



FAIRFAX COUNTY

STAFF REPORT

V I R G I N I A

PROPOSED ZONING ORDINANCE AMENDMENT

Article 6 - Density Provisions for the Reston PRC District

PUBLIC HEARING DATES

Planning Commission

January 23, 2019 at 7:30 p.m.

Board of Supervisors

March 5, 2019 at time tbd

PREPARED BY
ZONING ADMINISTRATION DIVISION
DEPARTMENT OF PLANNING AND ZONING
703-324-1314

December 4, 2018

CSB



Americans with Disabilities Act (ADA): Reasonable accommodation is available upon 48 hours advance notice. For additional information on ADA call 703-324-1334 or TTY 711 (Virginia Relay Center).

STAFF COMMENT

The proposed Zoning Ordinance Amendment is listed on the adopted 2018 Zoning Ordinance Amendment Work Program (ZOAWP), for the Board to consider revisions to the maximum allowable persons per acre (persons/acre) and residential densities in the Planned Residential Community (PRC) District, specific to Reston, only; to facilitate the implementation of the updated Reston Master Plan. Reston is unique from the other PRC Districts in the County because it is served by Metrorail. The Reston Master Plan Special Study was initiated in 2009 and concluded in 2015. Phase I of the Special Study resulted in the adoption of a Comprehensive Plan Amendment in 2014 that focused the greatest proportion of Reston's future development potential in the Transit Station Areas (TSAs) along the Dulles Toll Road. Phase II of the Reston Master Plan Special Study resulted in the adoption of a Comprehensive Plan Amendment in 2015 that identified opportunities for limited additional residential development outside of the Reston TSAs. While not a central focus during the Special Study process, it has been periodically noted since 2007 that an amendment to the density provisions of the PRC District in the Zoning Ordinance would be required to accommodate planned residential growth near the Reston Metro Stations. The density amendment for the Reston PRC District has appeared on the Zoning Ordinance Amendment Work Program as a Priority 1 item since 2010.

For reasons discussed below, the proposed changes to the Zoning Ordinance would be specific to the Reston PRC District only, and would not apply to the other existing PRC Districts in the County, which include Burke Centre and Cardinal Forest—neither of which includes a Metro station. This amendment proposes an increase in the maximum permitted overall residential density limit for the Reston PRC District. In addition, for properties designated on a development plan for high density residential development—specifically mixed use—in the Reston PRC District that are located within the TSAs, the proposal would allow the Board to consider approval of residential development above the limit of 50 dwelling units/acre up to 70 dwelling units/acre under specific, limited conditions.

Background

In 1962, the Board adopted an amendment to the Zoning Ordinance to create a Residential Planned Community (RPC) District to guide the development of the then new planned community of Reston. The district was later renamed the Planned Residential Community (PRC) District. The primary purpose and intent of this new zoning district was to provide the flexibility and incentive for a single developer to create a large planned community that demonstrates excellence in physical, social, and economic planning and provides integration of a variety of uses throughout the district. The PRC District at the time of its establishment was distinct from other, more traditional zoning districts in that the provisions used population density to govern the overall size and character of the community required that the district be established under a single ownership or control; and afforded flexibility to the single master developer to transfer unused density from one development to another within the PRC District, subject to the population factors set forth in the PRC zoning provisions. The PRC District establishes a maximum overall density of 13 persons/acre for each of the three established PRC communities, including Reston, Burke Center and Cardinal Forest. The Zoning Ordinance

assigns a “persons per dwelling unit factor” for each type of dwelling unit. The number of persons per each dwelling unit type are then added together and divided by the total number of acres within the PRC, which then establishes the overall density within the particular PRC community.

There has been a significant change in circumstances over the years in the three PRC communities. There is no longer a single developer for any of the three PRC communities, because over time each single developer conveyed ownership of land within the PRC community to others. The PRC District provisions provided little guidance on how to manage development with multiple property owners, many with approved zonings seeking to redevelop their respective properties under the 13 persons/acre limitation applicable to the entire PRC, and there was little, if any, undeveloped property remaining within the three PRC communities to support residential growth.

As a result, in 2007, the Zoning Ordinance was amended to revise the population factors used in computing population density within the PRC Districts, as well as to change the process for approving a PRC Plan from an administrative approval to a legislative action by the Board of Supervisors. At that time, the population factors for single family detached, single family attached, and multiple family dwelling units were adjusted to more closely align with the average household size based on the most recent Census data. The revisions to the population factors—which are currently 3.0 persons per single family detached unit, 2.7 persons for single family attached units and 2.1 persons per multiple family dwelling unit—resulted in a modest increase in the amount of remaining residential development capacity under the maximum density of 13 persons/acre. It was understood at that time, however, that the County was anticipating additional future residential growth—particularly in Reston where additional high density residential development could be appropriate in Reston’s Town Center, along the Dulles Corridor and in areas associated with future transit stations as part of the Silver Line Metrorail expansion—and that a future Plan amendment and corresponding Zoning Ordinance amendment would be needed to accommodate this growth.

With respect to the Burke Center and Cardinal Forest PRC Districts, each of these areas was generally rezoned at one time and are subject to detailed development plans that specifically set forth the dwelling unit type and density of residential development to occur in the various portions of these communities, whereas the Reston PRC District consists of multiple rezoning applications, many of which have approved development plans that were more vague in the designation of numbers and types of dwelling units. Unlike Reston, Burke Center and Cardinal Forest do not include any Metro stations and are not planned for the associated high density residential development associated with Metro stations. Therefore, the proposed changes to the PRC District in this amendment apply only to the Reston PRC District.

It is important to note that certain areas identified as part of the larger community of Reston are not zoned PRC, and they are therefore not subject to this proposed Zoning Ordinance Amendment or to the calculations of residential density that apply to the PRC District. The central portion of Reston running east-west along the Dulles Toll Road includes areas zoned for commercial and industrial uses, known collectively as the Reston Center for Industry and Government (RCIG). In 2001, transit-related development options, including the addition of residential opportunities, were added to the Comprehensive Plan for this area in expectation of the planned extension of Metrorail. Later this area was redefined as three separate but contiguous TSAs. A map showing the location of Reston PRC and non-PRC Land, including the TSAs, can be found at:

https://www.fairfaxcounty.gov/planning-zoning/sites/planning-zoning/files/assets/documents/zoning%20ordinance/proposed%20amendments/restonprcdistrict/reston_prc_and_nonprc_land_map_600dpi.pdf

Reston Master Plan Special Study

In recognition of the changing pattern of land use and development over time in Reston, facilitated in large part by the planned arrival of the Metrorail, the Reston Master Plan Special Study was initiated by the Board in 2009 and continued until 2015. County staff conducted extensive public outreach for the study over those six years. Outreach included notifying representatives of Reston's 150+ clusters, condominiums, and apartments; holding a "Reston Land Use College," which was a 4-session series of classes offered to the public to learn about the development process; establishing a Community Task Force consisting of residents and landowners, which held 200+ public meetings; holding nearly a dozen additional public community meetings and smaller staff meetings with residents and stakeholder organizations; creating a robust website for each phase of the study; and publishing weekly listserv announcements.

Phase I of the Special Study resulted in a Comprehensive Plan Amendment adopted in 2014 that focused the greatest proportion of Reston's future residential development potential in the three TSAs along the Dulles Toll Road: the existing Wiehle-Reston East Station area; the planned Reston Town Center Station area; and the planned Herndon Station area. Transit-oriented development or "TOD" is envisioned for these areas within walking distance of the Metrorail stations, which is generally considered to be about ½ mile. TOD integrates land use and transportation to create a vibrant and intense mix of uses that are more accessible to and convenient for pedestrians and bicyclists, as it is centered around significant public transit.

Phase II of the Reston Master Plan Special Study resulted in adopting a Comprehensive Plan Amendment in 2015 that identified opportunities for limited additional residential development outside of the Reston TSAs. Phase II contained a new Land Use Plan Map that maintained established residential neighborhoods and added text discouraging the consolidation of neighborhoods for redevelopment that is not in keeping with the Land Use Map. The stable residential neighborhoods and clusters within the Reston PRC District are envisioned to remain at their existing scale as recommended by the Reston Master Plan, and with a few limited exceptions, these areas were re-planned at a lower density designation than was previously shown on the Reston Master Plan to match how they were built. The revised plan also identifies several opportunities for limited additional residential development outside of the Reston TSAs. These areas are primarily within and proximate to the Village Centers. The Village Centers are currently planned for a mix of uses and are designated for high density residential. With the Phase II amendment the high density residential designation did not change, but the Plan states that the focus of any redevelopment within the Village Center should be in the non-residential mixed use area of the Village Centers. Before and throughout the Reston Master Plan Special Study process, it was known and understood that implementing these adopted changes to the Reston Master Plan would require amending the Reston PRC District provisions in the Zoning Ordinance, particularly the 13 persons/acre maximum density limitation.

Current Zoning Ordinance Provisions and Proposed Amendment

Regulating and tracking population as a zoning tool presents inherent implementation difficulties. An added complexity is that the calculation of persons/acre is based on a formula contained in the Zoning Ordinance, consisting of household size for each housing type multiplied by the number of housing units, which numbers are not directly related to actual population counts or to population estimates reported by the U.S. Census. While the household size factors by housing unit type were reviewed and updated in the Zoning Ordinance amendment approved by the Board in 2007 to reflect more current data, the use of this Zoning Ordinance formula to determine Reston's population for PRC District density purposes continues to create misunderstanding and confusion, because it is not a true representation of the current total population of Reston. In addition, it does not reflect the population of all areas of Reston, nor is it intended to. Sect. 6-308 of the Zoning Ordinance contains the Maximum Density regulations for the PRC District. Par. 1 states *"(t)he overall density for a PRC District shall not exceed thirteen (13) persons per acre of gross residential and associated commercial areas."*

Par. 2 of Sect. 6-308 contains the multiplier factors used to calculate the residential density based on unit type. They include a factor of 3.0 persons for single family detached dwellings, 2.7 persons for single family attached (townhouse) dwellings, and 2.1 persons for multiple family dwellings (apartments or condominiums). These multipliers were amended in 2007 to more closely align with Census data, and are not proposed to be revised with this amendment.

Par. 3 of Sect. 6-308 identifies the three types of residential areas to be identified on the development plans, including low, medium, or high density.

- For low density residential areas, the overall density within the entire area of a PRC District that is designated for low density is not permitted to exceed 3.8 persons/acre, and the density in any one low density area is not permitted to exceed 5 dwelling units/acre.
- For medium density residential areas, the overall density within the entire area of a PRC District that is designated for medium density is not permitted to exceed 14 persons/acre, and the density in any one medium density area is not permitted to exceed 20 dwelling units/acre.
- For high density residential areas, the overall density within the entire area of a PRC District that is designated for high density is not permitted to exceed 60 persons/acre, and the density in any one high density area is not permitted to exceed 50 dwelling units/acre.

Within the Reston Master Plan, there are now six categories of residential land uses to indicate desired residential unit types. But for purposes of calculating the maximum persons/acre in the PRC-zoned areas, all development plans must designate either low, medium, or high density. These maximum density limitations do not apply to the additional ("bonus") dwelling units above the maximum that may be allowed by the affordable and/or workforce dwelling unit provisions in the Zoning Ordinance. This is not unique to the PRC District as the bonus density attributed to the provision of affordable and workforce dwelling units is excluded from maximum density/intensity provisions in all residential zoning districts.

With the overall residential density in the PRC District limited to 13 persons/acre currently, this equates to a maximum “population” of 81,195 persons (6,245.8 acres in the Reston PRC District x 13 persons). Using the method for calculating population density as set forth in Sect. 6-308 of the Ordinance, the total number of dwelling units existing, under construction, or approved on a PRC Plan as shown on the chart below would yield a calculated population of 77,833 persons or approximately **12.46 persons/acre currently**.

2018 Reston PRC Zoning Ordinance Population Calculation:

<i>Unit type</i>	<i># Existing & Approved Units*</i>	<i>Factor</i>	<i>Total</i>
Single family detached	4,247	3.0	12,741
Single family attached	8,537	2.7	23,050
Multiple family	20,020	2.1	42,042
*Excludes bonus units per Z.O.			77,833

This results in a remaining capacity of approximately 3,362 persons (81,195 maximum persons – 77,833 persons in existing/approved units); that figure is the equivalent of approximately **1,601 multiple family dwelling units remaining** under the 13 persons/acre maximum (3,362 persons divided by a population factor of 2.1 for multiple family units).

Based on the potential growth anticipated by the Reston Master Plan, staff estimates that the additional residential development potential in the PRC District, which is projected to occur gradually over the next 30 to 40 years, will exceed the current 13 persons/acre residential density limit. Staff had previously analyzed the land use recommendations in the updated Reston Master Plan, and then subsequently adjusted those calculations based on revised assumptions, as described further below. The resultant analysis projects an estimated additional growth potential in the near term of approximately **4,018** multiple family residential dwelling units above the 1,601 multiple family residential dwelling units remaining within the current 13 persons/acre limit. Details on these calculations are available in a table and accompanying map entitled “Reston PRC Land and Planned Residential Growth,” which are included as Appendix 1.

The methodology and revised assumptions used by staff to estimate the future potential residential growth anticipated by the land use recommendations in the Reston Master Plan vary by location. Within TSAs that are zoned PRC, residential growth potential was initially calculated based upon the planned floor area ratios (FAR) and the recommended mix of uses. In areas where a range of FARs is recommended, the residential potential was calculated using the mid-point of the FAR range. In the cases where recent development applications have already been approved in Reston’s TSAs, staff used the maximum number of residential units approved rather than rely on estimates. Staff further revised the estimates for those near-term proposed and likely to occur residential

development, based on either applications submitted or pre-application meetings held. The additional residential development potential for Lake Anne Village Center and Tall Oaks Village Center was calculated using the existing zoning approvals and Reston Master Plan guidance. The additional residential potential for the remaining Village Centers (North Point, South Lakes and Hunters Woods) was initially based on the entire area of the Village Center multiplied by the existing 50 dwelling units/acre currently permitted for these areas under the high density designation. However, based on questions raised by the community regarding Village Center redevelopment and the intent of the Reston Plan, the density potential for the remaining Village Centers was recalculated based only on the non-residential acreage of the Village Centers since the Plan's Guidelines for Village Center Redevelopment indicate that "the focus of redevelopment should be in the non-residential mixed-use area." This has resulted in an overall reduction of 886 multiple family units from the estimated future development potential. The residential development potential for areas outside the TSAs and Village Centers was calculated from existing zoning approvals or specific Reston Master Plan guidance. This includes areas such as St. John's Woods, Charter Oaks, Fairways, and the Baron Cameron North retail area.

Based on the revised assumptions noted above, staff proposes advertising an increase in the maximum persons/acre to a number between 13 and 15 persons/acre, rather than the 16 persons/acre previously proposed. While this may not fully accommodate the development potential of the Plan over the next 30 to 40-year horizon, it would add sufficient flexibility for the proposal of anticipated growth, particularly in the TSAs, in a shorter timeframe. An increase to 14 persons/acre would accommodate an additional 4,575 multiple family units above the remaining 1,601 units under the current limit; while an increase to 15 persons per/acre would accommodate an additional 7,550 multiple family units above the remaining units under the current limit. Based on the revised assumptions for expected near-term development within the TSAs and outside of the Village Centers of an additional 5,619 multiple family units, an increase to at least 14 persons/acre would be needed. However, the amendment will be advertised to provide the Board flexibility to consider a number anywhere between 13 and 15 persons/acre.

There has also been much discussion in the community about the potential for redevelopment of the two existing golf courses within Reston and whether redevelopment of one or both of the golf courses could be accommodated within the proposed increase in persons per/acre. The land area of the golf courses was not included in staff's initial or revised estimates of the potential future residential growth anticipated by the Reston Master Plan. Any redevelopment proposed for the golf courses would require a specific amendment to the Comprehensive Plan as the golf courses are currently identified on the Reston Master Plan as golf courses and are not currently planned for residential development. If there were to be a proposal to amend the Reston Master Plan to accommodate residential development on some or all of the existing golf courses, that amendment, if approved, would presumably necessitate a corresponding amendment to the PRC District to increase the maximum persons/acre population density.

Due to the higher densities planned for land zoned PRC in the TSAs, staff also proposes an amendment allowing the Board to approve residential development over the limit of 50 dwelling units/acre for properties designated on a development plan for high density in the Reston PRC District that are located within the TSAs and are more specifically planned for mixed use, as long as the specific development proposal is in accordance with the adopted Comprehensive Plan. Only a

small number of properties meet these provisions and would be eligible to request such an increase from the Board. Based on an analysis of the Reston Master Plan recommendations for those properties and feedback from the community expressing a desire to have a maximum specified in the ordinance, staff recommends that the maximum dwelling units/acre be increased from 50 to 70 dwelling units/acre only for those areas that are located within a TSA specifically identified in the Reston Master Plan for mixed use.

Community Outreach

In May 2017, staff began the process of community engagement on this proposed Zoning Ordinance amendment. Several outreach sessions were held in an effort to describe and provide the rationale for the proposed change. In addition, a detailed webpage specific to this Zoning Ordinance Amendment was created where information related to the amendment is posted. The webpage includes links to presentations, FAQs, fact sheets, responses to stakeholders and other relevant material. The webpage is available through the following link:

<https://www.fairfaxcounty.gov/planning-zoning/zoning-ordinance/reston-pre-zoning-ordinance-amendment> The largest community meeting held on October 23, 2017, was simulcast on Cable Channel 16. At these outreach meetings, a few key areas of recurring public concern were raised. In general, most of the attendees at the community meetings were vocally opposed to any increase in the maximum density limitation above the current maximum of 13 persons/acre. Many expressed concern that any increase in population above the current maximum would have a significant negative impact on the Reston community as a whole—particularly with regard to the existing transportation network, schools, parks and other infrastructure needs—and disagreed with the vision for future growth recommended in the recently adopted Reston Master Plan.

At the request of Hunter Mill District Supervisor Cathy Hudgins, staff met with representatives of the Coalition for a Planned Reston (CPR, a voluntary group of residents from the Reston Citizens Association, Reclaim Reston and Reston 20/20 organizations) and Reston Association, to discuss their concerns and to respond to requests for changes to the Reston Master Plan which were outlined in memoranda dated November 17, 2017, from Reston Association and January 31, 2018, from CPR. The request would in essence leave the 13 persons/acre overall density limit in place by replanning certain areas, particularly the Village Centers, to a maximum of 30 dwelling units/acre, despite the fact that these areas have been planned for 50 dwelling units/acre for well over 40 years. Staff responded to these requests via a letter to Supervisor Hudgins on March 28, 2018, which is included as Appendix 2.

The adopted Reston Master Plan strategically focuses growth in the TSAs, in the Reston Town Center, and to a lesser extent in the Village Centers. The Reston Master Plan now protects existing residential neighborhoods in several ways that the previous Reston Master Plan did not. Almost all neighborhoods in Reston that could have redeveloped under previous Reston Master Plan guidance were re-planned to retain their existing density and character. Further, residential land use categories, which help define neighborhood land use density, were expanded from their original three broad categories to six more detailed land use categories in large part to aid in protecting established neighborhoods. In many cases, the previous Plan's broader categories allowed more latitude for redeveloping at higher densities, while the new detailed categories limit redevelopment (in most

cases) to existing built densities. In the event a proposal is submitted to redevelop an existing neighborhood, criteria have been established to guide the review of these proposals.

Citizens voiced concerns regarding the initial proposal to allow an increase in the 50 dwelling units/acre limitation for high density areas within TSAs that have site-specific language in the Reston Master Plan anticipating additional density as determined by the Board in conjunction with the approval of a development plan. In response to those concerns, the proposed amendment has been revised to limit the maximum density permitted in the TSAs located within the Reston PRC District up to a maximum of 70 dwelling units/acre as determined by the Board in conjunction with the approval of a development plan that is in conformance with the Reston Master Plan, only for those properties in the TSAs which are specifically planned for mixed use. The original proposal by staff was to leave this determination to the discretion of the Board based on the guidance in the Reston Master Plan.

Questions were also raised about the methodology used to calculate the existing and projected residential density in Reston. Multiple factors contribute to this confusion, including the facts that the Zoning Ordinance limit on population in Reston applies only to those areas zoned PRC, that the calculations are based on a formula using multipliers for unit types instead of actual population counts, and that certain bonus density units are not counted. Because this number doesn't reflect the number of actual persons living in all of Reston, there was concern that the supporting transportation, schools, parks, and other infrastructure needs would be incorrectly based on these numbers. Staff has made it clear that these proposed population numbers are merely a zoning regulatory calculation and are not used for any other criteria. The Reston Master Plan reflects the collective vision of the many stakeholders who contributed to its development. Further, this amendment does not approve any additional dwelling units. All development proposals must go through a rigorous staff evaluation process for conformance with the Reston Master Plan and the Zoning Ordinance as well as required community review and public hearings before the Planning Commission and Board of Supervisors.

In an attempt to further address the questions and concerns of the community expressed by Reston Association and CPR, a subsequent series of subject matter-specific meetings were held in a public setting in July 2018. Hosted jointly by Reston Association and CPR, the meetings included subject matter experts from the County and Schools, as well as representatives from the Community. All the meetings were televised (or taped), and are still available for viewing online. A total of four meetings were held, focusing on transportation (July 17, 2018), parks and recreation (July 18, 2018), schools (July 24, 2018), and the land use recommendations of the Comprehensive Plan (July 30, 2018). At the conclusion of each of these meetings, common ground and some additional information requests were identified. Since the meetings, staff has provided responses to the requests for additional information regarding the topic areas, which is posted on the website at <https://www.fairfaxcounty.gov/planning-zoning/zoning-ordinance/reston-prc-zoning-ordinance-amendment>. In addition, staff supports an editorial amendment to the Comprehensive Plan that would add an overall maximum population target, provide for periodic Comprehensive Plan monitoring, and include clarifying language regarding the potential for future redevelopment of the Village Centers.

Staff believes that the additional dialogue with community representatives has been productive, but the Reston PRC District regulations do need to be amended to implement the Plan. Staff is willing to work with the community on proposing amendments to the Reston Master Plan which are editorial in nature and which do not conflict with the spirit and long-term goals established by the Plan as amended.

What if We Do Nothing?

As development approaches the existing limit of 13 persons/acre in the Reston PRC District, staff has analyzed the logical question of what would happen if the existing limit were not changed and the maximum was reached? As discussed above, the Reston Master Plan anticipates additional future residential growth, concentrated in specific areas. With the identified remaining number of dwelling units under the limit of 1,601 multiple family units, there are several pending and anticipated near-term applications for developments that, taken together, would exceed that number. If any upcoming development applications were unable to be approved in the Reston PRC District—whether due to the current limit of 13 persons/acre or the high density limit of 50 du/ac for properties planned for mixed use at a higher density in the TSAs—staff anticipates that affected landowners may seek to rezone out of the PRC District to another planned development district, such as the PDC or PRM District. There is nothing that would prevent a property owner from seeking to use these other districts to implement the recommendations in the Reston Master Plan.

Removal of property from the Reston PRC District could further exacerbate the 13 persons/acre limit, because the acreage of the district would be reduced. This may result in a gradual erosion of the effectiveness of the PRC District as a whole, while not necessarily impeding development. Rather, the other tenets of the PRC District could be lost with the conversion of the Reston PRC District to other planned development districts. As a result, Reston could lose its unique zoning designation that has helped to shape the community for the past 50 years.

Conclusion and Staff Recommendation

Changes in Reston's land development pattern was anticipated with the arrival of Metrorail and is reflected in the Reston Master Plan, which was developed with extensive public input and outreach over a five-year period. This Plan follows the county's overall, long-term strategy to support Transit Oriented Development which concentrates growth around transit stations in mixed-use activity centers. The Reston Master Plan was developed in anticipation that most growth would occur over the next 30 to 40 years in these transit station areas as well as in the existing Village Centers. The proposed Zoning Ordinance amendment is a key step toward the implementation of this long term vision for Reston. Therefore, staff recommends amending the density provisions set forth in Sect. 6-308 of the Zoning Ordinance with an effective date of 12:01 a.m. on the day following adoption.

PROPOSED AMENDMENT

This proposed Zoning Ordinance amendment is based on the Zoning Ordinance in effect as of December 4, 2018, and there may be other proposed amendments which may affect some of the numbering, order or text arrangement of the paragraphs or sections set forth in this amendment, which other amendments may be adopted prior to action on this amendment. In such event, any necessary renumbering or editorial revisions caused by the adoption of any Zoning Ordinance amendments by the Board of Supervisors prior to the date of adoption of this amendment will be administratively incorporated by the Clerk in the printed version of this amendment following Board adoption.

Amend Article 6, Planned Development District Regulations, to amend Part 3, PRC-Planned Residential Community District, by amending Par. 1 through 5 of Sect. 6-308, Maximum Density, to read as follows:

1. The overall density for a PRC District ~~shall not~~ may not exceed thirteen (13) persons per acre of gross residential and associated commercial areas; except that within the Reston PRC District, which includes a Transit Station Area planned for Mixed Use, the overall density may not exceed (advertised to allow any number between 13 up to 15) persons per acre.
2. In computing density, a factor of 3.0 persons ~~shall~~ will be used per single family detached dwelling; 2.7 persons per single family attached dwelling; and 2.1 persons per multiple family dwelling.
3. Residential densities in a PRC District ~~shall~~ will be designated low, medium or high on the approved development plan.
 - A. Low: The overall density within the entire area of a PRC District that is designated for low density ~~shall not~~ may not exceed 3.8 persons per acre of gross residential area. Further, the density in any one low density area ~~shall not~~ may not exceed five (5) dwelling units per acre.
 - B. Medium: The overall density within the entire area of a PRC District that is designated for medium density ~~shall not~~ may not exceed 14 persons per acre of gross residential area. Further, the density in any one medium density area ~~shall not~~ may not exceed twenty (20) dwelling units per acre.
 - C. High: The overall density within the entire area of a PRC District that is designated for high density ~~shall not~~ may not exceed 60 persons per acre of gross residential area. Further, the density in any one high density area ~~shall not~~ may not exceed fifty (50) dwelling units per acre. However, for developments located in a Transit Station Area planned for Mixed Use within the Reston PRC District, the Board, in conjunction with the approval of a Development Plan, may approve a density up to (advertised to allow any number from 50 up to 70) dwelling units per acre, when the proposed development is implementing the site-specific density and other recommendations contained in the adopted comprehensive plan.

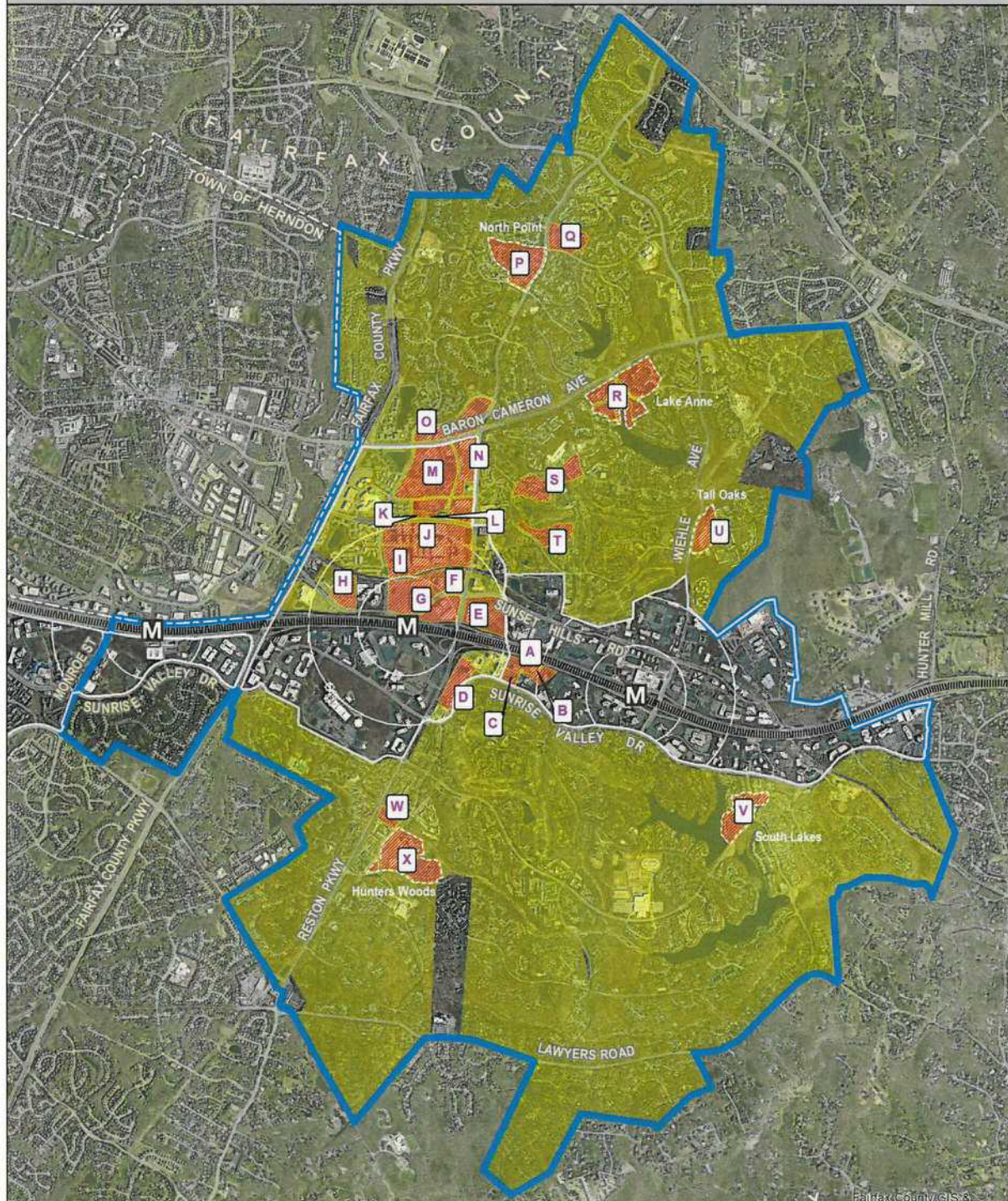
1
2 For the purposes of this district, density area ~~shall~~ means a development unit within an area
3 designated on the approved development plan for low, medium, or high density.
4

- 5 4. In computing average density on any development plan, subsequent PRC plan or final plat of a
6 part of a PRC District, any excess in land area over that required to support an average density of
7 thirteen (13) persons per acre or (advertised to allow any number from 13 up to 15) persons per
8 acre within the Reston PRC District in any final plat previously recorded may be included. As
9 each plan and subsequent final plat is submitted, the overall density of all areas shown on
10 recorded final plats within the PRC District ~~shall~~ will be recomputed so that the average density
11 within the recorded plats of sections of the PRC District ~~shall never at any time in the history of~~
12 ~~the development does not~~ exceed a density of thirteen (13) persons per acre or (advertised to
13 allow any number between 13 up to 15) persons per acre within the Reston PRC District.
14

- 15 5. The provisions of Paragraphs 1, 3 and 4 above ~~shall~~ do not apply to affordable and market rate
16 dwelling units which comprise the increased density pursuant to Part 8 of Article 2 or to
17 proffered bonus market rate units and/or bonus floor area, any of which is associated with the
18 provision of workforce dwelling units, as applicable.

Legend

-  Planned Residential Growth
-  PRC Zoned Land
-  Reston Boundary
-  Reston Transit Station Areas
-  Village Centers
-  **Metrorail Station and Line**
White circles denote 1/4 and 1/2 mile distances from center of station platform within Reston Corridor area.



Reston PRC Land + Planned Residential Growth

Fairfax County, Virginia

Map prepared June 2017 by DPZ
Flight date March 2013

0.55

Miles



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Reston PRC Planned Dwelling Unit Growth							
Map Identifier	Site Name	Existing & Approved Units*	Revised Planned Units**	Revised Total Units	TSA, Village Center, or Other	Revised Planned Units Totals	
A	1941 & 1950 Roland Clark	-	263	263	T	TSAs:	2,701
B	Pond Office Building Site	-	300	300	T	Other:	2,918
C	RP 11720, LC (Sekas West)	54	-	54	O	VCs:	3,145
D	Reston Heights	498	-	498	O	Total TSAs and Other Only: 5,619	
E	Oracle	457	-	457	O		
F, G	Residential/Transit Station Mixed Use	1,688	-	1,688	T		
H	Dwoskin	-	469	469	T		
I, J	Urban Core South, North	1,717	1,619	3,336	T		
K	Winwood Childcare	125	-	125	O		
L	South of Library	-	50	50	T		
M	Reston Town Center North	30	2,370	2,400	O		
N	Spectrum	1,422	-	1,422	O		
O	Baron Cameron Retail	-	-	-	O		
P	North Point Village Center	154	1,212	1,366	V		
Q	St Johns Wood	250	188	438	O		
R	Lake Anne Village Center	1,466	-	1,466	V		
S	Fairway	804	-	804	O		
T	Charter Oaks	261	360	621	O		
U	Tall Oaks Village Center	156	-	156	V		
V	South Lakes Village Center	235	724	959	V		
W	Colts Neck	91	-	91	O		
X	Hunters Woods Village Center	494	1,209	1,703	V		
Y	Four Seasons	11	-	11	O		
TOTAL DWELLING UNITS		9,913	8,764	18,677			

*These units have been included in the overall PRC District residential density calculation of 12.46 persons per acre.

* *These are the estimated number of dwelling units recommended by the Comprehensive Plan within Reston's PRC zoned land, for those areas where growth is recommended to occur.

As adjusted in 2018 for changed assumptions to more precisely reflect known or likely nearer term proposals.

The overall available Comprehensive Plan capacity did **not** change from our previous assessment, and **still remains**.



County of Fairfax, Virginia

To protect and enrich the quality of life for the people, neighborhoods and diverse communities of Fairfax County

March 27, 2018

Ms. Catherine M. Hudgins
Hunter Mill District Supervisor
12000 Bowman Towne Drive
Reston, VA 20190

Supervisor Hudgins,

As you requested, planning staff has reviewed the letters from the Reston Association (RA) and the Coalition for a Planned Reston (CPR) that request changes to the Comprehensive Plan for Reston (hereafter referred to as the Reston Master Plan) and actions regarding its implementation. The proposed changes and actions are outlined in the letter from RA dated November 17, 2017 (Attachment 1) and the letter and attachment from CPR dated February 5, 2018 and January 31, 2018, respectively (Attachment 2).

Many of the concerns raised by RA and CPR are associated with their desire that you (and the Board of Supervisors) initiate an amendment to the newly adopted Reston Master Plan. As you know the Reston Master Plan was the result of a six year planning study that started with a first phase that evaluated land use changes in the areas around the three new Silver Line Metrorail stations in Reston (Wiehle-Reston East, Reston Town Center and Herndon). That phase was guided by a 50 member Task Force (including alternates) appointed by the Board of Supervisors. The task force was comprised of community residents and representatives of community organizations, landowners and businesses. The task force met from 2010 to 2014 in almost 200 meetings. All meetings were open to and attended by members of the public. Each meeting included an open comment period that allowed anyone in the community an opportunity to direct questions and comments to the Task Force and staff. There were also several communitywide meetings that focused on topical issues like the future of the transit station areas and provided updates on the proposed plan recommendations under development. The second phase of the Reston planning process began in 2014 and was organized around community meetings that solicited ideas and comments on the desired future of Reston's neighborhoods and village centers. Drafts of the newly proposed plan language were openly discussed, and posted on line for broad community input and participation. All interested parties were given the opportunity to review and provide comments prior to consideration and action by the Planning Commission and Board of Supervisors.

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Recognizing the time, energy and community commitment that go into our major multi-year land use studies, it has long been the county's practice not to amend these new plans within the first five years of their adoption. The current North County Site Specific Plan Amendment Process, which includes the Hunter Mill District, excludes Reston for this reason. Staff continues to support this practice and cannot support changes to land use, density or intensity recommendations in the Reston Master Plan for the Transit Station Areas until after 2019 and for Reston's neighborhoods and village centers until after 2020. Staff is open to considering changes to the Reston Master Plan that clarify recommendations, correct oversights or are editorial in nature.

This letter is organized around the nine points raised by RA followed by the points raised by CPR. Some of the changes proposed by RA and CPR are similar, so where a similar response is appropriate, it is so noted.

RA Point 1 – Amend the Reston Master Plan to add back a population cap.

The original Land Use Plan Map for Reston included a table "Population Data" that referenced population ranges for portions of Reston and a total "not to exceed" 78,000 people. Staff can support the inclusion of a future population target as part of the vision for Reston as was done in the plan for Tysons. In our view this target should not be referred to as a cap, but as an articulation of the future vision for Reston's growth.

The monitoring of Reston's population growth should be based on information from the U.S. Census, rather than using the formulas in the PRC provisions of the Zoning Ordinance. This will more accurately reflect the actual population in Reston by using a widely accepted standard of measurement.

RA Point 2 – Provide a statement that the Reston Village Centers are planned to reflect land uses that are there today and that redevelopment should only be considered in the context of a future amendment to the Comprehensive Plan.

Each of Reston's village centers (with the exception of Lake Anne) has a "baseline" recommendation that is meant to reflect the existing development. This recommendation is for neighborhood serving retail and service uses up to .25 FAR, integrated with office, institutional uses and residential development. In addition, these village centers have the opportunity to redevelop according to the "Guidelines for Village Center Redevelopment" set forth in the Reston Master Plan. These guidelines outline the process and planning objectives that should be achieved when considering proposals to redevelop Reston's village centers. The guidelines indicate that any property owner contemplating redevelopment will "need to work with the community and Fairfax County to create a detailed plan for the property."

Staff believes these guidelines refer to the submission of a development plan associated with a zoning application and need not trigger an amendment to the Reston Master Plan. The village centers are currently planned for a mix of uses and are designated for high density

residential. A development plan that shows how the proposed future redevelopment will achieve the planning objectives for Reston's village centers satisfies the documentation needed for staff, stakeholder and legislative review.

One area where the plan for the village centers could be clarified is to more explicitly state that redevelopment is recommended to occur in the existing non-residential or mixed-use areas. As written the plan indicates that "Each of the Village Centers consists of a non-residential mixed use area and adjacent residential uses. The focus of redevelopment should be in the non-residential mixed use area." The adjacent residential uses are stable residential neighborhoods and are not targets for future redevelopment. While this is implied by the current text, the guidance could be strengthened and clarified to indicate that these areas are not the focus of redevelopment and that the residential density allowed with redevelopment should be calculated on the area subject to redevelopment and not the entire village center.

RA Point 3 – Similar to the Tysons Plan, initiate an amendment to the Reston Plan that requires periodic Plan updates.

The update process for the Tysons Plan was established as one of the follow-on motions at the time the plan was adopted. Staff has been monitoring the implementation of the Reston Plan and is prepared to provide a similar progress report which can report on such things as:

- existing development;
- land use changes over time;
- rezoning actions and development activity;
- growth in population and jobs;
- affordable/workforce housing;
- transportation improvements and funding;
- Silver Line rail service;
- transit service;
- pedestrian and bike enhancements;
- green buildings and energy and resource conservation; and,
- public facilities and parks.

RA Point 4 – Request that the Reston Network Advisory Group fully review the current Reston Transportation Network Analysis assumptions and methodology, addressing questions raised by the Reston community.

County staff and the Reston community engaged in the Reston Transportation Network Analysis for over two years. The assumptions made for trip generation were discussed with both the Advisory Group and with the Stakeholders Group, and are consistent with the guidance in the Comprehensive Plan. The methodology was well vetted, was transparent, and was presented to the Advisory Group and Stakeholders at all decision making points. Staff is currently working

on the Final Report, and does not believe that there are any outstanding aspects of the analysis not already vetted with the Advisory Group. However, if members of the community have questions, or if the information provided in the Final Report is unclear, county staff is willing to meet with the community to answer any questions.

RA Point 5 – Implement a collaborative mechanism for a continued dialogue to establish a realistic and detailed plan to increase the number and capacity of recreational facilities within Reston.

Each new development in Reston is evaluated as part of the development review process to determine how each project can address the park and recreation recommendations in the Reston Master Plan. Through this process the county has secured commitments for on-site urban park spaces as well as monetary contributions to Fairfax County that can be used to upgrade recreational facilities in the Reston area. The plan sets a goal of 12 new athletic fields to serve Reston and staff is committed to working with applicants and the community to achieve this goal.

The plan recognizes that several entities provide park and recreation facilities and amenities including the Fairfax County Park Authority, the Reston Association, the Reston Community Center, and the Northern Virginia Regional Park Authority. County staff is open to working collectively with all of these groups and the Reston community to plan for how best to meet future park and recreation needs. We would suggest that the Hunter Mill District Planning Commissioner and Park Authority Board Member be a part of these discussions.

RA Point 6 – Initiate an amendment to the Reston Plan to add assertive statements that infrastructure capacity must be increased at the same time as new development occurs.

The plan currently has language which indicates that the provision of future facilities will need to be coordinated with the rate at which planned development occurs. It also calls for the development of a phasing plan linking future development with specific improvements with the stated goal of balancing projected development with infrastructure and public facilities over time.

We feel that this plan guidance is appropriate and that what is needed at this time is the development of the phasing plan referenced in the adopted plan. This action is in line with the points in the letter calling for collaboration and actions regarding the provision of future park/recreation, schools and transportation facilities.

RA Point 7 – Direct staff to collaborate with public schools staff and the Reston community to establish a realistic plan for the provision of increased school capacity in Reston.

Staff supports this recommendation and is willing to partner with Fairfax County Public Schools staff and the Reston community to look at future development and how this growth will be accommodated.

RA Point 8 – Initiate an amendment to the Reston Master Plan to remove the road connection between American Dream Way and Isaac Newton Square.

Staff believes the proposed future roadway is important to provide needed connectivity for planned redevelopment of the Isaac Newton Square area, and will provide congestion relief by serving as an alternative route to Sunset Hills Road. If built, the connection could reduce congestion at the Sunset Hills/Wiehle Avenue intersection. This future road connection has not been designed, so its exact configuration or potential impacts to the golf course or environmentally sensitive land in the area is not known. The County has no immediate plans to initiate design work on this road because there are other higher priority transportation network improvement projects that we are advancing. However, in the event that this road connection is advanced to the design stage, either as part of private redevelopment or as part of a public project, there will be many opportunities for the community to have input into the process and provide feedback. As with any new roadway design the County will work to minimize negative impacts on existing uses (such as the golf course) and the environment. In our view, the planned road being shown as part of the conceptual street network does not negatively affect the viability of the Hidden Creek Golf Course.

RA Point 9 - Initiate an amendment to the Reston Plan to change the high density multi-family land use map category from 50+ du/ac (i.e. unlimited) to the maximum necessary to accommodate the two properties shown with this designation.

Staff acknowledges that the land use map category 50+ might be viewed as allowing unlimited development on the sites with this designation, although this was not the intent. Staff is willing to look at how best to amend the plan to clarify the limits of this category.

CPR - Affordable Housing

The objectives of the Coalition with respect to affordable housing are: making sure that 20% of all new housing is affordable; assuring that affordable units called for in the plan are built in Reston; and, creating a Reston Housing Trust Fund to facilitate financing of affordable housing. To achieve this 20 percent objective, the Coalition would like to incorporate plan text that was adopted for Tysons and apply it to Reston. The adopted Reston Master Plan calls for the provision of affordable and workforce housing in the Transit Station Areas based on a sliding scale tied to the intensity of development as determined by its maximum Floor Area Ratio (FAR). At a 1.0 FAR the percentage of affordable/workforce housing to be provided is 12 percent, increasing to 18 percent at 4.0 FAR. Intensity above 4.0 FAR would need to provide 20 percent affordable/workforce units. This approach to Reston was developed recognizing that development in Tysons has the opportunity for much higher intensities as the plan for Tysons sets no maximum intensity within a quarter mile of the station and approvals in these areas have

ranged as high as 8.0 FAR. In addition, the Reston Master Plan has a provision for a \$3.00 per square foot contribution to affordable housing for all non-residential development. This is the same as Tysons and will help fund affordable housing in Reston.

To change from the sliding scale that was adopted to a flat 20 percent affordable housing requirement would be a significant change to the land use recommendations for Reston's Transit Station Areas and, as such, is not supported by staff. The sliding scale approach was developed to recognize that the ability to provide affordable and workforce housing is linked to the density/intensity that is planned.

Reston has a long history of being an inclusive community and as such is one of the most critical areas in the county for preserving as well as creating new affordable housing opportunities. However, the CPR recommendation to create a separate Reston Housing Trust Fund is not supported as it could have the unintended consequence of putting the county at a disadvantage when faced with opportunities to provide affordable housing. Should there be an opportunity in the future to preserve affordable housing in Reston, as was done with the Crescent Apartments at Lake Anne, there could be pressure to limit funding to whatever is available in the Reston housing fund and not bring other sources to bear because of the implication that to do so would be at the expense of other areas of the county. The county's ability to provide affordable housing is directly linked to its ability to tap a variety of funding sources when needed and having separate pots of money for different areas of the county will hamper this needed flexibility. Therefore, staff does not support the idea of establishing a separate Reston Housing Trust Fund.

CPR – Land Use Designations and Residential Land Use Categories

The Coalition would like to delete unlimited density potential of the high density category; lower the planned density in all categories; and set overall maximum Reston population at 120,000. Staff supports the concept of clarifying the long term vision of Reston by including a future population estimate or target for future growth. This was an element of the previous Reston Land Use Plan and we believe this should be corrected. We are not prepared at this time to say what the population figure should be, but we are prepared to work with the community on this type of amendment should it be authorized.

The proposal to lower the maximum density of the Medium-density Multi-family category from 50 to 30 dwelling units per acre (DU/AC) is a significant change in the land use density recommendations of the adopted plan and is not supported by staff. However, we do recognize that the High-density category, which is characterized as 50+ on the Land Use Map may need to be clarified as this category was never meant to convey a recommendation for unlimited density. Staff is willing to work with the community to see how this element of the plan might best be clarified.

CPR - Guidelines for Village Center Redevelopment

The Coalition's objectives for village center redevelopment include: keeping redevelopment to neighborhood scale; keeping redevelopment in mixed-use areas only; continuing the planned involvement of the community in any redevelopment; and, sustaining the economic viability of the remaining three village centers. To achieve the neighborhood scale objective, the Coalition proposes to limit redevelopment to Medium-density Multi-family, at a density range of 21-30 DU/AC. This is a significant departure from the High-density Multi-family designation at a maximum density of 50 DU/AC density that is recommended for the village centers and is not supported by staff. The village centers have long had this high density designation and maximum density, and there is little justification provided to support revising it other than maintaining that this would be more reflective of the "neighborhood scale" referenced in the plan. There is also a Coalition recommendation that any redevelopment of the village centers should result in 25 percent open space based on the acreage of the mixed use area of the village center, which is also a significant change to the land use recommendations for village centers and is not supported by staff.

The Coalition would limit redevelopment to the existing mixed use areas of the village centers. As stated in the response to RA Point 2, this is an area where the Reston Master Plan might need to be clarified. The adjacent residential areas while part of the village center are stable residential neighborhoods and are not targets for future redevelopment. Staff supports looking at the residential areas within each village center for the purpose of better defining the area that is subject to redevelopment and clarifying that the residential density allowed with redevelopment should be calculated on the area subject to redevelopment and not the entire village center.

CPR - Implementation - Monitoring, Regulation, Partnerships and Phasing

With respect to implementation of the Reston Master Plan the Coalition wants assurance that development is tracked and that infrastructure occurs with the availability of new development. Staff has been monitoring the implementation of the Reston Plan and will commit to providing a progress report for Reston similar to the report that is compiled for Tysons in October/November of 2018. In addition, we will work with the Reston community in identifying when new public facilities are needed and how these facility needs might best be addressed through the Capital Improvement Program (CIP) for schools and other public facilities.

CPR Phasing Transportation and Public Facilities Development

The plan currently has language that indicates that the provision of future facilities will need to be coordinated with the rate at which planned development occurs. It also calls for the development of a phasing plan linking future development with specific improvements with the stated goal of balancing projected development with infrastructure and public facilities over time.

We feel that this plan guidance is appropriate, and that what is needed at this time is the development of the phasing plan referenced in the adopted Reston Master Plan. This action is in line with the points in the RA and CPR letters calling for collaboration and actions regarding the provision of future park/recreation, schools and transportation facilities.

CPR - Parks, Recreation and Cultural Facilities

See response to RA Point 5.

CPR - Reston Neighborhoods

The Coalition has expressed the desire to delete current language that provides a redevelopment option for St. Johns Wood. This multi-family development was designated high density residential on the previous Reston Master Plan and the property owners submitted a nomination to keep that designation as part of the master plan update. Their nomination was considered during that process and the option in the adopted plan reflects support for redevelopment under certain conditions outlined in the plan. A development application to implement this redevelopment option has been filed and has been reviewed by staff and the Reston community. The application is currently in a deferred status at the request of the applicant.

To delete the redevelopment option for St Johns Wood apartments as requested by the Coalition would represent a change in land use density and is not supported by staff.

CPR - Mapped Road Across Hidden Creek Country Club

See response to RA Point 8.

In summary, staff is open to clarifying several areas in the Reston Master Plan as noted in our response and continuing to work with the Reston community to address their concerns about the future. However, staff does not support the proposed changes to the Reston Master Plan that would affect land use, density or intensity recommendations.

Please feel free to contact me at 703-324-1110 if you have any questions. We are available to meet with you and representatives of the Reston community, including RA and CPR, to work through issues and concerns and to continue the collaborative and cooperative working relationship that we have had with you and the Reston community over the years.

Sincerely,



Fred R. Selden Director,
Department of Planning and Zoning

Letter to Supervisor Hudgins
March 27, 2018
Page 9

cc: Sharon Bulova, Chairman, Fairfax County Board of Supervisors
John Carter, Hunter Mill Planning Commissioner
James Hart, At-Large Planning Commissioner
Robert A. Stalzer, Deputy County Executive
Tom Biesiadny, Director, FCDOT
Leslie Johnson, Zoning Administrator, DPZ
Marianne Gardner, Planning Division Director, DPZ
Cathy Belgin, Deputy Zoning Administrator, DPZ
Regina Coyle, Special Projects Coordinator, DPZ