASBO) building, and a 24-7 convenience market. Land Unit B, located on the south side of North Shore Drive and immediately to the west of Washington Plaza, contains an office (Lake Anne Professional Building) and a large surface parking lot. Land Unit C, located on the south side of North Shore Drive and immediately to the east of Washington Plaza, contains the Buddhist Compassion Relief TZU-CHI (a religious institution) and dedicated open

space owned by the Reston Association. Land Unit D 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 Road. Land Unit D is developed with the Crescent Apartments, three-story garden-style apartment buildings containing 181 units. Land Unit D also contains a gas station located along North Shore Drive. Land Unit E 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. Land Unit E is developed with Fellowship House, a high-rise senior housing development containing 240 units. Land Unit F consists of development along Washington Plaza, including the 15-story Heron House, three-story "livework" units with retail and offices uses at the ground level and residential uses on the upper levels, community-serving retail uses, office condominiums, Millennium Bank building, Washington Baptist Church and Reston Community Center.

Except for Land Unit F which is developed with residential and commercial uses along Washington Plaza and is located in the Lake Anne Village Center Historic Overlay District, the Comprehensive Plan includes a redevelopment option for each land unit if area-wide and site-specific recommendations are met. Under the redevelopment option, a total of 1,698,000 square feet (SF) of residential use or 1,415 multi-family (MF) dwelling units and 219,000 SF of non-residential uses are envisioned. Non-residential development includes retail, office and a variety of complementary non-residential uses. Up to 1,842,000 SF of residential use or 1,535 multi-family dwelling units and 113,000 SF of non-residential development are planned under the Full Consolidation Option if consolidation of Land Units A, D and E is achieved. The following table provides residential and non-residential potential development under the Redevelopment and Full Consolidation Options by land unit in the Lake Anne Village Center.

Land Unit	Current Comprehensive Plan Redevelopment Option	Current Comprehensive Plan Full Consolidation Option
A	Residential up to 150,000 SF (125 MF units) Non-residential uses up to 85,000 SF	Residential up to 210,000 SF (175 MF units) Non-residential uses up to 105,000 SF
В	Residential up to 144,000 SF (120 MF units) Non-residential uses up to 130,000 SF	None
С	Residential up to 120,000 SF (100 MF units)	None
D	Residential up to 900,000 SF (750 MF units) Non-residential uses up to 2,000 SF, exclusive of gas station	Residential up to 1,122,000 SF (935 MF units) Non-residential uses up to 4,000 SF exclusive of gas station
E	Residential up to 384,000 SF (320 MF units) Non-residential uses up to 2,000 SF	Residential up to 510,000 SF (425 MF units) Non-residential uses up to 4,000 SF
F	None	None
Total	Residential up to 1,698,000 SF (1,415 MF units) Non-residential uses up to 219,000 SF	Residential up to 1,842,000 SF (1,535 MF units) Non-residential uses up to 113,000 SF

CHARACTER OF THE SURROUNDING AREA

The area surrounding Lake Anne Village Center is zoned PRC and depicted on the county's Comprehensive Land Use Plan Map as Residential Planned Community. The Reston Land Use Plan Map is incorporated in the Comprehensive Plan by reference. The Reston Land Use Plan Map shows open space to the north of the subject area and Baron Cameron Avenue. Other land surrounding the subject area is mostly planned on the Reston Land Use Plan Map and developed with medium density residential uses. Small portions of land are planned for high density residential use and Village Center near Washington Plaza. The following aerial includes the subject property and immediate vicinity.



PLANNING HISTORY

The current Comprehensive Plan text guidance for the Lake Anne Village Center was adopted on March 30, 2009. The inclusion of Plan recommendations for Redevelopment and Full Consolidation Options is intended to create opportunities for revitalization while protecting the historic and architectural quality of Washington Plaza and supporting existing businesses. 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. 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.

ADOPTED COMPREHENSIVE PLAN

Fairfax County Comprehensive Plan, 2013 Edition, Area III, Upper Potomac Planning District, amended through April 29, 2014, UP5 Reston Community Planning Sector, Recommendations, Land Use, #8, page 207-221:

"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 Lake Anne Village Center Commercial Revitalization Area encompasses the entire boundary of the Lake Anne Village Center. . . .

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 and enhance the historic and architectural quality of Washington Plaza and retain the village character of an expanded village center. . . .

Area-wide Recommendations

The parcels comprising the Lake Anne Village Center are divided into six land units (as shown in Figure 74). For Land Units A, B, C, D, and E, a description of its location and character is given and 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. . . .

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). In addition, parcels in Land Units B and C may be considered for inclusion in a consolidation effort. 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.

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. The Land

Unit Recommendations specify the desired mix of uses and levels of development intensity by individual land unit. However, under the *Full Consolidation Option*, flexibility may be provided in locating uses and intensity in order to achieve the goals and objectives stated above, as well as to meet the Area-wide Recommendations and the conditions in the Land Unit Recommendations. . . .

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 historic overlay district. . . .

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:

- 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 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; and
 - 3) 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. . . .

Urban Design – These urban design guidelines are intended to encourage design excellence in the redevelopment of the Lake Anne Village Center that is sensitive to

the aesthetic character and visual environment of Washington Plaza while not being repetitive. . . .

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

• Washington Plaza and Lake Anne Vista – Currently, the views of Lake Anne and the Heron House from the north are obstructed by 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. Redevelopment should be designed in such a way as to create an unobstructed view toward Lake Anne. . . .

Land Unit Recommendations

The Lake Anne Village Center is divided into land units (as shown in Figure 74) for the purpose of organizing site-specific recommendations. For each land unit, a description of its location and character is given and 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 74), the majority of which is located within the Lake Anne Village Center Historic Overlay District. It includes the surface parking lot north of Washington Plaza, dedicated open space owned by the Reston Association, the Association of School Building Officials (ASBO) building, and the 24-7convenience 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 nonresidential component that includes retail, civic, office, and other complementary nonresidential uses. The residential component should consist of up to 150,000 square feet (up to 125 multifamily dwelling units), and the nonresidential component 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 nonresidential component that may include office, retail, civic, and other complementary nonresidential uses. The residential component should consist of up to 210,000 square feet (up to 175 multifamily dwelling units), and the nonresidential component 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.

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 multifamily dwelling units), and the nonresidential component (office, support retail, and/or other complementary nonresidential uses) should consist of up to 130,000 square feet, subject to the following conditions:

- Retail and complementary nonresidential 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 multifamily 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 902,000 square feet. The residential component should consist of up to 900,000 square feet (up to 750 multifamily dwelling units), and the nonresidential component (office, ground-level support retail, civic, and/or other complementary nonresidential uses) should consist of up to 2,000 square feet (exclusive of the gas station), subject to the following conditions:

- Any redevelopment of this property should replace 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 1,126,000 square feet. The residential component should consist of up to 1,122,000 square feet (up to 935 multifamily dwelling units), and the nonresidential component (office, ground-level support retail, civic, and/or other complementary nonresidential uses) should consist of up to 4,000 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 multifamily dwelling units), and the nonresidential component (office, ground-level support retail, civic, and/or other complementary nonresidential uses) should consist of up to 2,000 square feet, subject to the following conditions:

Any redevelopment of this property should replace the loss of any of the

existing affordable rental units among all the Land 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 multifamily dwelling units), and the nonresidential component (office, ground-level support retail, civic, and/or other complementary nonresidential 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 Millennium Bank, 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."

The Comprehensive Plan text guidance in its entirety for the Lake Anne Village Center is found in Fairfax County Comprehensive Plan, 2013 Edition, Area III, Upper Potomac Planning District, amended through April 29, 2014, UP5 Reston Community Planning Sector, Recommendations, Land Use, #8, page 207-221 and may be accessed at:

http://www.fairfaxcounty.gov/dpz/comprehensiveplan/area3/upperpotomac.pdf

PROPOSED PLAN AMENDMENT

Plan amendment 2013-III-UP1 considers changes to recommendations regarding the Millennium Bank building, heritage resources, the Full Consolidation Option and transportation. Specifically, these include:

- The current Comprehensive Plan recommends the retention of the Millennium Bank building which is located in Land Unit F. The Plan amendment considers the demolition and redevelopment of the Millennium Bank building as part of Land Unit A.
- The Full Consolidation Option is contingent upon consolidation of Land Units A, D and E. The Plan amendment considers deletion of Land Unit E from this option, which is developed with Fellowship House, while retaining the opportunity for Land Unit E to redevelop independently up to 510,000 SF of residential development or 425 MF dwelling units and 4,000 SF of non-residential uses.
- Under the Full Consolidation Option, the current Comprehensive Plan recommends that Land Unit D be developed with up to 4,000 SF of non-residential development exclusive of an existing gas station. The Plan amendment considers providing up to 48,000 SF of non-residential development in Land Unit D including redevelopment of the gas station.
- Under the Full Consolidation Option in Land Units A and D, the current Comprehensive Plan recommends up to 109,000 SF of non-residential development. The Plan amendment considers increasing the total amount of non-residential development to 153,000 SF under the Full Consolidation Option in Land Units A and D.
- Potential impact of increased land use intensity under consideration for this Plan amendment on transportation is evaluated.

ANALYSIS

The current Comprehensive Plan for the Lake Anne Village Center (LAVC) was adopted in 2009 to foster redevelopment in a struggling commercial area by creating opportunities to upgrade the physical environment of the LAVC, while protecting the historic and architectural quality of Washington Plaza. The authorization of this Plan amendment presents the opportunity to facilitate consideration of proposed uses and intensities under the pending rezoning applications.

Pending rezoning applications, DPA A-502-07/PCA A-502/PRC A-502-3, propose to redevelop all of Land Units A and D, and a portion of Land Units C and F with a mix of uses. The Land Unit A development (along with small portions of Land Units C and F) would include two 4-5 story buildings with approximately 48,900 SF of office use, 42,400 SF of retail use and 100 MF dwelling units centered around a large plaza area designed to extend the open space of the historic Washington Plaza and help to revitalize the area. Pedestrian linkages to the surrounding primarily residential development would be improved. Parking would be provided in belowgrade garages and a separate two level parking structure. The Land Unit D development would include an 18-story building with approximately 30,000 SF of office use, 15,800 SF of retail use

(proposed to be a grocery store), and up to 175 MF dwelling units at the entrance to the Lake Anne Village Center from Baron Cameron Avenue. The rest of Land Unit D would be developed with up to 760 dwelling units in multifamily or single family attached housing, to include a substantial affordable housing commitment. The majority of parking spaces would be provided in above and below grade parking structures.

Heritage Resources

Most of Land Unit A and all of Land Unit F comprise the Lake Anne Village Center Historic Overlay District, and all improvements and alterations are subject to review by the Fairfax County Architectural Review Board (ARB). The Millennium Bank building is located in Land Unit F, the historic core of the Lake Anne Village Center. The Comprehensive Plan does not recommend redevelopment in Land Unit F.

One of the goals of the Comprehensive Plan for the LAVC is to encourage redevelopment of the village center in a manner that increases access and visibility of Washington Plaza to help increase its viability. The current views of Lake Anne are obstructed by the Millennium Bank building at the entrance of Washington Plaza and the Association of School Building Officials (ASBO) building at the intersection of Village Road and North Shore Drive.

The pending rezoning applications propose to demolish both the ASBO and the Millennium Bank buildings, resulting in a design with an unobstructed view toward Lake Anne from the north. When combined with the realignment of Village Road, the proposed redevelopment would maximize views to Lake Anne from Baron Cameron Avenue.

This Plan amendment would revise the boundary between Land Unit A and Land Unit F so that the land area of the Millennium Bank building which is currently located in Land Unit F would be in Land A in order to facilitate redevelopment.

At its September 11, 2014 meeting, the ARB approved the demolition of the Millennium Bank building, subject to the following conditions:

- The Board of Supervisors approve the concurrent rezoning applications;
- The bank building be documented to the Historic American Building Survey Level 2; and
- Further design treatment information be provided to the ARB on the transition area between the existing Lake Anne development and the proposed new development.

Parcel Consolidation and Coordination

The Fairfax County Comprehensive Plan divides the Lake Anne Village Center into six land units (A - F). The Plan recommends two redevelopment options for three of the land units, A, D and E: a Redevelopment Option and a Full Consolidation Option. The Full Consolidation Option

provides the highest intensities of recommended residential and non-residential uses. The higher intensities can be obtained if Land Units A, D and E are fully consolidated. The Plan recommendation for full consolidation is to encourage redevelopment to occur in a well-designed, integrated and efficient manner. A consolidated development would improve pedestrian access through and among parcels and provide for road improvements such as the realignment of Village Road between Baron Cameron Road and North Shore Drive.

This Plan amendment recommends removing Land Unit E from the Full Consolidation Option in order to facilitate redevelopment of Land Units A and D at the land use intensities recommended under the Full Consolidation Option. The concurrent rezoning applications, DPA A-502-07/PCA A-502/PRC A-502-3, propose a multi-phase redevelopment of Land Units A and D at development intensities similar to the Full Consolidation Option. The proposal's design would enhance pedestrian connectivity by creating a path through the heart of Land Units A and D that would connect various open spaces together and form a strong linkage to a new plaza central to Land Unit A's design. Pedestrian and bicycle connectivity would be improved on North Shore Drive. In addition, the proposal would realign Village Road with North Shore Drive.

If Land Units A and D are redeveloped without a consolidation with Land Unit E, it would not preclude Land Unit E from redeveloping in the future in a manner that meets the current Comprehensive Plan recommendations. Additionally, the proposed redevelopment of Land Units A and D would benefit the residents of Fellowship House in Land Unit E by providing a high quality mixed use development in the immediate vicinity that has extensive outdoor public amenities and improved pedestrian and bicycle connections.

A PRC Plan, Development Plan Amendment and Proffer Condition Amendment for the redevelopment of Fellowship House in Land Unit E was filed and accepted by the county on March 14, 2014 with the intent to pursue a coordinated development with rezoning applications, DPA A-502-07/PCA A-502/PRC A-502-3 for Lake Anne Village Center in Land Units A and D under the Comprehensive Plan's Full Consolidation Option. However, rezoning applications for Fellowship House in Land Unit E and Lake Anne Village Center in Land Units A and D are no longer being processed concurrently. The Fellowship House application has been indefinitely deferred. This Plan amendment considers separate redevelopment but coordinated development projects between Land Unit E and Land Units A and D. Staff recommends that Land Unit E have the option to redevelop at the land use intensity recommended under the Plan's current Full Consolidation Option, subject to the following condition: site design, building locations, urban design, open space amenities, signage, pedestrian access, lighting and parking facilities should be integrated with any approved or existing redevelopment in Land Units A and D.

If redevelopment of Land Unit E is approved before Land Unit A or Land Unit D, then these conditions should also be applied to redevelopment of Land Units A and D.

Redevelopment Intensity

This Plan amendment recommends increasing the non-residential development potential of the Lake Anne Village Center's Land Unit D under the Full Consolidation Option from 4,000 SF to

48,000 SF to facilitate consideration of the non-residential use intensity proposed under the pending rezoning applications. In addition, this Plan amendment recommends that the existing gas station be demolished in order to pursue the Full Consolidation Option.

When the Comprehensive Plan for the village center was amended in 2009, among the goals were to encourage redevelopment that would increase the residential and daytime population base, provide for moderate increases in retail space to improve the village center's competitive position, and create a vibrant community where people can live, work and play.

The pending rezoning applications propose to develop a 18-story building with approximately 30,000 SF of office use, 15,800 SF of retail use (proposed to be a grocery store), and up to 175 MF dwelling units located at the main entrance to the village center from Baron Cameron Avenue in Land Unit D. The existing gas station would be demolished to accommodate the mixed use building.

The location of the proposed non-residential use at the main entry point to the village center is ideal, because it would help to draw people into the village center and provide an urban character. The office use would increase the daytime population in the village center and help to increase pedestrian traffic to the existing and planned retail uses in Washington Plaza and the surrounding area. The retail use proposed in Land Unit D is a boutique grocery store which would fulfill an unmet need in the village center and would complement existing retail uses in Washington Plaza. The increase in non-residential use is best accommodated on the portion of Land Unit D where the existing gas station is located. This Plan amendment would recommend that in order to redevelop at the non-residential use intensity under the Full Consolidation Option, the gas station should be demolished.

The pending rezoning applications propose approximately 91,400 SF of office and retail uses in Land Unit A which conform to the current Comprehensive Plan recommendation for non-residential use in this land unit. The Plan recommends up to 105,000 SF of non-residential use in Land Unit A under the Full Consolidation Option.

The approximately 45,800 SF of non-residential uses proposed in Land Unit D, plus the approximately 91,400 SF of retail and office uses proposed in Land Unit A totals approximately 137,200 square feet of non-residential uses in Land Units A and D. The Comprehensive Plan recommendation for non-residential uses is up to 109,000 SF under the Full Consolidation Option for both land units. This Plan amendment recommends a total of 153,000 SF of non-residential use under the Full Consolidation Option for both Land Units A and D.

Additionally, the pending rezoning applications propose to redevelop both Land Units A and D with the maximum residential use recommended under the Full Consolidation Option. The addition of up to 1,110 new dwelling units to replace the existing 181 units will help to support the proposed non-residential uses and create a more vibrant community.

Land Unit	Comprehensive Plan Redevelopment Option	Comprehensive Plan Full Consolidation Option	Proposed Comprehensive Plan Full Consolidation Option*
Α	Residential up to 150,000 SF (125 MF units)	Residential up to 210,000 SF (175 MF units)	Residential up to 210,000 SF (175 MF units)
	Non-residential up to 85,000 SF	Non-residential up to 105,000 SF	Non-residential up to 105,000 SF
В	Residential up to 144,000 SF (120 MF units)	None	None
	Non-residential uses up to 130,000 SF		
С	Residential up to 120,000 SF (100 MF units)	None	None
D	Residential up to 900,000 SF (750 MF units)	Residential up to 1,122,000 SF (935 MF units)	Residential up to 1,122,000 SF (935 MF units)
	Non-residential uses up to 2,000 SF, exclusive of gas station	Non-residential up to 4,000 SF, exclusive of gas station	Non-residential up to 48,000 SF, inclusive of gas station
E	Residential up to 384,000 SF (320 MF units)	Residential up to 510,000 SF (425 MF units)	Residential up to 510,000 SF (425 MF units)
	Non-residential uses up to 2,000 SF	Non-residential up to 4,000 SF	Non-residential up to 4,000 SF
F	None	None	None
Total	Residential up to 1,698,000 SF (1,415 MF units)	Residential up to 1,842,000 SF (1,535 MF units)	Residential up to 1,842,000 SF (1,535 MF units)
	Non-residential up to 219,000 SF	Non-residential up to 113,000 SF	Non-residential up to 157,000 SF

^{*}Retains the more intense Redevelopment Option recommendation for Land Unit E, although Land Unit E would no longer be required to be a part of a consolidation.

The table above provides residential and non-residential development potential under the Redevelopment and Full Consolidation Options by land unit in the Lake Anne Village Center and the proposed development potential under this Plan amendment.

Transportation

The Plan amendment recommendation is to increase the proposed intensity of the non-residential uses in Land Unit D from 4,000 SF to 48,000 SF. The modest increase in total development in this land unit from 1,126,000 SF to 1,170,000 SF is not anticipated to have a significant impact on traffic. The pending rezoning application shows the additional non-residential uses would be located in a building located at the main entrance to the Lake Anne Village Center (LAVC) at the corner of Village Road and North Shore Drive. Access to the uses would be from North Shore Drive. In addition, the increase in non-residential use would lead to the removal of the existing gas station.

The current Comprehensive Plan's Area-wide Recommendations recommends "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." Improvements to the intersection of Village Road and North Shore Drive are necessary before any density increases in the Washington Plaza area occur. This Plan amendment strengthens the existing recommendation by stating that the realignment of Village Road should occur with the redevelopment of Land Units A, D or E.

CONCLUSION

The proposed Plan amendment would facilitate the redevelopment of the Lake Anne Village Center. The amendment would provide residential and non-residential development at a level of intensity that would help to promote a vibrant community and revitalize the historic core in Washington Plaza.

RECOMMENDATION

Staff recommends the Comprehensive Plan be modified as shown in Attachment 1.

COMPREHENSIVE LAND USE PLAN MAP:

No changes are proposed to the Comprehensive Land Use Plan Map.

COMPREHENSIVE TRANSPORTATION PLAN MAP:

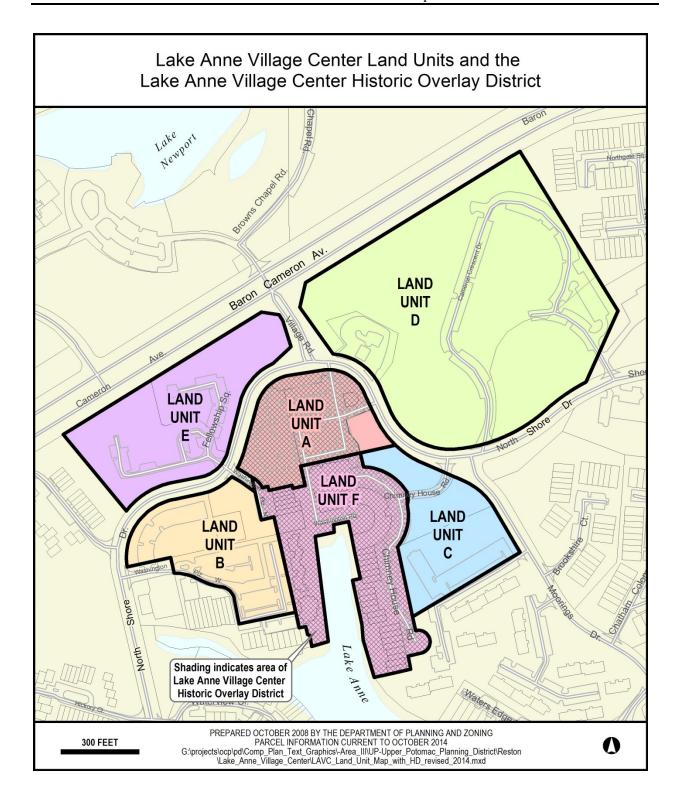
No changes are proposed to the Countywide Transportation Plan Map.

ATTACHMENT 1

Proposed Plan Amendment – Lake Anne Village Center

Staff recommends the Comprehensive Plan be modified as shown below. Text proposed to be added is shown as <u>underlined</u> and text proposed to be deleted is shown with a <u>strikethrough</u>.

MODIFY FIGURE: Fairfax County Comprehensive Plan, 2013 Edition, Area III, Upper Potomac Planning District, amended through April 29, 2014, UP5 Reston Community Planning Sector, Figure 74, "Lake Anne Village Center Land Units and the Lake Anne Village Center Historic Overlay District," page 208 to illustrate revised Land Units A and F as shown on the following page:



MODIFY: Fairfax County Comprehensive Plan, 2013 Edition, Area III, Upper Potomac Planning District, amended through April 29, 2014, UP5 Reston Community Planning Sector, Recommendations, Land Use, #8, page 207-221 as follows:

"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 Lake Anne Village Center Commercial Revitalization Area encompasses the entire boundary of the Lake Anne Village Center. . . .

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 and enhance the historic and architectural quality of Washington Plaza and retain the village character of an expanded village center. . . .

Area-wide Recommendations

The parcels comprising the Lake Anne Village Center are divided into six land units (as shown in Figure 74). For Land Units A, B, C, D, and E, a description of its location and character is given and 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, and D, and E.

Parcel Consolidation - The preferred approach to redevelopment in the Lake Anne Village Center is through the coordinated redevelopment of Land Units A, and D, and E. This would include consolidation of the Washington Plaza surface parking lot (Land Unit A), and the Crescent Apartment property and the gas station (Land Unit D), and the Fellowship House property (Land Unit E). In addition, parcels in Land Units B, and C may be considered for inclusion in a consolidation effort. If complete consolidation of these two land units occurs, the Full Consolidation Option level of development can be achieved as described in the Land Unit Recommendations for Land Units A, and D, and E. In addition, parcels in Land Units B, and C and E may be considered for inclusion in a consolidation effort.

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. The Land Unit Recommendations specify the desired mix of uses and levels of development intensity by individual land unit. However, under the *Full Consolidation Option*, flexibility may be provided in locating uses and intensity in order to achieve the goals

and objectives stated above, as well as to meet the Area-wide Recommendations and the conditions in the Land Unit Recommendations. . . .

Heritage Resources – The Lake Anne Village Center Historic Overlay District was created to protect against destruction of the historic and architectural quality of the landmark; to encourage uses which will lead to its continuance, conservation, and improvement; and to assure that new uses within the district will be in keeping with the character to be preserved and enhanced. 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 historic overlay district. as stipulated by the Zoning Ordinance. In June 2011, Lake Anne Village Center was determined eligible for listing in the National Register of Historic Places. . . .

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:

- 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
- 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 should occur with the redevelopment of Land Units A, D or E; and
- To facilitate improvements and traffic flow at the intersection of Village Road and North Shore Drive, the following <u>additional</u> 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;
 - 21) 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; and

<u>32</u>) 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. . . .

Urban Design – These urban design guidelines are intended to encourage design excellence in the redevelopment of the Lake Anne Village Center that is sensitive to the aesthetic character and visual environment of Washington Plaza while not being repetitive. . . .

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

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.

Land Unit Recommendations

The Lake Anne Village Center is divided into land units (as shown in Figure 74) for the purpose of organizing site-specific recommendations. For each land unit, a description of its location and character is given and 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 74), the majority of which is located within the Lake Anne Village Center Historic Overlay District. It includes the surface parking lot north of Washington Plaza, dedicated open space owned by the Reston Association, the Association of School Building Officials (ASBO) building, the Millennium Bank building, and the 24-7 convenience market.

Baseline Recommendation. . . .

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 nonresidential component that includes retail, civic, office, and other complementary nonresidential uses. The residential component should consist of up to 150,000 square feet (up to 125 multifamily dwelling units), and the nonresidential component 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-, and the removal or alteration of the Millennium Bank building.

Full Consolidation Option

As an option, new development up to the following maximum levels may be achieved if Land Units A, and D, and E are fully consolidated. If development occurs after the redevelopment of Land Unit E, then site design, building locations, urban design, open space amenities, signage, pedestrian access, lighting and parking facilities should be integrated with any approved or existing redevelopment in Land Unit E.

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 nonresidential component that may include office, retail, civic, and other complementary nonresidential uses. The residential

component should consist of up to 210,000 square feet (up to 175 multifamily dwelling units), and the nonresidential component should consist of up to 105,000 square feet, subject to the same conditions provided for the *Redevelopment Option...*

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 Road. 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. . . .

Redevelopment Option

The total amount of development allowed under the *Redevelopment Option* should be no more than 902,000 square feet. The residential component should consist of up to 900,000 square feet (up to 750 multifamily dwelling units), and the nonresidential component (office, ground-level support retail, civic, and/or other complementary nonresidential uses) should consist of up to 2,000 square feet (exclusive of the gas station), subject to the following conditions:

- Any redevelopment of this property should replace 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, and D, and E are fully consolidated. <u>If development occurs after the redevelopment of Land Unit E, then site design, building locations</u>, urban design, open space amenities, signage, pedestrian access,

lighting and parking facilities should be integrated with any approved or existing redevelopment in Land Unit E.

The total amount of development allowed under the *Full Consolidation Option* should be no more than 1,126,000 1,170,000 square feet. The residential component should consist of up to 1,122,000 square feet (up to 935 multifamily dwelling units), and the nonresidential component (office, ground-level support retail, civic, and/or other complementary nonresidential uses) should consist of up to 4,000 48,000 square feet (exclusive of the gas station), subject to the same conditions provided for the *Redevelopment Option*- with the addition that the gas station should be consolidated and redeveloped as part of the *Full Consolidation 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. . . .

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 multifamily dwelling units), and the nonresidential component (office, ground-level support retail, civic, and/or other complementary nonresidential uses) should consist of up to 2,000 square feet, subject to the following conditions:

- Any redevelopment of this property should replace the loss of any of the existing affordable rental units among all the Land 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 New development up to the following maximum levels may be achieved subject to the following condition if development occurs after the redevelopment of Land Units A and D: if Land Units A, D, and E are fully eonsolidated. site design, building locations, urban design, open space amenities, signage, pedestrian access, lighting and parking facilities should be integrated with any approved or existing redevelopment in Land Units A and D.

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 multifamily dwelling units), and the nonresidential component (office, ground-level support retail, civic, and/or other complementary nonresidential 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 Millennium Bank, 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."