



**PROPOSED
COMPREHENSIVE PLAN
AMENDMENT ADDENDUM**

ITEM: PA 2015-IV-RH1
Original Staff Report published September 18, 2019
Date of Addendum: June 30, 2021
Date of 2nd Addendum: September 13, 2023

GENERAL LOCATION: Northeast quadrant of the intersection of Kingstowne Village Parkway and South Van Dorn Street, east of South Van Dorn Street.

SUPERVISOR DISTRICT: Franconia

PLANNING AREA: Area IV

PLANNING DISTRICT: Rose Hill Planning District

SUB-DISTRICT DESIGNATION: RH4-Lehigh Community Planning Sector


PARCEL LOCATION: 91-2 ((1)) 35A and 35B

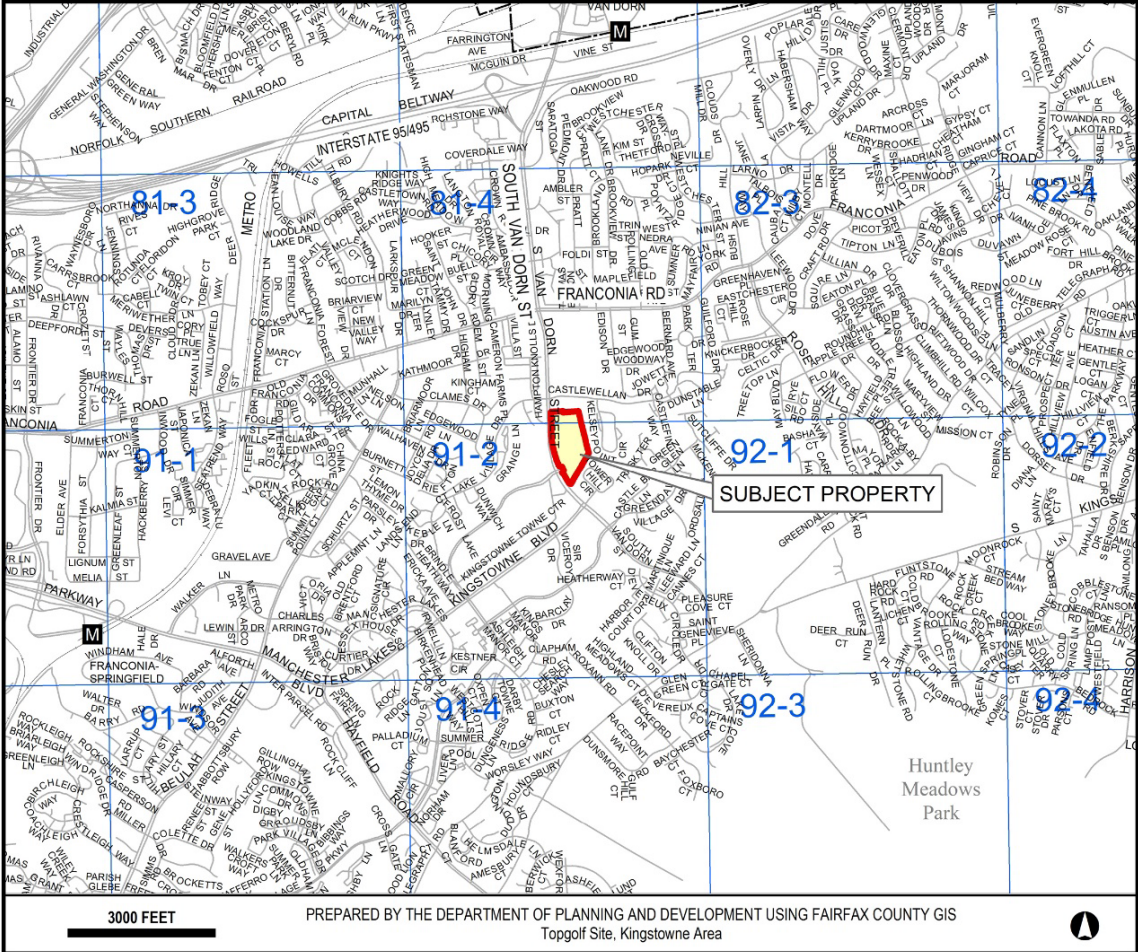
For additional information about this amendment call (703) 324-1380.

PLANNING COMMISSION PUBLIC HEARING: Wednesday, September 27, 2023 @ 7:30 PM

BOARD OF SUPERVISORS PUBLIC HEARING: Tuesday, October 24, 2023 @ 4:30 PM


PLANNING STAFF DOES RECOMMEND THIS ITEM FOR PLAN AMENDMENT


 Reasonable accommodation is available upon 48 hours notice. For additional information about accommodation call the Planning Commission office at (703) 324-2865, or the Board of Supervisors office at (703) 324-3151.

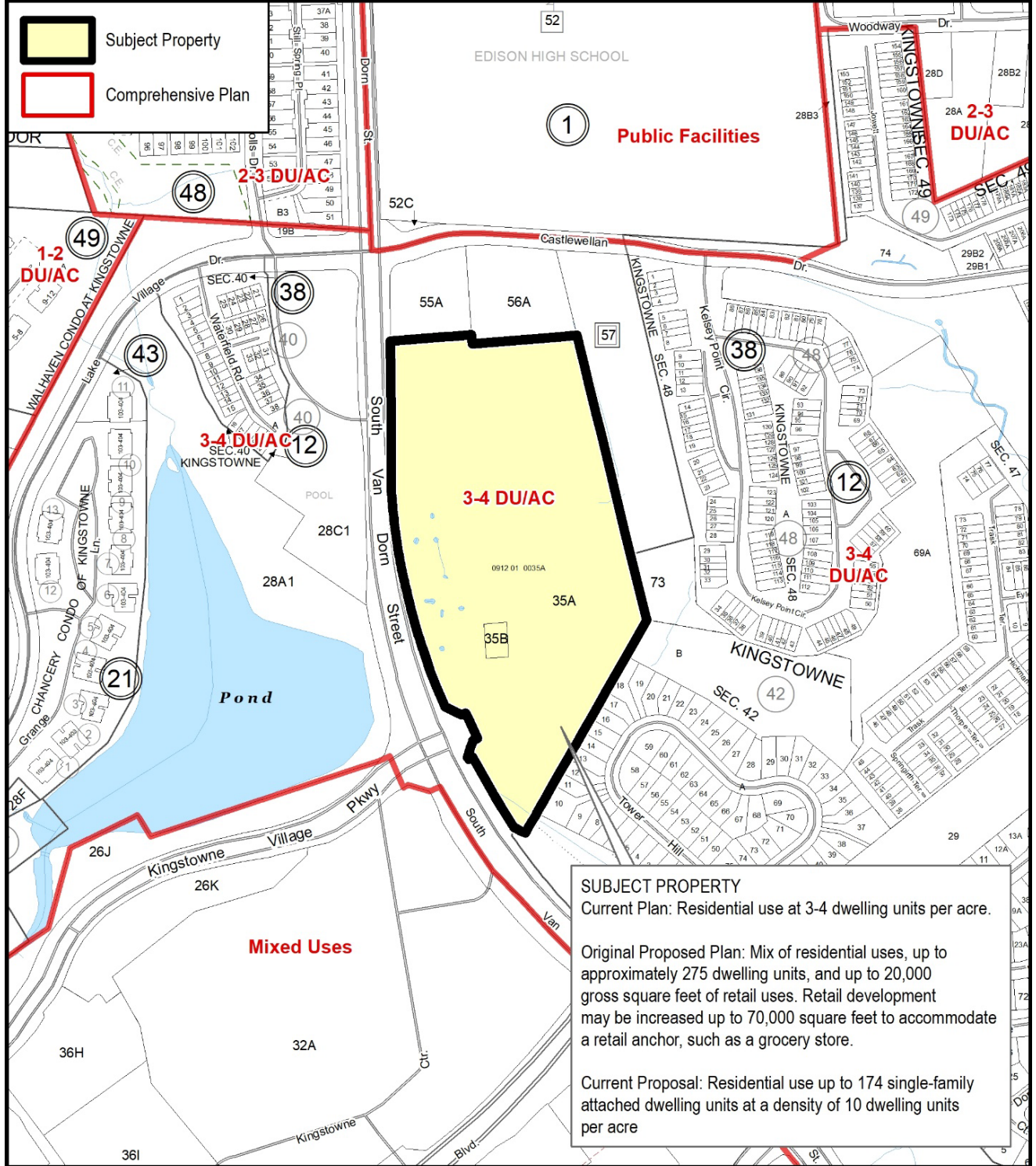


CURRENT PLAN AND PROPOSED CHANGE
 PARCEL LOCATION MAP SHOWING CURRENT PLAN AND PROPOSED CHANGE FOR
 SUBJECT PROPERTIES AND CURRENT PLAN MAP FOR ADJACENT AREAS

**ITEM:
 2015-IV-RH1**

 Subject Property

 Comprehensive Plan



SUBJECT PROPERTY
 Current Plan: Residential use at 3-4 dwelling units per acre.

Original Proposed Plan: Mix of residential uses, up to approximately 275 dwelling units, and up to 20,000 gross square feet of retail uses. Retail development may be increased up to 70,000 square feet to accommodate a retail anchor, such as a grocery store.

Current Proposal: Residential use up to 174 single-family attached dwelling units at a density of 10 dwelling units per acre

400 FEET

PREPARED BY THE DEPARTMENT OF PLANNING AND DEVELOPMENT USING FAIRFAX COUNTY GIS
 PARCEL INFORMATION CURRENT TO JULY 2023
 G:\projects\ocpl\pd\OTPA_GRAPHICS - Topgolf Site, Kingstowne Area



PLAN AMENDMENT 2015-IV-RH1 – Topgolf Site STAFF REPORT ADDENDUM II

BACKGROUND

On October 20, 2015, the Board of Supervisors (Board) authorized Plan Amendment (PA) 2015-IV-RH1 for Tax Map Parcels 92-1 ((1)) 35A and 35B, located northeast of the South Van Dorn Street and Kingstowne Village Parkway intersection within the RH4-Lehigh Community Planning Sector of the Rose Hill Planning District in the Franconia Supervisor District. The subject site includes Rudy's Golf and Sports Bar, (formerly Topgolf) a recreational facility with a high-tech golf driving range and eating establishment, and the site of a former Ruby Tuesday restaurant. The Board requested that staff consider an amendment to the Comprehensive Plan for a mix of uses, including up to approximately 275 residential units (16 dwelling units per acre (du/ac)) and up to 70,000 SF of retail uses to accommodate an appropriate retail anchor, such as a grocery store. The proposed plan amendment is being reviewed concurrently with rezoning application [RZ/FDP 2018-LE-009](#).

Since 2015, the proposal has undergone a series of changes that have significantly affected the proposed mix of uses and the density/intensity, which have been detailed in the [2019 staff report](#) and subsequent [2021 staff report addendum](#). The original staff report was published on September 18, 2019, and recommended residential use at a density up to 12 du/ac inclusive of affordable dwelling units and bonus densities and 20,000 SF of retail use, with consolidation of the two parcels and a series of other conditions. On October 2, 2019, the Planning Commission indefinitely deferred the public hearing due to community concerns over the proposed density and compatibility with surrounding uses.

CONCEPT REVISIONS – April 2021 to present

A revised development concept (Figure 1) was submitted in April 2021 for residential use with no retail component. The 2021 [staff report addendum](#) was published on June 30, 2021 and evaluated and recommended residential use consisting of 208 residential units (164 traditional townhomes and 44 stacked townhomes) at a density up to 12 du/ac inclusive of bonus densities (10 du/ac exclusive of bonus densities), consolidation of the two parcels, and other conditions. The Planning Commission held a public hearing on July 14, 2021, and deferred decision to November 10, 2021. Two community meetings were held on August 31, 2021, and October 28, 2021, to gather feedback on the proposed amendment. On November 10, 2021, the Planning Commission indefinitely deferred the amendment based on the feedback collected at the community meetings and public hearing testimony.

Figure 1. April 2021 Concept Plan



Beginning in July of 2022, a new concept for the redevelopment of the site was considered. Several community meetings were held in 2022 and the rezoning applicant submitted a revised rezoning application in April 2023. The current proposal (May 2023, Figure 2) proposes 174 townhouse units at a density of 10 du/ac, inclusive of bonus densities. This Staff Report Addendum II evaluates and provides a recommendation for the plan amendment based on the May 2023 concept plan and serves as a supplement to the analysis provided in the 2019 Staff Report and 2021 Staff Report Addendum, including an updated land use quantification and impact analysis.

Figure 2. May 2023 Concept Plan (CURRENT PROPOSAL)



The inclusion of this graphic is provided as an illustrative concept for potential development on the site but does not suggest a favorable recommendation for specific design.

ANALYSIS

The following comments supplement those provided in the September 18, 2019, Staff Report and the June 30, 2021, Staff Report Addendum.

Land Use

As depicted in Figure 2, the May 2023 concept plan proposes 174 townhomes at a density of approximately 10 du/ac (inclusive of affordable dwelling units and bonus densities) a publicly accessible community park along the southeast border, private park spaces for residents, buffers along the east and north property lines, and the addition of a pedestrian walkway along the South Van Dorn Street frontage to supplement the existing sidewalk. Table 1, below, compares the proposed unit count, density and intensity between the adopted plan, the plan amendment authorization, the original staff report proposal, the 2019 proposal, the 2021 proposal, and the current 2023 proposal.

Table 1. Land Use Quantification

Topgolf - PA 2015-IV-RH1			
	Residential use density	Maximum residential unit count	Non-residential Gross Floor Area (GFA)
Adopted Plan	3-4 du/ac	69	0
Plan Amendment Authorization	Up to 16 du/ac	275	70,000
2019 Staff Report Recommendation	Up to 12 du/ac, inclusive of bonus	212	20,000
2021 Addendum Recommendation	Up to 10 du/ac, exclusive of bonus	208	0
<u>2023 Addendum Recommendation</u>	<u>Up to 10 du/ac, inclusive of bonus</u>	<u>174</u>	<u>0</u>

The proposed density would be approximately two and a half times the current planned density of the site and most of the immediately surrounding areas to the north, east, and south, which are planned for 3-4 du/ac as a part of the general Kingstowne/Manchester Lakes policies. To the southwest, across Van Dorn Street are the Kingstowne Town and Village Centers, which are planned as a Community Business Center (CBC) envisioned to provide a mix of uses with a core activity area at the intersection of South Van Dorn Street and Kingstowne Boulevard. The Plan notes that high-rise and high-density residential use is appropriate within this core area.

While the subject site is within a lower density, suburban neighborhood area, as noted above, it is adjacent to an activity center planned for high density. Given this adjacency, additional density on the subject site that provides compatible transitions to the surrounding suburban neighborhoods may be appropriate and advantageous, as it would increase the residential population within walking distance of a mixed-use center. Any future development seeking the

proposed density would need to demonstrate adherence to County policies regarding buffering and screening from surrounding, lower density, residential uses. The current proposed density improves upon the prior design by providing greater buffer areas on the north, east, and southeast site edges, which are all adjacent to residential areas planned for lower densities. The increased buffer areas are achieved through the decreased unit count, revisions to the internal street grid, and significant modifications to the park spaces.

Transportation

Trip Generation

A comparison of the number of vehicle trips generated by the adopted Plan and the proposed Plan is shown in Table 2 below. The comparison shows a minor increase in daily AM (32 trips) and PM (29 trips) peak hour trips would be anticipated with the proposed Plan, as compared with the adopted Plan. Daily trips are estimated to increase by 558 trips. These increases in trips are not considered to be significant, yet efforts should still be made to encourage alternative modes, other than single occupant vehicles, for residents of this proposed residential community.

Table 2. Trip Generation Comparison

Development Type	Quantities (DU)	Daily	AM			PM		
			In	Out	Total	In	Out	Total
Current Plan								
Single Family Detached (ITE 210)	69	717	13	40	53	44	26	70
Proposed Plan								
Single Family Attached (ITE 215)	174	1275	21	64	85	59	40	99
Gross Impact Over Comprehensive Plan								
		558	8	24	32	15	14	29

Trip Generation is derived from the Institute of Traffic Engineers (ITE), web-based app. Trip generation estimates for general order-of-magnitude comparisons only, and do not account for pass-by, internal capture or trip reductions due to proximity to transit stations.

Access

Currently, the sole access point to the site is located on the southern end of the site, at the intersection of Kingstowne Village Parkway and South Van Dorn Street. South Van Dorn Street is classified as a Minor Arterial (Type B) and has an Average Annual Daily Traffic (AADT) of 29,000 vehicles (2021). Kingstowne Village Parkway is classified as a Collector and has an AADT of 10,000 vehicles (2021).

The proposed plan option, which constitutes 174 single family attached dwelling units, would add more daily and peak hour trips along South Van Dorn Street and Kingstowne Village Parkway, although as noted the increase would not be significant. A second access point, such as a right-in/right-out on northbound South Van Dorn Street, would prove beneficial for access (including emergency access) and traffic circulation, as future residents of the development

would not have to depend on a single access point at the intersection of Kingstowne Village Parkway and South Van Dorn Street.

If needed, acceleration and deceleration lanes should be considered at the non-signalized right-in-right-out entrance to avoid interrupting the northbound traffic flow along South Van Dorn Street. Consideration should also be given to how traffic circulates within the site.

Pedestrian Connections

An existing shared use path runs along the east side of South Van Dorn Street along the site frontage, with a sidewalk running along the west side. Sidewalks run along both sides of Kingstowne Village Parkway. Pedestrian walkways should be provided throughout the site and should have direct access to nearby trails, sidewalks and bus stops, and should minimize pedestrians' exposure to vehicles. Enhanced and safe pedestrian crossings are essential along South Van Dorn Street and at the intersection of South Van Dorn Street at Kingstowne Village Parkway.

Trails

The Fairfax County Countywide Trails Plan calls for a major paved trail along Kingstowne Boulevard as part of a regional trail system, and a major paved trail along South Van Dorn Street. A stream valley trail is recommended along Dogue Creek. Adequate right-of-way should be preserved to accommodate planned trails and connections should be provided to and from the site to the area pedestrian network.

Bicycle Routes

Bicyclists are currently able to utilize the shared use path along the east side of South Van Dorn Street. There are no on-road bicycle facilities on South Van Dorn Street or Kingstowne Village Parkway. The Fairfax County Bicycle Map depicts current biking conditions with respect to the level of comfort and safety issues on all the roadways within the County. The Bicycle Map (<https://www.fairfaxcounty.gov/transportation/bike/map>) indicates that biking along South Van Dorn Street and Kingstowne Village Parkway requires caution.

The Fairfax County Bicycle Master Plan recommends on-road bike lanes along South Van Dorn Street and sharrows along Kingstowne Boulevard. The planned sharrows on Kingstowne Boulevard, however, change to on-road bike lanes near the intersection of Kingstowne Boulevard and South Van Dorn Street. Guidance for on-road bicycle facilities has evolved over the past few years since the adoption of the Bicycle Master Plan, and as a result, on-road bicycle facilities are no longer recommended on roadways with high volumes and speeds. The ongoing Active Fairfax Planning process may generate updated bicycle recommendations for South Van Dorn Street and Kingstowne Village Parkway.

Any redevelopment of this site should provide adequate right-of-way to ensure the planned bike facilities can be implemented. Development in the area should facilitate safe bicycle connections to and from the nearby Kingstowne Town Center and adjacent residential areas.

Transit Services

The subject property is currently served by the Fairfax Connector Routes 231 and 232 (the Kingstowne Line) and Routes 321 and 322 (Greater Springfield Connector). These routes serve both the Van Dorn Metrorail Station and Franconia-Springfield Metrorail Station. Each of these routes operate at 30-minute headways during the morning and evening peak periods. There are bus stops close to the intersections of Kingstowne Parkway and South Van Dorn Street and South Van Dorn Street and Village Drive. Any redevelopment of this site should enhance the bus stops in the vicinity and ensure safe pedestrian access to the bus stops.

Right-of-Way

Dedication of right-of-way for sidewalks, roadway improvements, transit, and associated easements may be required as part of the rezoning process.

Environment

Vegetation

The site contains some high-quality upland hardwood forest on the western and eastern sides of the site. Retaining high quality tree areas would be an environmental and aesthetic asset for any redevelopment and would also serve as transitional screening as mentioned in the Land Use section. A majority of the landscaping that exists along the periphery of the site appears to have been provided as transitional screening and is in relatively good condition. This vegetation should be preserved where possible.

Soils

A geotechnical study is recommended to determine the stability and foundation support for new construction. The geotechnical study should be submitted as a part of any zoning application in order to determine the potential impacts to the overall development concept.

Stormwater Management

The subject area is currently served by existing, nearby stormwater management facilities. However, changes in the county's Stormwater Management Ordinance have occurred since the development of those facilities. The revised Stormwater Management Ordinance may require additional onsite facilities to address runoff quantity and/or quality control. The Policy guidance of the Comprehensive Plan encourages additional measures even if they are not required by current regulatory standards such as the use of innovative Best Management Practices including stormwater infiltration techniques where appropriate and that meet county requirements.

Green Building Measures

The Policy Plan guidance recommends that all new developments in this area meet the green building guidance. Residential development could include Leadership in Energy and

Environmental Design (LEED) certification for Homes (LEED-Homes), Earth Craft or National Green Building Standard (NGBS) with the ENERGY STAR path.

Noise

South Van Dorn Street is a heavily traveled roadway with a mix of vehicle types. As such, transportation-generated noise could affect residential units that are located close to South Van Dorn Street. This potential noise impact should be assessed, and possible noise mitigation techniques identified during the zoning review process, and necessary mitigation measures should be implemented during development.

Parks & Recreation

Existing public parks and recreational facilities in the Rose Hill Planning District meet only a portion of the demand generated by existing and new residents. The Fairfax County Park Authority estimates that 475 new residents will be generated by the proposed development, which will generate a need for approximately 2.4 acres of local suburban parks and 6.2 acres of district and/or countywide parks. The current proposal provides 7.5 acres of open space, including a community park. Plan text that encourages the creation of onsite park spaces for new residents to include walking trails, play areas, and other local-serving recreational activities would support the development of a high-quality living environment. If on-site parks do not meet all of the generated need, a contribution for offsite parkland or facilities should be provided during the review of the rezoning application.

Public Facilities

Schools

The subject area is served by Edison High School, Twain Middle School and Lane Elementary School. For the 2027-28 School Year, Edison High School is projected to have a slight capacity deficit, Twain Middle School is projected to be moderately over capacity and Lane Elementary School is projected to be under capacity. The adopted Comprehensive Plan for the site, if implemented, would generate approximately 36 total new students. In comparison, the proposed Plan would generate 81 total new students.

With a Plan amendment that increases residential density, membership in these schools will increase, which may impact instructional programs. The Capital Improvement Program for FY 2024-28 includes potential solutions to alleviate current and projected capacity deficits. These solutions include reassigning instructional space within a school to accommodate increases in membership, program changes, minor interior facility modifications to create additional instructional space and/or potential boundary adjustment with schools having a capacity surplus. Any future development applications would need to determine the future impacts to capacities and mitigation measures.

RECOMMENDATION

Staff recommends the Comprehensive Plan be modified as shown in the following mark-up. This document supersedes the staff recommendations in the Staff Report, dated September 18, 2019, and the Staff Report Addendum dated June 30, 2021. Text proposed to be added is shown as underlined and text proposed to be deleted is shown with a ~~strikethrough~~.

ADD: Fairfax County Comprehensive Plan, 2017 Edition, Area IV, Rose Hill Planning District, as amended through 9-24-2019, RH4-Lehigh Community Planning Sector, Rest of Sector, new recommendation #58, page 70:

“58. Parcels 91-2((1))35A and 35B are planned for residential use at 3-4 dwelling units per acre. As an option with consolidation of the two parcels, residential use at a density up to 10 dwelling units per acre or a maximum of 174 dwelling units, inclusive of affordable housing bonus densities per the county’s affordable dwelling unit program and workforce dwelling unit policy, may be appropriate subject to the following conditions:

- The development should create a high-quality living environment with a distinct sense of place that includes a variety of well-designed, useable, and attractive open spaces. Site amenities should include a well-connected, publicly accessible community park along the southeast property line.
- Pedestrian and bicycle connections should be provided towards the Kingstowne Towne Center, to the existing trail along South Van Dorn Street, and to other nearby trails, sidewalks, and bus stops to provide greater safety and comfort.
- Transportation impacts to South Van Dorn Street and nearby intersections should be mitigated. A second ingress/egress access point is recommended, as a right-in, right-out access point.
- Consideration should be made for the placement of units within the site, with relatively fewer units and more open space located along the border with the adjacent residential communities to the southeast. Landscape buffers should be provided between the development and adjacent residential uses. In consultation with the Fairfax County Forest Conservation Branch, existing healthy mature trees located within buffer areas, especially those to the neighborhood to the southeast, should be preserved and supplemented with appropriate native, evergreen, deciduous, and understory vegetation to ensure the buffer areas provide year-round visual screening to adjacent residences. As appropriate, existing berms along the southern property line should also be preserved or incorporated into the site design with vegetation or other programmatic

elements. Where tree removal is necessary due to site grading, replacement vegetation should provide a similar or greater function.

- The amount of impervious surface should be minimized, and the use of innovative best management practices (BMPs) and stormwater management techniques should be encouraged in order to reduce stormwater runoff volumes and peak flows to adjacent properties, the surrounding area, and to Huntley Meadows Park.

COMPREHENSIVE LAND USE PLAN MAP:

The Comprehensive Land Use Plan Map will not change.

TRANSPORTATION PLAN MAP:

The Countywide Transportation Plan Map will not change.