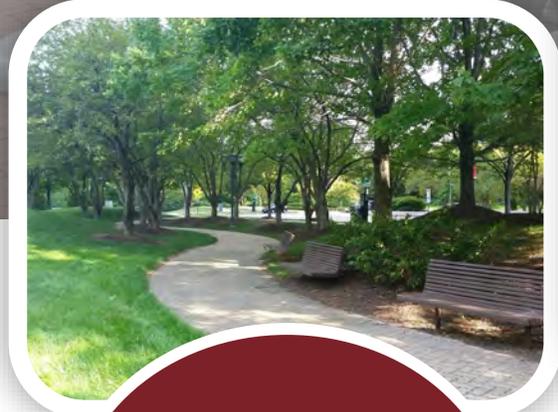
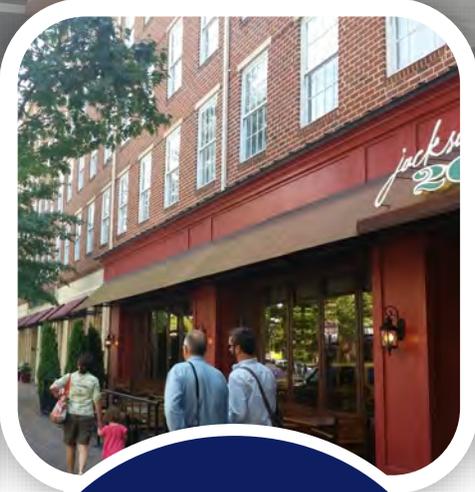


# TOWN OF LEESBURG



GATEWAY TO  
INNOVATION



GATEWAY TO  
COMMUNITY



GATEWAY TO  
THE FUTURE

# EASTERN GATEWAY DISTRICT SMALL AREA PLAN

Leesburg  
Eastern Gateway District

# A. INTRODUCTION



# A. Introduction

## Small Area Plan Purpose

During the 2012 Town Plan update, the need for a Small Area Plan along East Market Street outside of the Bypass was identified as an important means to provide more detailed guidance for coordinating land use and design and providing more appropriate economic development opportunities. In particular, this plan addresses changing economic development trends and the shift away from campus style office development that were supported by previous planning efforts. The overall goal of maintaining opportunities for economic development and employment has not changed.

This Small Area Plan is recognized as a Small Area Comprehensive Plan as described in Va. Code § 15.2-2303.4.E and is designated as a revitalization and redevelopment area, and an urban development area doing the following:

1. **Setting the stage for the long-term redevelopment of the District in an urban pattern and form.**
2. **Providing community stakeholders a reasonable expectation of how the Small Area Plan will look and function in the future.**
3. **Respecting the character of Leesburg’s historic downtown while providing a transition to more automobile-oriented parts of the community.**
4. **Developing a setting for a true mixture of uses that recognizes Leesburg’s role as a center of retail, office, and residential uses for Loudoun County.**

This Small Area Plan covers a portion of the Town of Leesburg that currently serves many purposes throughout the community. For some, the area simply serves as a through corridor and is referred to as Route 7. For others, it is known as East Market Street. Still others do business, live, and recreate in this area. Two aspects of this planning effort are to better define the area and its role in the Town of Leesburg and to establish a vision for the Plan Area that will guide development in the future. Under current zoning, the East Market Street Corridor could develop with a haphazard mix of industrial uses, strip retail, single-family homes, townhomes, and apartment buildings. This Small Area Plan aims to develop the area under a more cohesive plan with lasting benefits to the Town.

## Planning Process

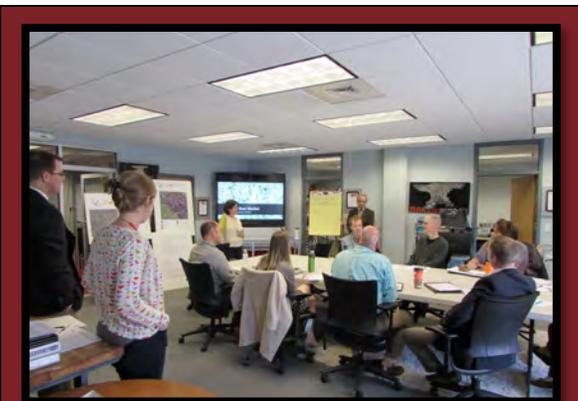
The Eastern Gateway District Small Area Plan is based on feedback and ideas gathered through extensive public input. An overarching principle that guided development of the plan was the need to have support/participation from the majority of residents, land owners, the Town Council and Town advisory commissions. As such, a significant component of this process has been building consensus among stakeholders and the public through the following efforts:

- ⇒ **May 2014 – Design Charrette with Loudoun County Design Cabinet**
- ⇒ **April 2016 – Southwest Quadrant Roundtable Discussion**
- ⇒ **June 2016 – Northwest Quadrant Public Meeting**
- ⇒ **2016 – Leesburg Listens online survey**
- ⇒ **May 2017 – Stakeholder Meetings**
- ⇒ **June 2017 – Public Input Session #1**
- ⇒ **September/October 2017 – Stakeholder Meetings**
- ⇒ **October 2017 – Public Input Session #2**
- ⇒ **November 2017 – Online survey**

Efforts to prepare the Small Area Plan began in 2014 when the Town worked with the Loudoun County Design Cabinet to develop “big ideas” for the future of the East Market Street Corridor. The design cabinet is a group of engineers, architects, planners, and designers who come together to discuss community design issues in the County. Several ideas relating to transportation, land use, and design, were discussed and documented in the Loudoun County Design Charrette Report. Future efforts in the process built off of ideas in the report and members of the public were able to weigh in on land use concepts first envisioned by the Design Cabinet. Many of these early concepts have been carried forward into this planning document.



The Loudoun County Design Cabinet began the planning process in May 2014 with a broad visioning Session.



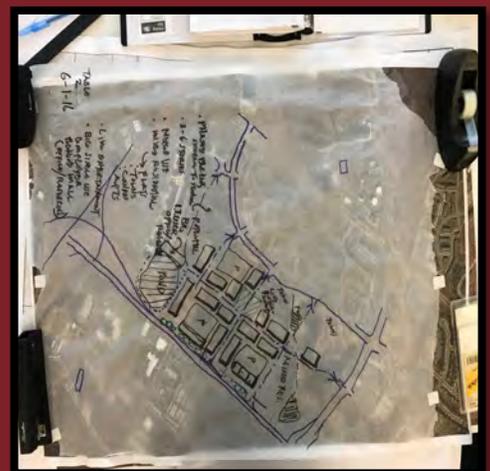
Stakeholder Meetings in April 2016 were used to evaluate strengths, weaknesses, opportunities, and threats.

In April 2016, the Town held roundtable

discussions that were primarily attended by study area property and business owners. These roundtable discussions evaluated strength, weaknesses, opportunities, and threats for the corridor. Cited strengths included Leesburg’s Location, the transportation system with Route 7 running through the study area, and access to the W&OD trail. Weaknesses discussed included traffic, lack of connectivity, and an outdated land use vision. Notable opportunities that were discussed included plans for the Battlefield Parkway Interchange and opportunities to develop land to meet local needs. Threats included difficulty attracting and retaining millennials and

development that did not consider the needs of the community.

Another meeting was held in June 2016. The primary focus of this meeting was to establish a vision for the large vacant property east of the outlet mall. This property is one of the largest remaining tracts of undeveloped land in the Town. As such, developing a cohesive vision for the future of the property and integrating it into the overall fabric of the Town was seen as key for the Small Area Plan. Attendees sketched out ideas for how the property might be developed and provided examples of uses that should be considered. The overall concepts discussed provided a preliminary vision for mixed use development that has largely been supported and carried forward in subsequent parts of the process.



A sketch was prepared to consider a vision for the property east of the outlets at a June 2016 Meeting.

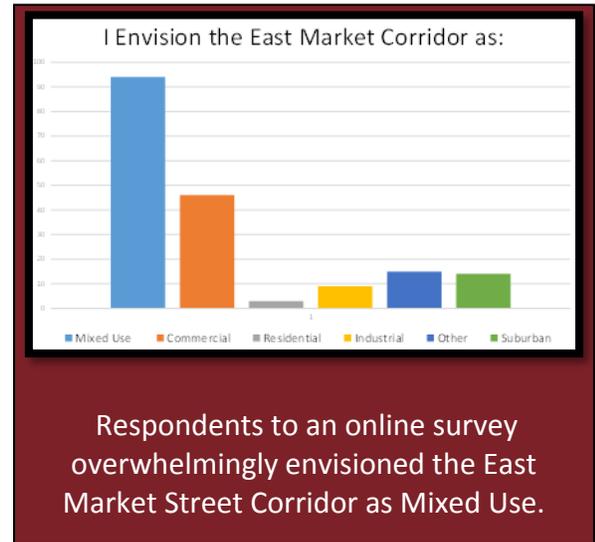
The Town also conducted an online survey to better gauge the public’s opinions and future desires for the Eastern Market Street Corridor. The survey was conducted using the Leesburg Listens tool and over 150 people participated. While a wide range of viewpoints were presented, there were four key takeaways and areas of consensus that drove the process moving forward:

1. **A strong interest mixed-use development but variable opinions on the characteristics mixed use development.**
2. **Desire to have more retail and entertainment options.**
3. **East Market Street is a gateway into downtown.**
4. **Architectural design is important to Leesburg and the gateway, and a traditional design is favored.**

Efforts on the project continued in May 2017 when Town Staff again met with stakeholders in one on one meetings. Stakeholders raised several issues about existing conditions, the real estate market, and the transportation network that were considered in the process. Visions for the future varied by property. Some stakeholders expressed a desire to maintain current conditions while others were considering development and redevelopment. Stakeholders also provided insight into development trends and market conditions that helped shape the land use policies in this document. Follow-up discussions with several stakeholders took place in September 2017.

The general public was also engaged to refine the vision based on the takeaways from the Leesburg Listens survey. The key point gleaned from these efforts showed consensus in the concept of having different portions of the East Market Street corridor serve different purposes and provide different uses.

These outreach efforts formed the basis for the plan’s objectives discussed throughout the document. The single overarching theme of the outreach efforts is that the East Market Street Area’s role as a gateway into the historic Downtown. Outreach participants emphasized the importance of planning the East Market Street area to create an attractive gateway into Downtown Leesburg. Given this concept, the planning area has been designated as the Eastern Gateway Area.



## Competing Interests

The Eastern Gateway District currently serves a wide variety of purposes. People live, work, and play there. Many people also use the East Market Street Corridor as a conduit into and out of downtown. Any planning effort needs to recognize all of these functions and the sometimes competing goals of each. Throughout the planning process, a wide range of visions for the future of the corridor were expressed. Some people prefer that the amount of development be limited to what exists today while others envision a future with a bustling area with a variety of businesses, services, and places to recreate. Some people expressed a desire to focus development on the pedestrian environment while others felt that future development was better suited for a suburban, automobile dominate form. Despite these competing interests, this plan has been developed with an emphasis on

“ This plan has been developed with an emphasis on economic development, identifying ways to expand the tax base, lessening the tax burden for residents, and providing new desired amenities for Town Residents.”

economic development, identifying ways to expand the tax base, lessening the tax burden for residents, and providing new desired amenities for Town residents. Much of the rationale for this approach is based on the fact that land in the Eastern Gateway District already has by-right zoning that would allow the area to develop with a wide variety of uses regardless of any comprehensive planning efforts. This Plan attempts to create a new development pattern that provides cohesive development with added benefits to Leesburg residents.

## Current Issues

The current Town Plan designates much of the East Market Street corridor for Regional Office and Community Office. Regional Office use is described as a ‘campus-style, corporate office headquarters’ which is largely an outdated land use concept today. Stakeholders emphasized that the market for traditional campus style office development was almost entirely non-existent. Community Office use is essentially a smaller scale version of Regional Office. Today’s office needs are not focused on centralizing office space into campus-style office headquarters. Instead, most office space currently being leased is located in mixed-use environments. Another trend is that office space is being downsized and decentralized thorough use of practices like teleworking and offsite/remote office locations.

Another issue being addressed through this planning effort is that existing land use does not match the planning land use designation. This has largely resulted from relatively recent land use decisions like Leegate, Lowe’s, Brown’s Car Stores, and the Village at Leesburg. Through this planning effort, recent land use approvals have been recognized in the Plan and the planned land use designations have been updated to reflect a better balance between existing land uses and the long term vision for the corridor. The anticipated land pattern for the next 30 years also anticipates redevelopment within the corridor. As land use trends continue to evolve, the plan should be updated periodically to position the Town in the best possible place to capture new development opportunities.

## Emerging Trends

Creating and maintaining employment opportunities will remain a focus of the Eastern Gateway Area. However, in recent years, the demand for collaborative work space has increased while the need for individual office space has shrunk. With this trend, the office market in Leesburg may be trending toward new start up endeavors and small business development. Collaborative work spaces and shared office environments like We Work and Leesburg Junction are also increasing in popularity. As such, identifying appropriate work space for any such businesses must be an area

Another market trend that Leesburg should capitalize on is business that is best described as a blend of office/clean industrial functions. This type of use may have typical office functions but also has elements of highly technical industrial functionality with a mixture of research and design, assembly, production and/or distribution business components. K2M and EIT, both located in Leesburg, are examples of such business. Increasingly, there is also a trend towards new technology related businesses and the Washington DC area is home to several new technology industry startups. Leesburg's proximity to airports, fiber networks, and a highly educated workforce make it an ideal place for this type of business.

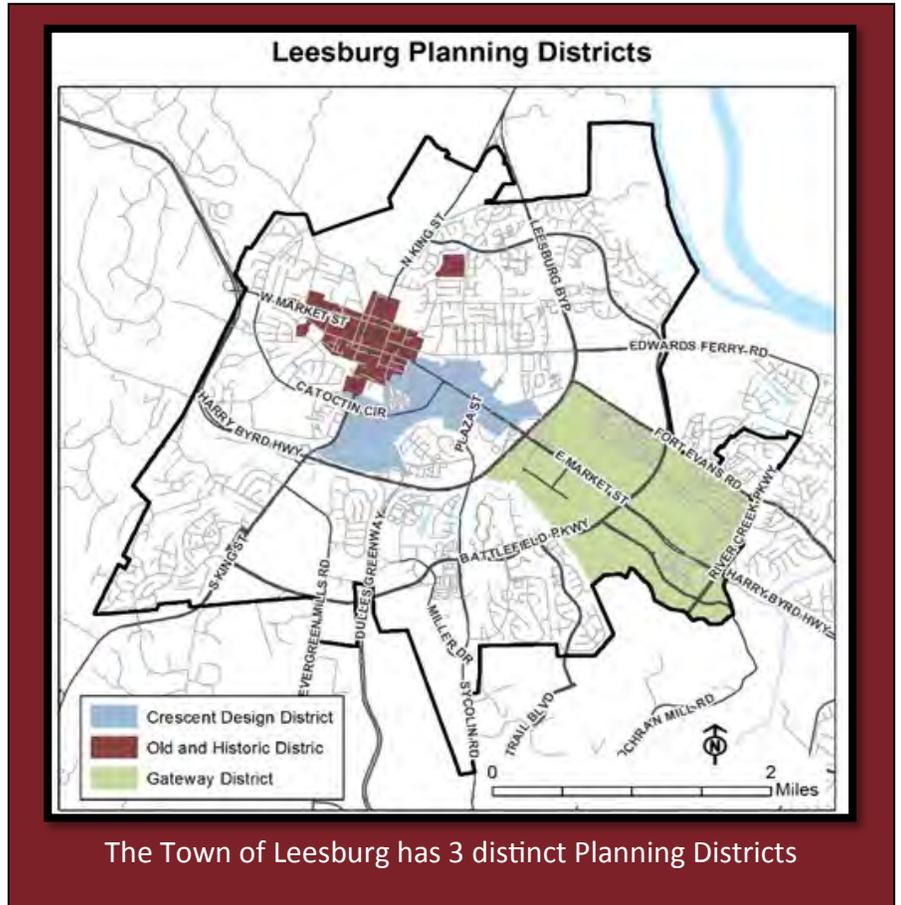
National trends emphasize integration of office with other uses such as residential, retail, entertainment, and civic uses. Highly integrated, walkable, planned development that incorporates all of these uses has been growing in popularity with all segments of population from millennials to empty nester baby boomers. Outreach efforts during the planning process also emphasized a general desire to have more mixed-use communities in Leesburg because of the entertainment and place-making value they provide. This planning process strives to create desirable mixed-use environments and to foster an environment that is favorable to employment generating uses. With the creation of mixed-use development, the Town will provide new residential uses that are most appropriate for Leesburg.

The retail market is also shifting in Loudoun County and throughout the country. Retail is becoming highly competitive and factors like proximity, convenience, and experience are becoming increasingly important. In many cases, brick and mortar stores are suffering with the growth of online retail. Aging shopping centers are often being replaced by destinations that have improved amenities. The newest and most successful retail destinations typically incorporate "experiential" components that provide entertainment value to customers.



## Planning Context

Regardless of how different people use the Eastern Gateway area and what they desire for the land and roads within it, the area serves as a gateway to downtown Leesburg. This point was emphasized throughout the public engagement process. This planning effort focusses on the concept of establishing the Eastern Gateway District as a gateway to downtown Leesburg. The Eastern Gateway District will be one of three distinct planning districts in the Town that are based on Leesburg's long history and the areas of unique character that developed over time. The Old and Historic District comprises some of the oldest development in the Town that attracts people for its unique charm and sense of place. In fact, this area was recognized as Leesburg's greatest strength during the outreach efforts. Surrounding the Old and historic district lies more recent development that occurred beginning in the 1960's including areas along East Market Street inside the bypass. Much of this area is now encompassed in the Crescent Design District which was established in 2013 to consider future redevelopment of this area as buildings begin to age and more favorable land uses are considered. Through this Small Area Plan, the entire East Market Street Corridor within the Town Limits outside the bypass will be considered under specific plan policies that address current development trends while promoting the image of Leesburg's Historic Downtown.



The Town of Leesburg has 3 distinct Planning Districts

# B. EASTERN GATEWAY DISTRICT GOAL & VISION



## B. Eastern Gateway District Goal and Vision

### Goal

The Eastern Gateway District will become a prominent gateway into downtown Leesburg that provides economic development opportunities, enhances the image of Leesburg, serves as great place to live, promotes tourism, and provides services, entertainment, quality open spaces, and other amenities to Town Residents.

### Vision

The Eastern Gateway District will be a place that is easily distinguished from points east because of its architectural character and design that incorporates Leesburg's unique history. Motorists traveling along Route 7 (East Market Street) will be alerted of their arrival into Leesburg by high quality architecture, streetscaping, and landscape treatments. The Eastern Gateway District will be a place where people from the surrounding areas come to work in modern industries and visit for tourism, recreational, and entertainment opportunities. People living in the Eastern Gateway District will have great pride in their community because of its attractiveness and uniqueness.

In order to achieve this vision, the Eastern Gateway District incorporates opportunities for new residential density that is an integral part of mixed use land planning design and development. During the outreach process, many people agreed that some form of residential density or employment uses was a necessary element of a vibrant mixed-use community to put "feet on the street" and create a community that can support new restaurants and shops.

### Guiding Principles

A series of guiding principles were developed for the Eastern Gateway District based on public input, comments from stakeholders, and the results of research and studies conducted during the planning process. These principles form the framework for more specific policies in the Small Area Plan. Each legislative application (such as a rezoning or special exception request) that comes before the Town in the Eastern Gateway District should consider and address these principles and the extent to which the application can reasonably conform to these principles.

- 1. New Mixed-Use Neighborhoods:** The Town seeks to create significant new employment opportunities and explore methods to enhance tourism. Recent trends and case studies demonstrate that walkable mixed-use neighborhoods like the Village at Leesburg, Reston Town Center, and the Mosaic District provide some of the best opportunities to create employment under current market conditions and attract visitors. This type of neighborhood and key design elements should be incorporated in areas designated for mixed-use and considered where feasible in other parts of the Gateway District.
- 2. Technology and Employment Park:** The Town will maintain the viability of land in the southwest quadrant for a technology and employment park. This area is intended to remain one of the primary employment areas in Leesburg. The intent of the Technology and Employment area is to allow for existing and traditional light industrial uses to remain while also allowing for innovative new uses.

3. **Facility Needs:** Community facilities including parks and open space, event spaces, transit facilities, and community gathering spaces benefit the community and contribute to a sense of place. The Town will partner with the development community and provide incentives for development that provides beneficial new facilities. New development should also mitigate its impacts on community facilities.
4. **Walkability:** Enhance walkability and bicycle access throughout the Gateway District as appropriate and create and maintain safe pedestrian and bicycle connections across Route 7, Route 15, and Battlefield Parkway.
5. **Design:** Good design is important to Leesburg residents and property owners. Leesburg takes pride in its community and especially in the Historic Downtown. New development should incorporate high quality architecture, streetscaping and landscaping that reflects and enhances Leesburg's traditional character.
6. **Connectivity:** Roadways should be designed and built to maximize connectivity into and within the study area. The number of roadway connections should be maximized and roads should accommodate multi-modal transportation. Congestion and opportunities for transit options will be carefully considered.
7. **Recognize as-built conditions:** The Town will reconsider planned land use designations for recently approved development to ensure viability of these uses and minimize future compatibility issues.
8. **Economic Development Tools:** Proposals that include use of economic development tools including incentives and special financing will be considered as a key means to help the Town achieve its vision for the Eastern Gateway District.
9. **Housing:** New residential development will provide housing that limits new demands on Town services while providing attractive and affordable options to the local workforce and young professionals.
10. **Tourism:** Tourism is recognized as a key component of Leesburg's economy. The Town will explore new ways to promote tourism and make the Town a desirable place to visit.



# C. EASTERN GATEWAY DISTRICT POLICIES



## C. Eastern Gateway District Policies

### Overall Planning Objectives

The overall intent of the Eastern Gateway District is to promote new development that increases economic development and minimizes the tax burden on existing residents. At the same time, the Eastern Gateway District provides an opportunity to enhance the aesthetic of the Route 7 Corridor and make it an attractive gateway into Leesburg's Historic Downtown. A key premise of this planning document is recognition of the fact that the potential for green field development opportunities is limited to a few specific areas. As such, some policies and overall objectives, particularly those focused on streetscape design, housing, and transportation may not directly apply to all parts of the Eastern Gateway District. Instead, these policies are primarily pertinent for new development on the few remaining large tracts of land and those where redevelopment may occur.

#### **Objective 1. Improve the Visual Appearance of the Route 7.**

- a. Create a streetscape plan that considers new landscaping and other design elements that create a unique and highly attractive entrance to the Town's eastern gateway.

#### **Objective 2. Improve the function of the Eastern Corporate Limit Line as a visual gateway into Leesburg**

- a. Create an area of enhanced landscaping at the River Creek Parkway/Crosstrail Boulevard bridge.
- b. Improve gateway and entry signage at the Town Line.

#### **Objective 3. Recognize Leesburg's historic downtown as the Town's greatest strength and provide new development that builds upon the historic character of downtown Leesburg.**

#### **Objective 4. Provide a unique sense of place in the Eastern Gateway Area that is distinguished from other parts of the Northern Virginia region by high quality architecture, landscaping, and amenities.**

#### **Objective 5. Allow a range of land use and development types with the intent of maximizing economic development opportunities in the Town.**

#### **Objective 6. Reduce traffic congestion for those vehicles either entering Town or exiting to the Bypass.**

### Land Use

The land uses that will be allowed in the Eastern Gateway District are intended to achieve the vision of providing an attractive gateway into downtown Leesburg while also providing economic development opportunities. The Eastern Gateway District considers a diverse range of land uses and community types to put Leesburg into a position where it can better attract different types of businesses. The Small Area Plan is specifically intended to promote development of new mixed-use neighborhoods that provide desired amenities for residents and create a desirable environment for employment uses. However, since different businesses succeed under different conditions, some portions of the Eastern Gateway District will allow for uses that are considered less compatible with mixed-use development and residential uses. Some areas will be focused on auto-oriented uses while others will be focused on pedestrian-oriented uses and some areas will be afforded increased flexibility to fit the needs of a particular business.

- Objective 1.** Amend the Town Plan with new Planned Land Use Categories to achieve the desired land use vision.
- Objective 2.** Allow a diverse range of land uses in the Eastern Gateway District making it a place where it is possible to live, work, play and have easy access to facilities, goods and services.
- Objective 3.** Provide for a range of housing types that are needed in the Town including workforce housing, housing with smaller units, housing to support empty nesters, and housing that is suitable for people that are just entering the workforce.
- Objective 4.** Provide flexibility in reviewing specific land use proposals that can enhance the economic base of the Town and generate tax revenue.
- Objective 5.** Consider tourism related uses including uses that build off of Loudoun County’s rural economy and Leesburg’s historic downtown.

## Design

Planning in the Eastern Gateway District will rely on a holistic approach that considers building design, site design, and streetscape design. While generic guidance demonstrating the overall vision is provided below, additional Town design guidelines should be developed to more clearly articulate specific design details that are desirable in the Eastern Gateway District. All of these elements should be considered and evaluated as plans for development and redevelopment are prepared in the Eastern Gateway District.

Applications should also address the multiple facets of sustainability related to a development proposal including building architecture, interior fit-up, site design, and technology. Examples of items that should be addressed in consideration of project design and sustainability include:

Building Design: High quality building materials are preferred. Building designs should make use of imitation materials in only limited circumstances where they are demonstrated to provide improved design, efficiency, or environmental benefit. Building designers should aim to provide “green buildings” that are able to meet the requirements of LEED certification, Energy Star, National Green Building Standard, and/or other similar certification standards.

4-Sided Architecture: All buildings should make use of 4-sided architecture with special attention paid to any facades that are visible from any public areas subject to high traffic.

Character: Building designs should emphasize compatibility with Leesburg’s character. Corporate designs and trademark architecture should be avoided or adapted to Leesburg’s Character.

Site Design: Special attention should be given to site design that enhances the public and pedestrian experience. Sites should be planned with multiple areas for trees, benches, walkways, bike racks, etc.

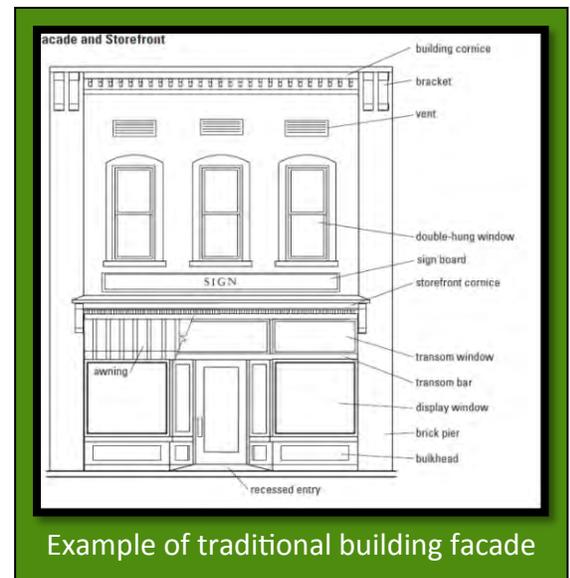
**Technology:** Development and Redevelopment in the Eastern Gateway District should make use of available technologies that demonstrate a commitment to innovation. A range of emerging building technologies like smart appliances, smart meters, and other energy saving features are desired. Site design should also be easily adaptable to consider emerging transportation technologies and “smart city” technologies.

## Architectural Design

Throughout the process of developing the Eastern Gateway District Small Area Plan, architectural design has been an ongoing topic of discussion. Community input confirms that architectural design is important to Town residents and most believe that new development should reflect Leesburg’s traditional character. The Town has developed basic guidance for architectural design in this document and will continue to refine design guidance as policies with ongoing efforts.

### Objective 1. Develop all new structures to reflect and respect the historic character of Leesburg.

- a. Use building materials such as brick, stone, lap siding.
- b. Avoid unarticulated boxes with flat roofs and incorporate features like gables, parapets, bays, porticos.
- c. Buildings over 2-stories in height should have first floors that are taller in height and faced with different materials than the remainder of the building.
- d. The building massing should employ techniques that decrease perceived size and create a human scale.



Example of traditional building facade

### Objective 2. Ensure that standard corporate building designs are adjusted to better reflect Leesburg’s Historic Character.

### Objective 3. Provide four sided architectural character to minimize blank walls and maintain a high quality appearance throughout the Eastern Gateway District.

### Objective 4. Ensure that all new primary building facades use a traditional 3-part architectural approach that includes a foundation treatment (bottom), storefront or midsection, and entablature (top).

### Objective 5. Recognize the character and functions within each quadrant of the Eastern Gateway District and develop design guidelines as appropriate.

### Objective 6. Consider architectural designs that allow building uses to evolve over time.



Blank Walls and repetitious architecture should be avoided.

## Example of Compatible Architectural Character



1. Traditional roof forms
2. Use of intersecting gables, dormers, chimneys, and varied rooflines to break up mass of roof
3. Mix of traditional materials to articulate large facades
4. Projecting/recessed bays to create visual interest
5. Creates illusion of multiple smaller buildings rather than one large expanse

## Example of Compatible Architectural Character



1. Mix of traditional and contemporary forms that draw on Leesburg's historic character
2. Variety of roof forms and projecting bays create visual interest, break up the massing of large multi-block length structures
3. Facades are well articulated with glazing, awnings, projecting/recessed bays, balconies
4. Mix of traditional and contemporary materials

## Example of Compatible Architectural Character



1. Traditional roof forms (gable roof/hipped roof, intersecting gables) and traditional detailing (dormers, cornice, porch)
2. Well-articulated facades—visual interest, larger massing is broken up with projecting bays, porch details, recessed entries, dormers
3. Mix of traditional materials including brick, stone, lap siding, and standing seam metal roof
4. Residential form consistent with Leesburg Downtown
5. Traditional fenestration—balanced, ratio of solids to voids, smaller windows on upper stories.

## Example of Compatible Architectural Character



1. Traditional forms and details (gable roofs, arched storefront windows)
2. Projecting/recessed bays break up the large massing
3. Mix of traditional materials creates visual interest and provides façade articulations
4. Traditional ground floor storefronts with large display windows, awnings, and attractive entries

## Example of Compatible Architectural Character



1. Gabled Roof
2. 4 sided architecture
3. Traditional materials
4. Fenestration reflects traditional ratio of solids to voids
5. Landscape incorporated into overall design

## Example of Incompatible Architectural Character



1. Excessive use of windows and glazing with non-traditional placement of windows
2. Overly contemporary design that lacks relationship to Leesburg's historic character
3. Lack of any traditional roof form elements such as gables, parapets, bays, porticos
4. Minimal use of traditional materials, relies more heavily on contemporary materials (metal, concrete, and glass)

## Streetscape and Site Design

The streetscape and block design of a community have a major impact on the way it functions and the way it looks to customers, residents, and tourists. Throughout the process of developing the Eastern Gateway District Small Area Plan, people stressed the importance of making sure the area is visually appealing. The design of roadways also dictates how transportation along those roadways can occur and the extent to which mobility options exist. Many roads in the Eastern Gateway District have already been constructed and development has occurred along those roadways. However, to the extent new development and redevelopment occur in the Eastern Gateway District, they should implement a more urban form from that encourages pedestrian activity and enhances mobility while providing an aesthetically pleasing landscape.

## Example of Incompatible Architectural Character



1. Large expanses of contemporary materials (EFIS)
2. Overly exaggerated cornice detail is heavy and visually incongruent with building
3. Lacks visual interest due to limited and repetitious color/material pallet
4. Lack of building articulation due to minimal projection of brick piers
5. Lack of traditional roof design elements

## Example of Incompatible Architectural Character

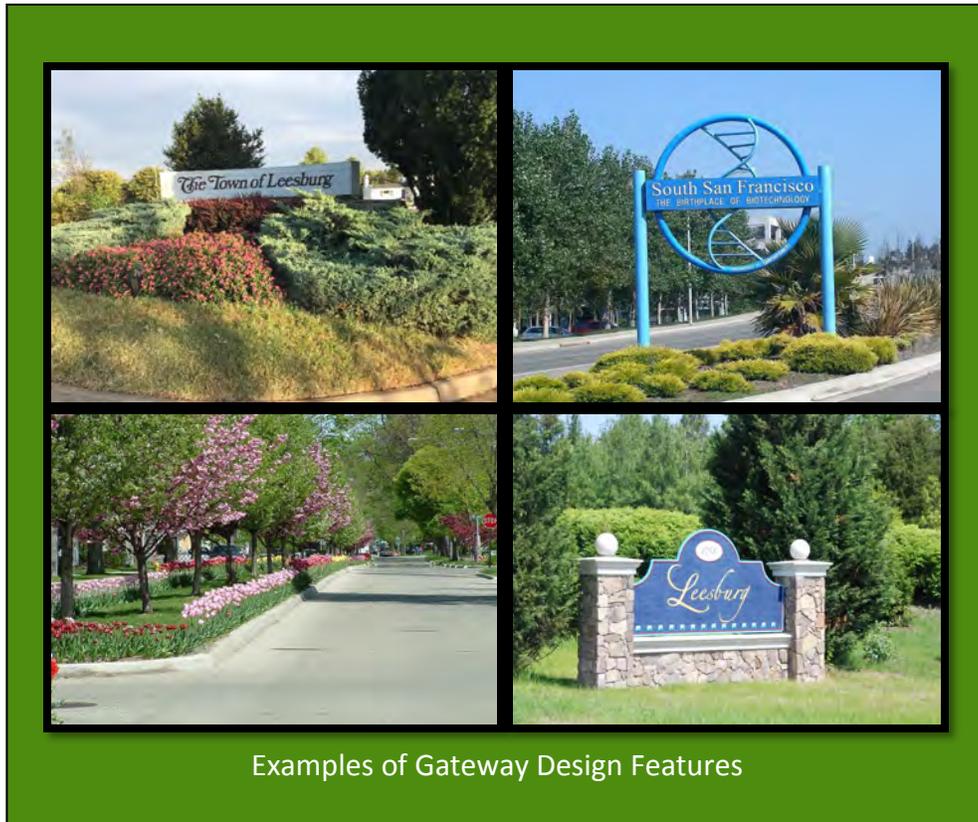


1. Overly contemporary appearance
2. Non-traditional materials
3. Non-traditional color pallet
4. Repetitious design over large façade expanse
5. Lack of design elements that reflect Leesburg's historic character

**Objective 1. Develop strategically placed landscape areas along the East Market Street Corridor to signify arrival into a unique place, to create a positive and attractive image for the corridor, and to create a prominent gateway for traffic as it enters into Downtown Leesburg.**



- a. Develop Gateway Landscape features throughout the Eastern Gateway District and specifically in locations shown on the Gateway Design Features Map. Gateway Landscape features may include flower gardens, monument signs, fountains, and public art.



- b. Create Gateway Landscaping which includes design features like regularly spaced trees, structures, or decorations along key corridors.



- c. Provide enhanced architectural treatment for key intersections where new development occurs. The enhanced architectural treatment should include elements like four-sided architecture, iconic building design, buildings with minimal setbacks, and an avoidance of blank walls to the extent practical.

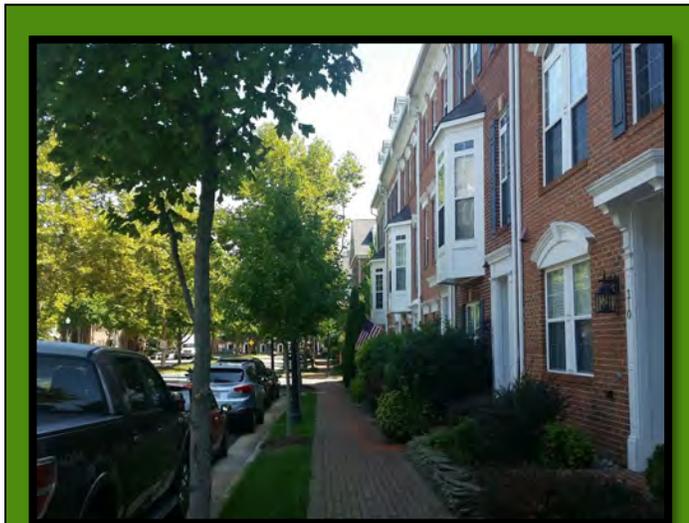
**Objective 2.** Design and retrofit neighborhood roadways in the Eastern Gateway District to make them complete streets that offer mobility for all modes of transportation.

**Objective 3.** Design new roadways in neighborhoods with on-street parking to create a buffer between pedestrian and vehicular traffic and to help satisfy parking needs.

**Objective 4.** Provide new development that has a distinct block edge that defines and enhances the public realm.



Complete Streets incorporate options for all modes of transportation.



On-street parking provides a buffer between cars and pedestrians and makes an area feel safer to walk.



A consistent block edge enhances the neighborhood and Main Street feeling of a community.

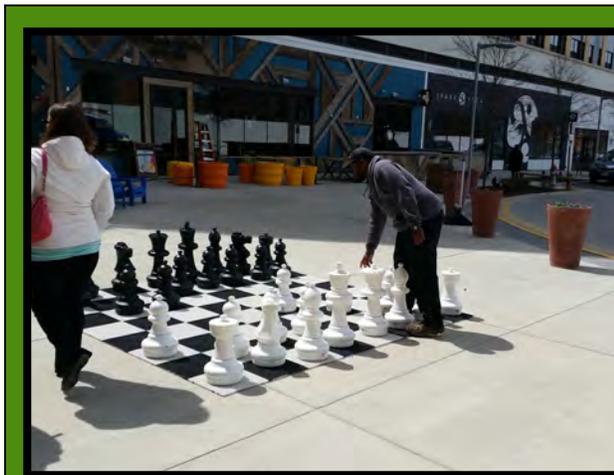
**Objective 5.** Consider guidance in the Virginia Department of Rail and Public Transportation Multimodal System Design Guidelines when considering Roadway and Streetscape Designs.

**Objective 6.** Design new roadways to provide safe and attractive pedestrian routes and encourage pedestrian activity.

- a. Provide amenities to enhance the pedestrian experience along sidewalks including street furnishings, pocket parks, planting areas, pedestrian level window displays, and pedestrian scale lighting.
- b. Enhance the pedestrian experience by providing pedestrian scale features in public areas. These features may include elements like public art, landscaping, benches, trash cans, bike racks, bus shelters, light fixtures, and curb and pavement treatments.
- c. Design primary roadways to provide an active street frontage with pedestrian-scaled architecture, regular building entrances, public gathering spaces, and other unique design features.



Abundant small open spaces or pocket parks should be provided throughout new development.



Examples of pedestrian scale features that should be included in new development.



Crosswalks should be designed to be safe and highly visible and lengths should be minimized with features like bump-outs and pedestrian refuges.

- d. Avoid designs and streetscapes that discourage pedestrian activity such as buildings with blank walls, dark roads, a lack of amenities, and unbuffered high-speed vehicular traffic.
- e. Provide safe pedestrian crossings for all roads in the Eastern Gateway District and include design elements such as medians, mid-block crossings, pedestrian refuges, bump outs, and decorative pavements wherever allowable and feasible.

**Objective 7. Locate parking, service and loading areas away from public view corridors.**



Service areas, garages, and utility features should be located away from primary public corridors.

**Objective 8. Legislative applications should include graphical depictions that demonstrate conformance to Streetscape Policies where applicable. Suitable graphical depictions may include a combination of building elevations, sketches, renderings, landscape plans, or similar work products that provide an appropriate commitment to the desired design elements.**

## Housing

While additional residential development is not intended to be the focus of new development in the Eastern Gateway District, it is recognized as a key component of the type of mixed-use development that is desired for the Eastern Gateway area. In addition, the Town can be better positioned to capture new economic development opportunities by having housing options that cater to all parts of the workforce and income levels.

The type of housing options provided in the community have a major impact on who lives in the community, the level of services the Town and County must provide, and the type of retail amenities that can be supported by the community. During public outreach efforts conducted for this Small Area Plan, concerns were expressed about the lack of affordable housing options in Leesburg. Concerns that were raised included the inability for people that grew up in Leesburg to find housing they could afford when they entered the workforce and the inability of some businesses to attract employees since those employees could not afford to live in Leesburg. Another concern is that businesses may choose not to locate in Leesburg because housing for their employees is not available.

Research and studies of other communities has shown that young professionals often favor smaller housing units, but in communities that provide a wide range of common space and amenities. These amenities can include game rooms, theatres, pools, exercise rooms, rooftop gardens, and similar features. The overall intent behind these amenities is to provide people an opportunity to socialize and meet their neighbors. By providing the amenities on site, the Town will realize the added benefit of reduced demands for community facilities like Ida Lee Park. Another anticipated benefit is that many young professionals will choose to spend their income in local shops and restaurants.

**Objective 1. Provide a mix of housing types that are attainable and desirable to all levels of the workforce.**

**Objective 2. Encourage housing types that are desirable to current and future residents seeking affordability and a wide range of community amenities in an urban setting.**



Examples of housing types and living experiences that are encouraged.

- a. Encourage a wide range of community amenities like outdoor recreation areas, party rooms, and theatre rooms.

**Objective 3. Encourage housing types that provide smaller unit sizes and that provide desirable types of living accommodations that are currently less common in Leesburg and the surrounding area.**

- a. Multi-family housing products with average square footage of 700 - 1,000 square feet per unit or less, are encouraged.
- b. Encourage additional housing types and sizes for which there is an unmet need in Leesburg.
- c. Encourage housing types that have a lesser tax burden on the Town. That is, housing types that have a comparatively low ratio of Town services needed to taxes paid.



New Housing in the Eastern Gateway District should provide a wide range of amenities to residents like common open spaces.

**Objective 4. Provide housing opportunities for residents seeking more urban experiences by maximizing walkability to shops and restaurants, providing bicycle infrastructure, and developing a robust transit network.**



Housing that provides a more urban-style living experience is encouraged.

**Objective 5. Consider incentives for developers that address unmet housing needs. Incentives may include density bonuses, fee waivers, and infrastructure assistance.**

## Transportation

The Eastern Gateway District currently must meet a wide variety of transportation needs. The area currently accommodates significant volumes of traffic flowing along Route 7 as well as local traffic through existing neighborhoods. Route 7 has been planned as a limited access highway for decades and currently carries over 50,000 vehicle trips per day. Bicycle and Pedestrian accommodations along Route 7 are generally not feasible but a network of sidewalks and trails in adjacent areas is used to accommodate pedestrian and bicycle activity. The vision for the transportation system considers a robust multi-modal transportation network that gives residents employees, and visitors several desirable choices to travel within the Eastern Gateway District and to nearby areas. Achieving this vision will require improvements to the existing sidewalk and trail network, new roadways, roadway improvements, and enhancements to the transit system. In addition, new development will require an increased focus on accommodating multi-modal transportation through design. In an effort to minimize demands on vehicular transportation and the existing roadway network, new development should also identify ways to encourage alternative modes of transportation and make use of those alternative modes a desirable choice.

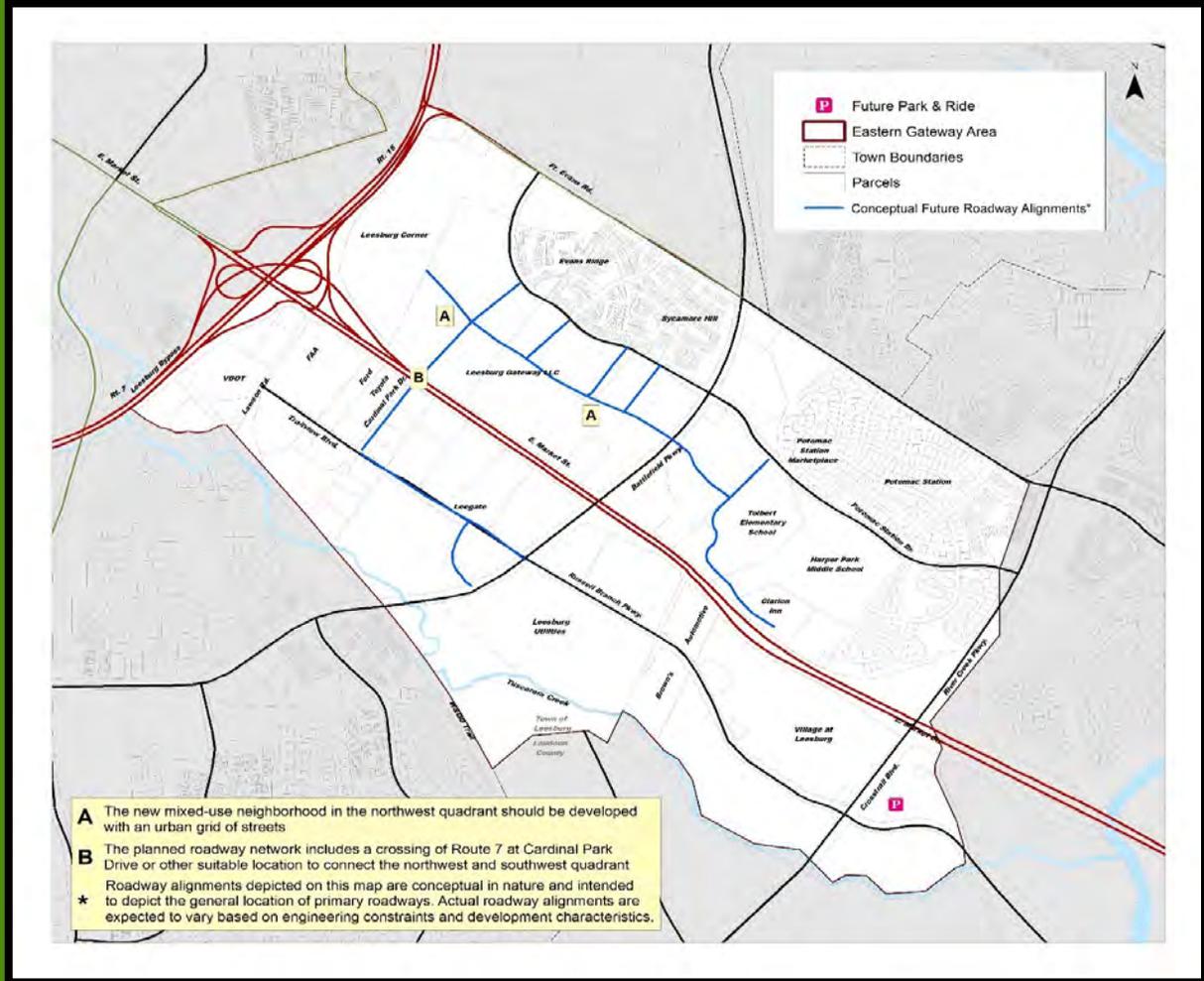
### **Objective 1. Enhance connectivity into and within the Eastern Gateway District to provide better circulation for vehicles, bicyclists, and pedestrians**

- a. Construct a new overpass between the southwest and northwest quadrants.
- b. Encourage the creation of bike lanes and trails throughout the Eastern Gateway District.
- c. Encourage a new network of roads in the northwest quadrant that generally achieves the concept of an urban grid that evenly disperses traffic and avoids cul-de-sacs.
- d. Encourage development of a new road through the Market Place at Potomac Station (between Giant and Best Buy) to provide additional access and connectivity to properties fronting along Route 7 that will lose access when the Battlefield Parkway Interchange is constructed.
- e. Explore the potential to create a new frontage road along Route 7 to provide alternative access to the Clarion Inn Hotel.

### **Objective 2. Maximize interconnectivity between parcels and create pedestrian and vehicular connections wherever they can improve connectivity in the Eastern Gateway District.**



Existing Route 7 in Leesburg



Eastern Gateway District Planned Roadway Network Map

**Objective 3. Improve direct sidewalk and trail connectivity between different neighborhoods and developments.**

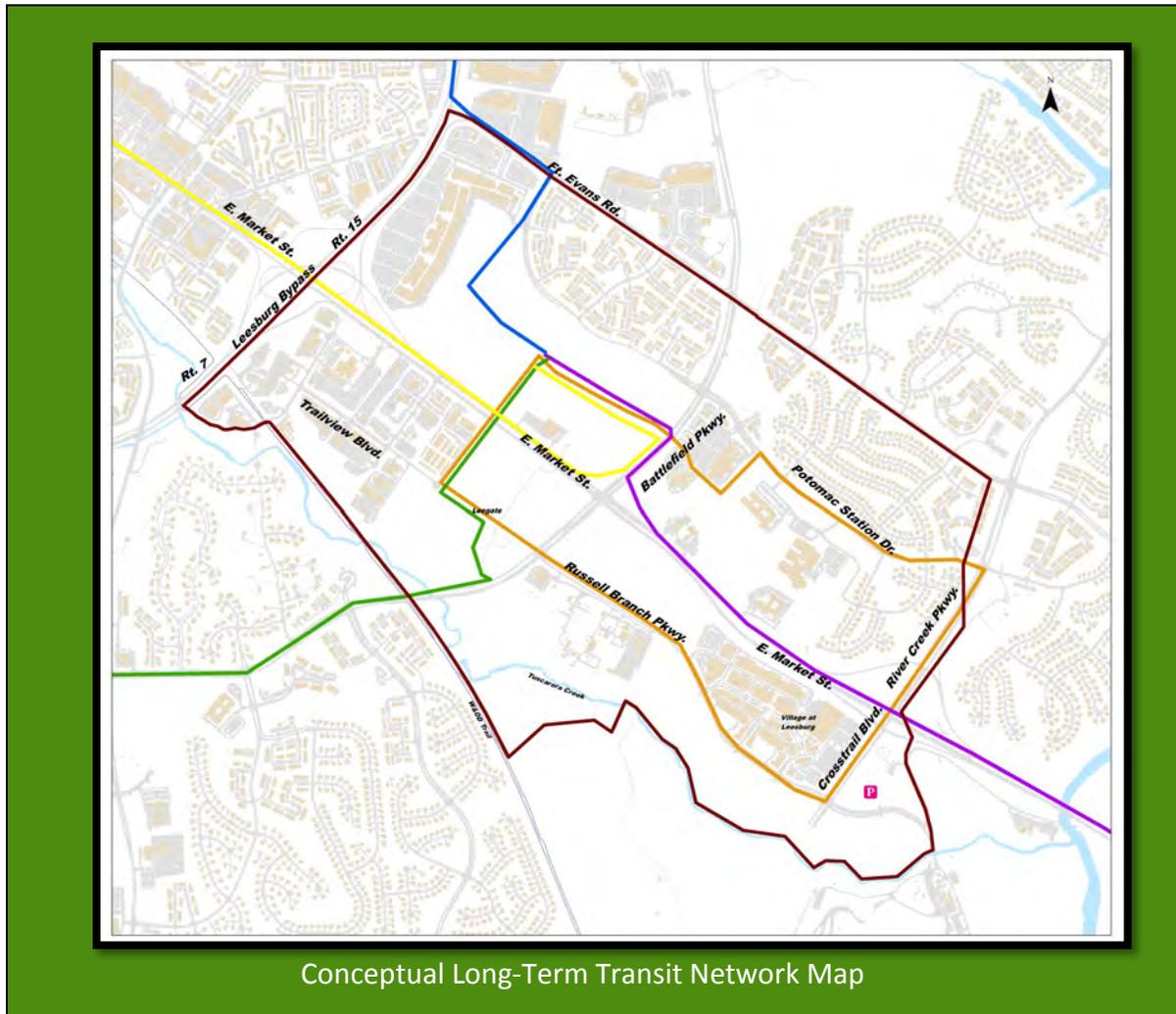
- a. Encourage connections between the outlet mall and any new development to the east.
- b. Encourage connections between the Potomac Station Marketplace and adjacent residential development.



Gaps in the sidewalk network should be identified and filled to enhance connectivity.



**Objective 7.** Develop the Leesburg Gateway Property in a manner that allows it to serve as a transit hub that provides connectivity between the Eastern Gateway Area, the downtown area, Regional Retail locations, the Leesburg Airport area, Metro, and other parts of eastern Loudoun County as shown in the Conceptual Transit Network Map.



**Objective 8.** Encourage enhanced connectivity and efficiency of the transit network.

- a. Ensure that all applications for new development appropriately consider potential transit routes and can accommodate transit infrastructure where appropriate.
- b. Regularly work with Loudoun County Transit to update transit routes as new development comes online.

## Natural Resources

A significant amount of public input stressed the importance of natural resources in the Eastern Gateway District and providing undeveloped land to serve as natural habitat. Wherever possible, new development should provide areas of higher densities to make preservation of land on other parts of a site more viable. The Eastern Gateway District should be developed as an area to be known for environmental stewardship and as an area that helps the Town achieve State requirements.

**Objective 1. Development should be planned, designed and built as sustainable to better achieve Town environmental objectives, state mandates, and provide model examples of environmental stewardship.**

- a. To the extent practical, use a Green Infrastructure approach to site design and development to minimize impervious surface, preserve and/or establish native vegetation.
- b. To the extent practical replicate pre-development hydrology.
- c. Consider best practices of the industry as established in programs such as Leadership in Energy and Environmental Design (LEED), Sustainable Sites Initiative (SITES), Living Building Challenge, and One Planet Communities to site development and building design.
- d. Consider and incorporate to the extent practical roads that are designed and built as “Complete Green Streets” providing for pedestrian, bicycle, and vehicle driver safety while mitigating the environmental effects of roads through a stormwater management approach that incorporates bioretention, landscaping, street trees, and engineered systems such as permeable pavement.
- e. Where practical re-purpose buildings as opposed to constructing new ones. Redevelop existing structures with renewable energy systems, water conservation, natural daylight, and similar green building techniques.



**Objective 2. Ensure that environmental quality is maintained as all new development occurs.**

- a. Conserve and restore open space and natural resources to increase resiliency and biological integrity of the native ecosystem while mitigating air quality degradation.
- b. Identify strategies to minimize waste generation and increase reuse and recycling to conserve resources.

**Objective 3. Identify opportunities for community engagement in improving environmental quality and encouraging programs and protecting natural resources.**



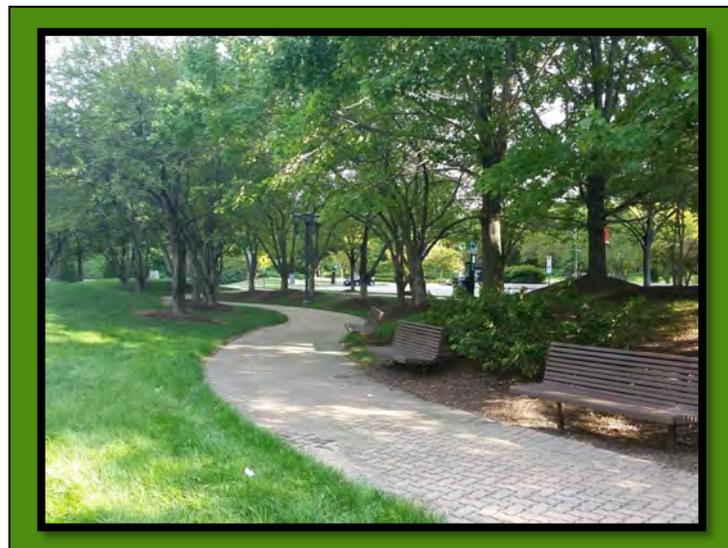
Opportunities for community engagement and participation in environmental programs is encouraged with new development.

## Parks, Recreation, and Community Facilities

Public comment received throughout development of the Small Area Plan emphasized the need for passive park amenities and open spaces. Several comments also spoke to the importance of maintaining land for conservation purposes. Given this desire and need, the Town will strive to identify land in the Eastern Gateway area that is suitable for conservation. The Eastern Gateway District Small Area Plan encourages areas of higher density so that large open space amenities can be accommodated. In addition, the type of new development that is called for by the Small Area Plan is expected to attract people seeking a more urban environment. As such, appropriate active recreation amenities should also be included with new development to give future residents active recreation opportunities.

**Objective 1. Provide new parkland and open space to offset the demand from new residents.**

- a. New development in mixed-use areas should include a contiguous area of publically accessible open space that provides an undeveloped park like character. These areas would typically include trails, ponds, streams, and wetland areas.





Examples of undeveloped land that should be included with mixed-use neighborhoods.

- b. Appropriate small scale active park amenities like trails, picnic areas, fountains, tot lots, playgrounds, and dog parks should be located throughout new development areas.



Examples of small scale active park amenities.

- c. Large scale active park and recreation amenities like ball fields, basketball courts, tennis courts, skating rinks, disc golf courses, and skate board parks should be considered and incorporated into new development areas as appropriate based on community needs.



Examples of large scale active park amenities.

- d. Provide small open space areas or pocket parks throughout new mixed-use areas to give all future residents, employees, and visitors abundant access to nearby areas for recreation and relaxation.



Examples of small open spaces and pocket parks.

- e. Coordinate with the department of parks and recreation to determine the need for any specific facilities that can be located in the Eastern Gateway District.

**Objective 2. Work with appropriate agencies and departments to identify the need for any new infrastructure and community facilities to support future development.**

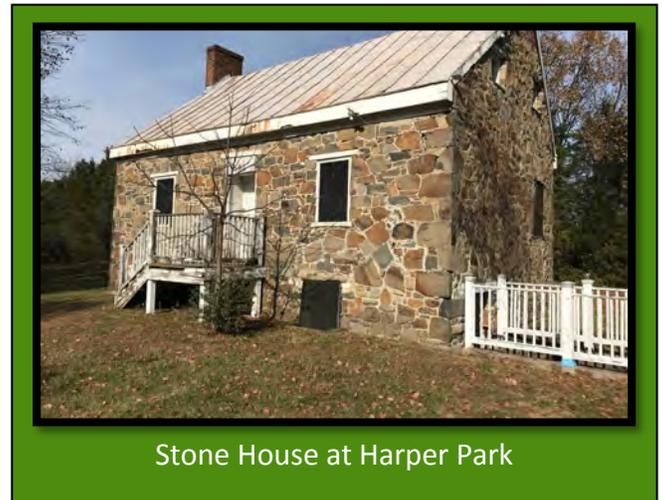
- a. Ensure that appropriate utility infrastructure exists to support new development.
- b. Work with individual Town departments to identify facilities that can be incorporated into new development.
- c. Incorporate community facilities into development proposals such as youth, teen, and senior centers as well other community gathering areas.
- d. Ensure appropriate capacity of community facilities such as schools prior to approving new residential development.
- d. Coordinate with Loudoun County schools to identify future school infrastructure needs and ensure that all new development can mitigate additional demands on those facilities.
- e. Identify appropriate future school sites near new residential development if deemed necessary.
- f. Ensure that all new school facilities are built consistent with applicable architectural and site design guidelines.

## Heritage Resources

Heritage resources help to define a community and contribute to it giving it its own identity. The Town has several specific programs aimed at preserving these resources and the overall historic character. This Small Area Plan is intended to work in conjunction with the overall Town Plan and any overall policies or initiatives that may be applied in the future.

**Objective 1. Encourage preservation and enhancement of Heritage Resources in the Eastern Gateway District**

- a. Evaluate opportunities to increase access and awareness to Heritage Resources in the Eastern Gateway District.
- b. Ensure protection of Heritage resources in the Eastern Gateway Area including Carradoc Hall and the Stone House at Harper Park.



## Economic Development

The Town of Leesburg is committed to expanding the tax base, minimizing the tax burden on its residents, and creating jobs for residents. In an effort to do so, the Town seeks to enhance economic development opportunities in the Eastern Gateway District. A key component of fostering an environment that is conducive to such economic development is creating a collaborative atmosphere and good working relationship with the private sector. The Town be proactive in working with the private sector to identify new economic development opportunities and will establish processes to ensure that all new and innovative ideas can be thoughtfully considered.

**Objective 1. Work collaboratively with land owners and members of the development community to enhance economic development opportunities.**

- a. Work with the private sector to continuously identify new opportunities as business markets evolve over time.

**Objective 2. Identify opportunities for public private partnerships.**

- a. Entertain proposals from the development community for any public private partnership ideas that are proposed.
- b. Establish a process for evaluating public partnership ideas and presenting them to the Town Council for action.

**Objective 3. Consider public investments that can lead to financial returns and promote economic development.**

- a. Create a list of potential transportation, infrastructure, utility, or other improvements that facilitate economic development.
- b. Create a process where property owners and residents can suggest public investments to be considered.

**Objective 4. Consider any opportunities for grant funding that can promote economic development.**



The Town will consider a wide range of potential public investments that can contribute to increased economic development potential.

## Development Process Objectives

The Town desires to have a land development process that can efficiently achieve the overall vision as expressed in this Small Area Plan. There are additional efforts subsequent to adoption of this Plan that must be taken to help implement it. The Town must ensure that Zoning Ordinance and other regulatory documents enable the type of development that is desired and make any necessary changes. Furthermore, the private sector will be a partner with the Town in implementing the vision of this Small Area Plan. As such, the Town will continue working with stakeholders and development community to get feedback and identify any challenges that may inhibit achieving the Town's Goals. The policies below represent a collection of ideas and possible strategies that can improve the development process.

**Objective 1. The Town will work towards creating a Zoning Ordinance consistent with the guidance in this plan to achieve the desired land development pattern.**

**Objective 2. The Town will identify and make changes to the Zoning Ordinance and Design and Construction Standards Manual (DCSM) as necessary to ensure that the land development pattern articulated in this plan is achievable in the short term.**

- a. Develop a standard process to amend the zoning ordinance to add new desirable uses as new ideas are presented or provide flexibility in permitted use categories to ensure that compatible uses are not unintentionally precluded.
- b. Work with the development community and hold input meetings to identify sections of the Zoning Ordinance and DCSM that have presented constraints to reasonable types of development.
- c. Ensure that required parking standards are consistent with the desired character of new development in the Eastern Gateway District.
- d. Establish an internal review committee to review zoning regulations that currently apply to the Eastern Gateway District and suggest changes necessary to implement the Small Area Plan.
- e. Ensure that any uses that are consistent with the intent of the Eastern Gateway District Small Area Plan are permitted, at least by special exception.
- f. Create a process where any desirable new uses or combination of uses not currently permitted by the Zoning Ordinance can be reviewed and considered for incorporation in the Zoning Ordinance in a timely fashion.

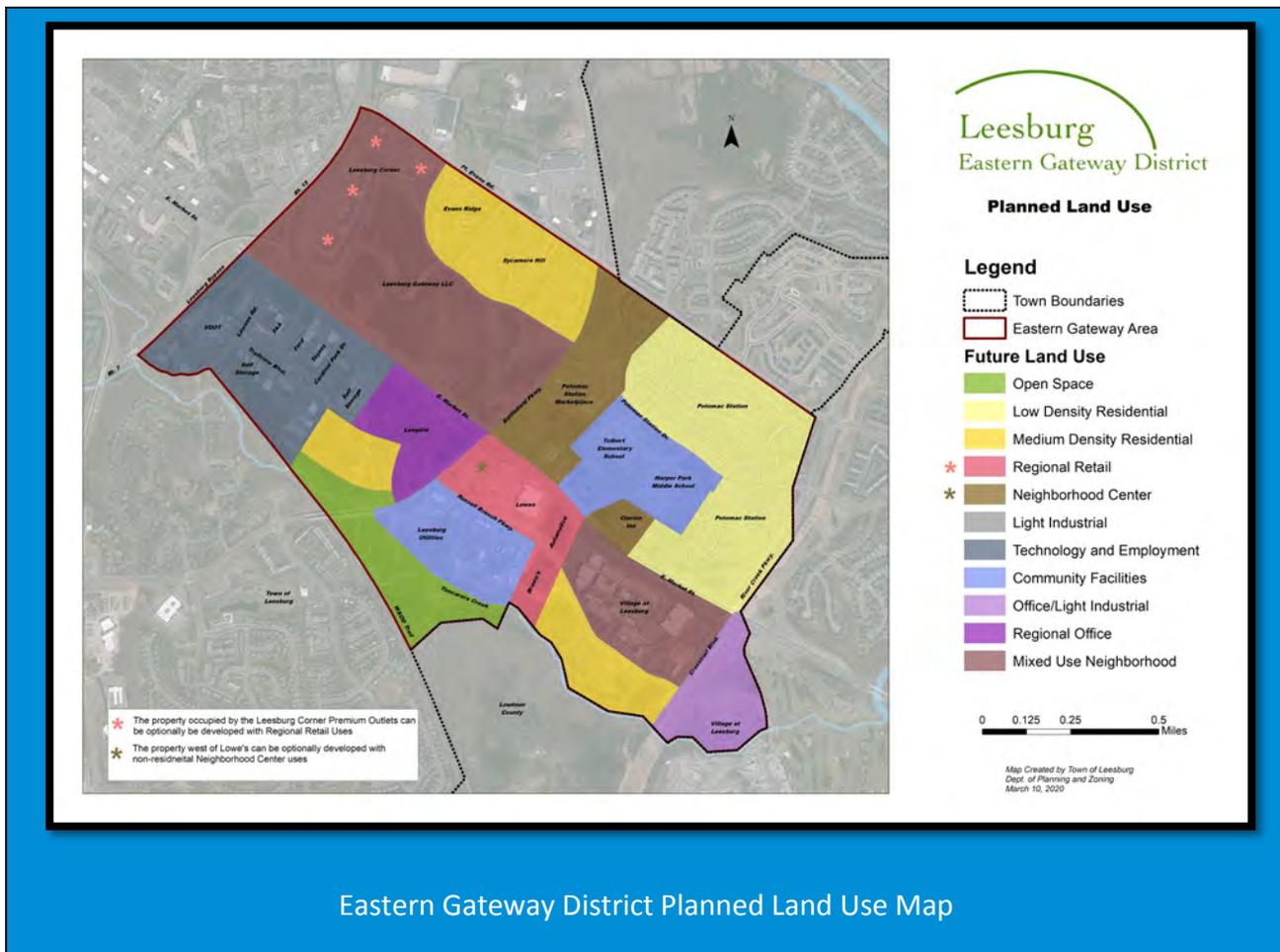
**Objective 3. Consider creating a new type of application that provides for faster administrative approvals of non-residential uses in the area planned for Technology and Employment.**

# D. EASTERN GATEWAY DISTRICT LAND USE CATEGORIES



## D. Eastern Gateway District Land Use Categories

The planned land use in the Eastern Gateway District is based on the overall Town Plan Planned Land Use Policy Map as revised through adoption of the Eastern Gateway District Small Area Plan. To recognize unique conditions in the Eastern Gateway Area, two new land use categories are being added to the Town Plan. The first category is “Technology and Employment” and the Second Category is “Mixed-Use Neighborhood”. Specific policy guidance for each of these categories is provided below.



The Eastern Gateway District Planned Land Use Map is intended to accomplish several things. First, the planned land use designations are intended to prevent incompatible uses from developing next to one another. Specifically, the Eastern Gateway District includes several residential neighborhoods that should be protected from incompatible uses. Likewise, the Planned Land Use map prevents new residential development from being located in areas where it may be adversely affected by more intensive uses.

Second, the Planned Land Use Map aims to rectify conflicts between existing and approved land uses and planned land uses that previously covered those sites. For example, the recently built Lowe’s is planned “Regional Office” when it and surrounding uses are in fact more reflective of the “Regional Retail” designation. The planned land use

designations are also intended to consider what may reasonably happen over the next 30 years. These designations should be reconsidered over time as redevelopment opportunities arise.

Lastly, the Planned Land Use Map attempts to provide land use designations that balance a long term vision with current market conditions and development trends. An overall goal of the Eastern Gateway District is to provide opportunities for economic development and realization of tax revenues from non-residential uses. To achieve this, the Plan designates land for uses that can realistically be developed in the near term based on current market conditions.

## Technology and Employment

The Technology and Employment area is intended to be a flexible land use designation that provides a range of opportunities for employment and tax generating uses. This designation generally

“ The Technology and Employment designation recognizes that different businesses will have unique needs and that a conventional zoning approach may inadvertently prevent desirable tax and employment generating uses from locating in Leesburg .”

covers the area of Cardinal Park Drive which currently provides space for a wide variety of light industrial and other non-residential uses. In the short term, the Technology and Employment designations will allow existing businesses to continue operations and grow to achieve overall planning objectives. Redevelopment of the area may follow over time but any such redevelopment should maintain the intent of fostering a business environment and avoid potential impacts that may affect the long term economic development potential of this area.

The Technology and Employment designation recognizes that different businesses will have unique needs and that a conventional zoning approach may inadvertently prevent desirable tax and employment generating uses from locating in Leesburg. While the Technology and Employment designation is intended to provide flexibility in uses and standards, proposals should demonstrate consideration for potential compatibility issues and the desire to promote a positive image that differs from traditional industrial parks. The Technology and Employment area may include uses that are needed to attract perspective clients or visitors. Similarly a primary goal for the area is creating and maintaining an attractive corridor. Proposals for larger scale industrial uses that have greater potential for impacts should be considered and vetted more carefully if they may result in impacts or a character that make the area less desirable for other business activities. Temporary uses such as self-storage facilities that do not fully meet the intent of Technology and Employment designation may be considered if they are appropriately designed and integrated into the community and if they contribute substantial tax revenue or employment.

The Technology and Employment area is also intended to be conducive to entrepreneurial activities. Flexible buildings that offer small leasable spaces for manufacturing and fabrication or other businesses are encouraged. The designation also encourages collaborative work spaces for activities like product design, product testing, manufacturing, and research and development. Similarly, office spaces that provide conference rooms, collaborative environments, and affordable spaces for entrepreneurs and small businesses are also encouraged.

Since some intensive non-residential uses are allowed and encouraged in the Technology and Employment designation, new residential development will not be permitted in this area to avoid land use conflicts. Instead, the Technology and Employment area should remain a flexible land use designation where potential new businesses will not be confronted with opposition from neighboring residents.

## Intent

1. To encourage retention of tax and employment generating uses including existing business and light industrial uses.
2. To foster an environment that is attractive to innovative new employment generating uses that require flexibility in typical use standards.
3. To provide spaces for service related uses needed by Town residents that may not be compatible with uses in other parts of the Town.
4. To enhance the overall image of Leesburg's Eastern Gateway.

## Uses

1. Office and light industrial uses focused on employment generation including uses based on sciences, technology, engineering, mathematics, media, education, and information industries.
2. Employment-supportive retail uses including delicatessens, copy and print services, or other similar uses that directly benefit employees of businesses in the area.
3. Uses related to commuter and recreational users of the W&OD trail.
4. Temporary uses that can help the Town realize tax revenue generation and employment.

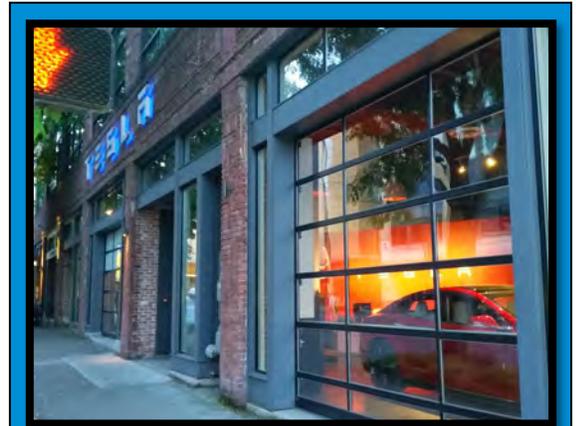
## Design

1. Design sites to avoid compatibility issues with existing uses.
2. Design sites with a consideration for development or redevelopment that may occur on neighboring properties.
3. Strive to design buildings in a manner that promotes the image of Leesburg and minimizes aesthetic concerns that can adversely affect other existing and potential businesses.
4. Provide ample landscaping to screen outdoor storage areas and other less attractive elements of various businesses.



## Mixed Use Neighborhood

New Mixed-use neighborhoods in the Eastern Gateway will be unique from other portions of the Town. This land use category is generally represented by the character of development that has occurred at the Village at Leesburg. The overall intent of this category is to provide opportunities for new growth and development in a more urban format. There has been a notable shift in the market and preferences of young professionals toward this type of development. Examples include Reston Town Center, the Village at Leesburg, the Mosaic District, and National Harbor. To a certain degree, the development pattern in mixed-use neighborhoods will replicate the character of downtown Leesburg with a downtown area surrounded by walkable residential areas. A primary intent of this land use category is to create a community core where residents, employees, and visitors have easy walkable access to a variety of shops, restaurants, services, entertainment, and recreational uses. Despite the modified vision for new uses in the Eastern Gateway District, mixed-use neighborhoods are still intended to provide a diverse range of employment uses to address overall Town Plan goals. Since the Eastern Gateway District contains some of the last remaining undeveloped land in the Town, it is critically important for applications to make employment uses a focus of mixed-use development. These employment uses should go beyond retail and service based employment which already exists in locations throughout the Town and should instead provide opportunities for high wage employment.



A wide range of uses can be considered in a mixed use neighborhood if successful integration into a walkable neighborhood can be demonstrated.

While these neighborhoods will have a wide range of uses, there are certain uses that should be avoided as they would not be compatible with the desired character in those areas. In particular, the mixed-use neighborhoods are intended to be primarily focused on the pedestrian environment. As such, every use in the mixed-use neighborhood should be able to be well integrated into a walkable pedestrian environment. Uses like gas stations, strip retail development, and light industrial facilities would typically be considered more auto oriented and are generally not desirable in mixed-use communities. There is, however, a known need for such uses and each mixed-use neighborhood will have nearby land use categories that can fulfil these needs like the community commercial, regional retail, and Technology and Employment areas. To the extent that compatibility with a walkable urban environment can be demonstrated, a wide range of uses can be considered. All Applications for development in mixed-use neighborhoods should include sufficient information and graphical depictions to demonstrate how the neighborhood intent and community design policies are achieved.

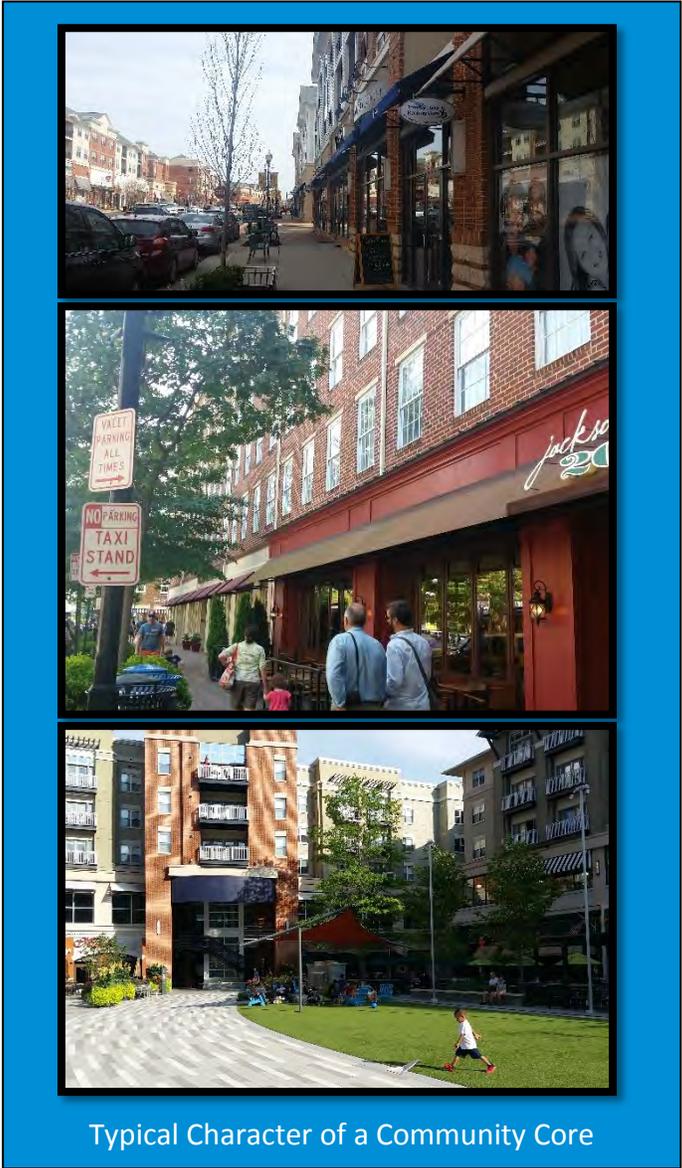
### Intent

1. To recognize existing mixed use neighborhoods that have developed in the Eastern Gateway District.
2. To create new development organized around a “main street” or community core that becomes a center of activity and gathering place.
3. To create new development organized around a “main street” or community core that becomes a center of activity and gathering place.

- 4. To promote compact development in amenity rich environments that expand the Town’s economic base, promote tourism, provide employment opportunities, and minimize demands on Town services.
- 5. To create an environment that is favorable to employers and employees seeking places of work in multi-use environments that provide eating establishments, services, and recreational opportunities.
- 6. To provide an abundance of high quality, publicly accessible community facilities, parks, and open spaces that serve the larger Leesburg community.



- 7. To promote and enhance tourism in Leesburg and to capitalize on the historic downtown area.



## Desirable Uses (Community Core)

1. Employment generating uses with a particular emphasis on work spaces that are compatible with a compact urban environment or downtown setting.
2. Large gathering areas and open spaces.
3. Non-residential uses in compact walkable environments that provide retail, recreational, or entertainment value to residents, employees, and visitors.
4. Restaurants, shops, and service related businesses.
5. Community facilities including schools, recreation centers, community centers, museums, art galleries, and performing arts venues.
6. Residential development in a highly walkable environment with a strong preference toward residential units located above retail or other non-residential uses in the same building.
7. Age restricted housing, assisted living, and similar housing types that address Leesburg's housing needs.
8. Single-Family residential development is not permitted in the mixed-use neighborhood community core.

## Desirable Uses (Supporting Areas)

1. Townhouse or single-family attached residential development.
2. Garden style condominium and apartment buildings.
3. Age-restricted housing, assisted living, and similar facilities that are consistent with the desired urban character of the community.
4. Small scale neighborhood retail establishments including restaurants, dry cleaners, and pharmacies.
5. Schools and other community facilities necessary to support residential development.
6. Parks, open spaces, and recreational amenities.

## Uses that should be avoided in mixed-use neighborhoods

1. Suburban Style Townhouse Development.
2. Suburban apartment and multi-family buildings.
3. Auto oriented non-residential development that detracts from the desired walkable character.



Strip retail and suburban style townhouse units should be avoided in mixed use areas.

## Intensity (Community Core)

1. It is encouraged that mixed-use neighborhoods have a clearly identified community core that is generally central to a development and approximately 20 to 40 acres in size with a surrounding supporting area.
2. The Community Core will allow a maximum Floor Area Ratio of 3.0. The goal is for the typical FAR in the community core to range from 1.0 to 3.0 which includes both residential and non-residential development.
3. Development with proposed densities at the higher end of the FAR range is expected to provide significant open space, community amenities, or improvements to offset potential impacts.
4. Typical heights in the community core are envisioned to range from 4 to 6 stories but taller buildings may be considered when there are demonstrated design improvements or benefits to the Town with increased height. All buildings over 3 stories must be reviewed by the Federal Aviation Agency to ensure that heights do not adversely affect air traffic control operations.



Typical character of mixed-use supporting areas.

## Intensity (Supporting Area)

1. The goal for areas intended to support mixed-use neighborhoods is to have a Floor Area Ratio of up to 1.0. with the typical FAR ranging from 0.25 to 0.75.
2. Typical heights of supporting areas are envisioned to range from 2 to 4 stories. All buildings over 3 stories must be reviewed by the Federal Aviation Agency to ensure that heights do not adversely affect air traffic control operations.

## Phasing

1. All applications for mixed-use development should provide a phasing plan that recognizes the designation's primary intent of providing employment generating uses.
2. Employment generating uses should remain the focus of mixed-use neighborhoods during buildout stages of the project. Residential and employment uses can be built simultaneously but the phasing plan should provide reasonable limitations to ensure that the eventual employment focus is not lost.
3. Application phasing plans should demonstrate the project's employment focus and ensure that no or minimal stand-alone residential development occurs in the early stages of a project until considerable employment uses are built and ready for occupancy or tenant fit-up, unless a project offers and phases in significant incentives such as infrastructure, community facilities, or other Town needs in an appropriate phasing plan.
4. Applicants are discouraged from seeking additional residential allowances that reduce non-residential use of land once initial residential phases are complete.

## Design

1. Mixed-use neighborhoods should be designed around a highly walkable grid of streets.
2. Mixed-use neighborhoods should be designed with urban principles to maximize walkability. Auto oriented development is discouraged.



Suburban Design is Discouraged



Urban Concepts and Principles should be employed

Within mixed-use areas, uses that are typically suburban should be designed in a more urban format to make them compatible with the desired character.

3. The streetscape design should incorporate the following elements and design guidelines should be provided to detail the streetscape design approach:
  - a. Consistent minimal front setbacks with buildings along the sidewalks.
  - b. A planting strip between sidewalks and areas planned for vehicular traffic.
  - c. Street trees, benches, planting areas, sidewalk seating, bus stops, and street furniture should be incorporated where appropriate throughout the neighborhood.
  - d. Sidewalks on active roadway frontages in the community core should be of sufficient width, exclusive of a planting strip, to allow for seating areas, street furniture, and high levels of pedestrian activity. Active roadway frontages are generally those frontages that include main entrances to uses like shops and restaurants and frontages along primary neighborhood roadways.



Large format retail should be integrated into an urban streetscape.

4. Large Format Retailers should be integrated into an urban streetscape.
5. Building forms, materials, fenestration, repetition, and color should be varied in a manner that draws cues from the historic downtown and design guidelines should be provided with development applications to demonstrate these concepts.
6. New development in Mixed-Use areas should provide spaces that promote pedestrian activity, create a place where people want to spend time, and provide a unique sense of place that Leesburg residents can be proud of.
7. Parks and open spaces should be centrally located such that all new residents will have parks and open spaces within easy walking distance.

8. Typical block lengths should generally range between 250 and 500 feet in length. Larger blocks can be considered where necessary to accommodate engineering constraints or a specific use if the overall neighborhood design objective is not compromised.
9. Blank walls without pedestrian uses should be avoided except where they front alleyways or service roads.
10. Primary building entrances should face pedestrian oriented roads to the extent practical.
11. The majority of roads in mixed-use neighborhoods should provide on-street parking where practical.
12. Parking other than on-street parking should be provided at the rear of buildings where feasible.



Blank Walls should be avoided.



Auto Oriented



Pedestrian Oriented

Buildings in mixed use areas should be Pedestrian Oriented and Designed with primary entrances facing streets and sidewalks rather than parking lots.

13. New Development should be designed to relate to and include neighboring properties.
14. Mixed-use neighborhoods should be designed to include a wide range of parks, public areas, and open spaces scattered throughout the community.



A wide range of community open spaces should be incorporated throughout the community.

### Mixed Use Community Core & Supporting Area Policy Summary

	Community Core	Supporting Area
<b>Typical Land Uses</b>	<ul style="list-style-type: none"> <li>• Retail with residential above</li> <li>• Restaurants and shops</li> <li>• Office buildings</li> <li>• Multi-story apartment or condominium buildings</li> <li>• Parks and other community facilities.</li> </ul>	<ul style="list-style-type: none"> <li>• Neighborhood Retail such as a corner drugstore or convenience market</li> <li>• Take-out restaurants and coffee shops</li> <li>• Townhouse residential</li> <li>• Apartment and condominium buildings</li> <li>• Schools, parks, and other community facilities.</li> </ul>
<b>Typical Building Height</b>	4 to 6 stories	2 to 4 stories
<b>Typical FAR</b>	1.0 to 3.0	0.25 to 0.75
<b>Typical Residential Density</b>	Up to 50 DU/AC	Up to 16 DU/AC
<b>Undesirable Uses</b>	<ul style="list-style-type: none"> <li>• Auto oriented uses (gas stations, drive-throughs).</li> <li>• Uses with blank walls or blank facades.</li> </ul>	
<b>Typical Parking Provisions</b>	<ul style="list-style-type: none"> <li>• Structured parking is encouraged</li> <li>• Underground parking encouraged where feasible</li> <li>• Surface lots can be considered.</li> </ul>	<ul style="list-style-type: none"> <li>• Typically surface lots at the rear of buildings</li> <li>• Structured parking encouraged</li> </ul>
<b>Typical Building Orientation</b>	<ul style="list-style-type: none"> <li>• Primary building entrances facing pedestrian streets that serve as a “Main Street”.</li> <li>• Service entrances at building rears.</li> </ul>	<ul style="list-style-type: none"> <li>• Primary building entrances facing pedestrian streets.</li> <li>• Secondary building entrances facing rear alleys.</li> </ul>

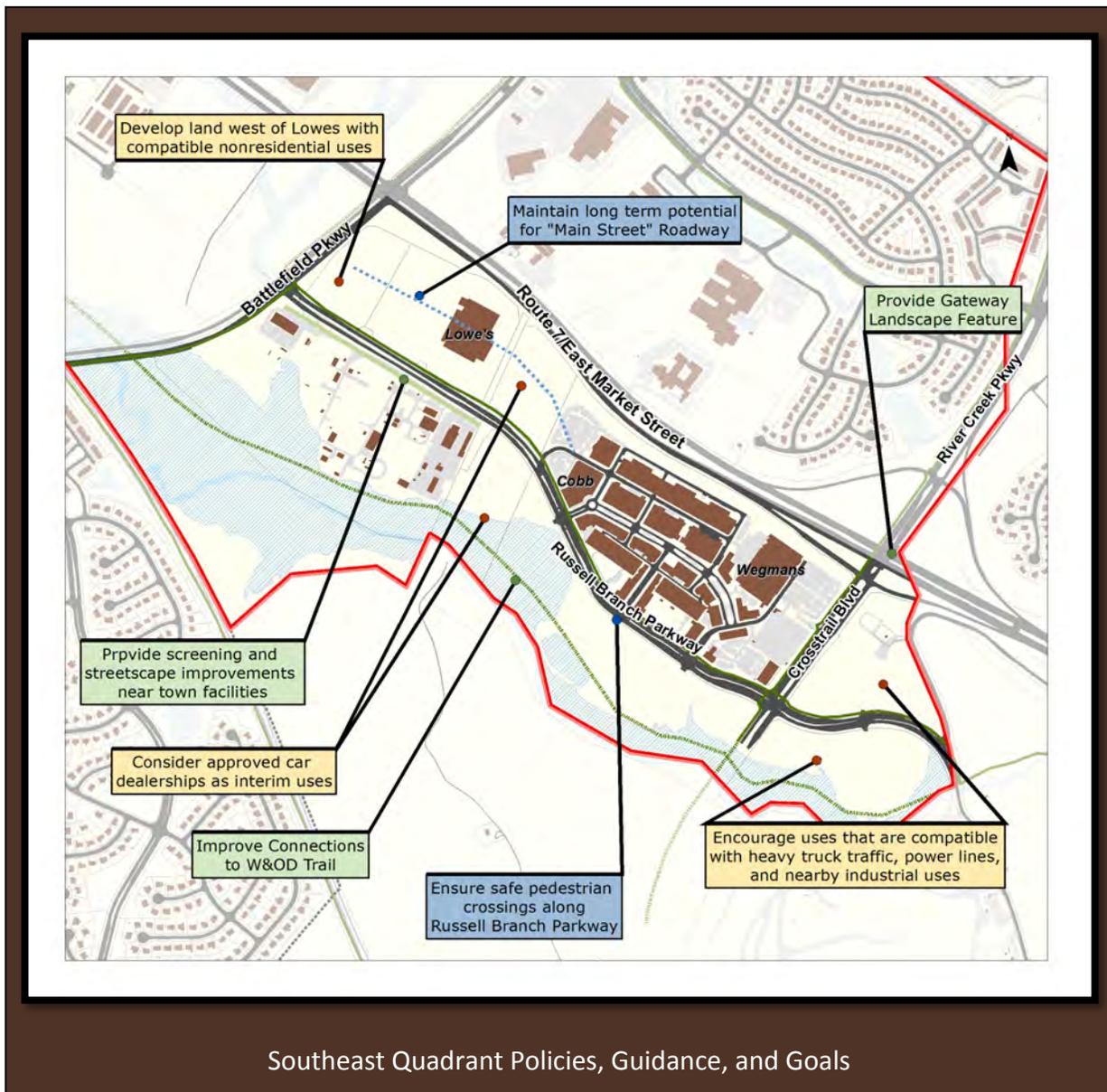
# E. QUADRANT SPECIFIC POLICIES



# E. Quadrant Specific Policies

A key premise of the Eastern Gateway District Small Area Plan is that it is intended to consider the specific needs of each part of the Eastern Gateway District. To accomplish this, the District was divided into four quadrants based the intersection of Route 7 and Battlefield Parkway. Each of these quadrants have a unique character and the policies to support the future vision. In some cases, the quadrant policies provide more specific guidance to supplement Town Plan guidance as well as the guidance in other parts of this Small Area Plan. The quadrant policies provide guiding principles which are based on existing conditions and overall goals. These guiding principles form the basis of land use, transportation, and design policies.

## Southeast Quadrant Policies, Guidance, and Goals



Southeast Quadrant Policies, Guidance, and Goals

## Policy Background and Rationale

1. The Village at Leesburg has partially developed as a mixed-use center and should be recognized as such.
2. Crosstrail Boulevard will be extended resulting in it becoming a significant transportation route.
3. New residential development has been approved surrounding the Village at Leesburg:
  - a. Residential on south side of Russell Branch
  - b. Tuscarora Crossing
  - c. Potential School Site
  - d. Goose Creek Club
4. Short term market realities should be recognized and compatible uses should be allowed near Lowe's but the roadway network, rights-of-way, and infrastructure should be maintained to allow long term possibility of a "main street" between the Village at Leesburg and Battlefield Parkway.
5. Development on the east side of Crosstrail Boulevard will continue to be subject to heavy truck traffic due to industrial uses along Cochran Mill Road and the future extension of Crosstrail Boulevard. This area is also affected by high voltage transmission lines.

## Land Use

1. Consider long term development opportunities to expand the existing development pattern at the Village at Leesburg.
2. Land on the east side of Crosstrail Boulevard should be developed with auto oriented uses that may include retail, convenience, and light industrial uses. Appropriate screening should be provided. Given traffic, nearby industrial uses, and the powerlines, residential development is not appropriate in this location.
3. Land on the west side of Lowe's should be developed with non-residential uses that serve the community and are compatible with the auto-oriented nature of the Lowe's store and Town maintenance facilities. Residential development is not compatible with uses in this area.
4. The area along Crosstrail Boulevard and under the high voltage powerlines should be considered for a wide range of uses that can generate revenue for the Town or provide services to the larger community.

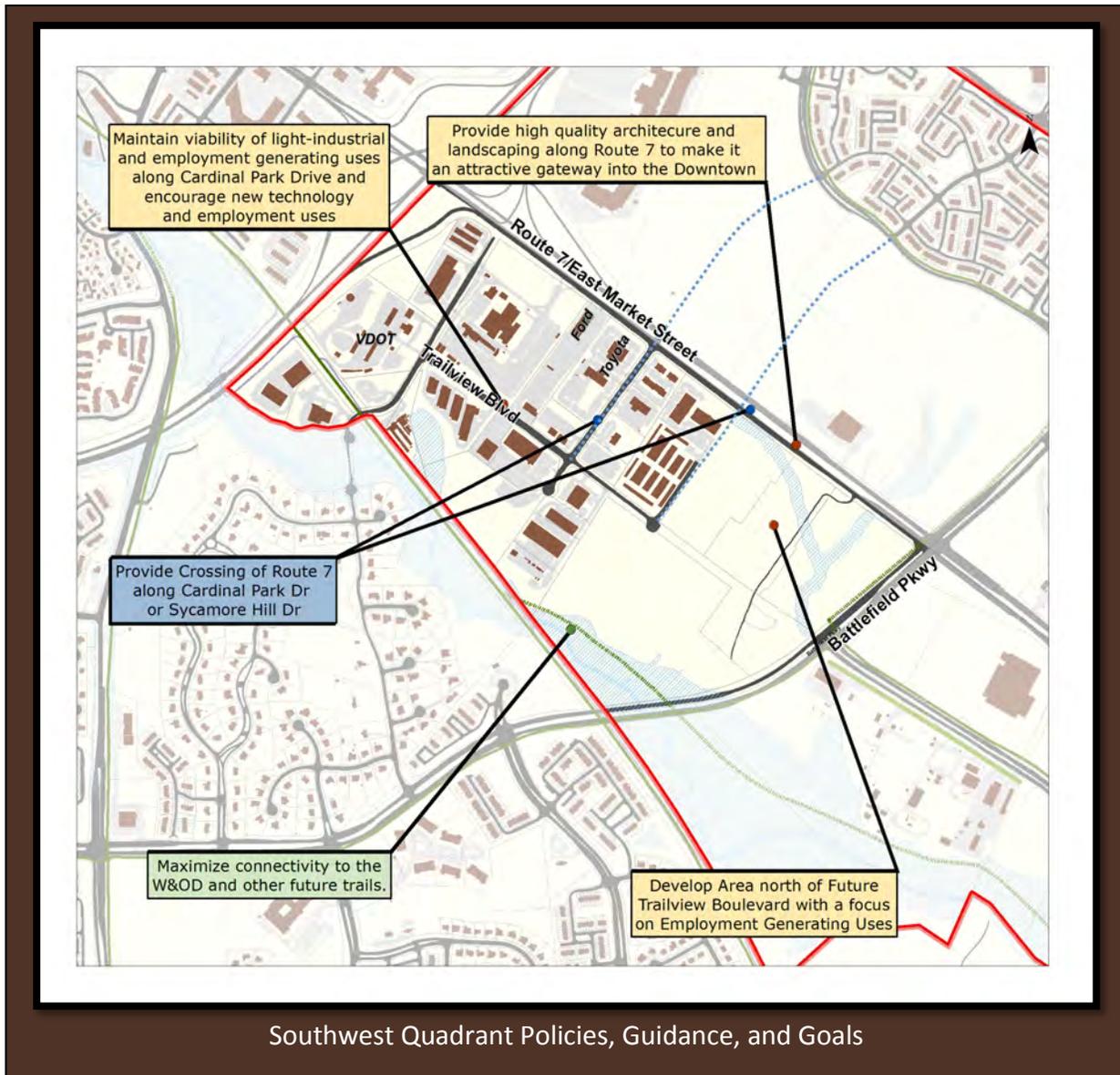
## Transportation

1. The Town will support enhancements to the pedestrian and roadway network to help bring foot traffic to the Village at Leesburg.
2. Support opportunities for enhanced bicycle and pedestrian connectivity between the Village at Leesburg, the W&OD trail, and the Kincaid Forrest and Tuscarora Crossing developments.

## Design

1. The Town should evaluate opportunities to provide additional screening of the Water Pollution Control Facility and Town maintenance buildings.

## Southwest Quadrant Policies, Guidance, and Goals



### Policy Background and Rationale

1. This quadrant has been historically developed with a light industrial character.
2. This quadrant will likely see significant roadway network changes associated with the Battlefield Parkway Interchange and traffic associated with the Leegate rezoning.
3. The Town wishes to maintain land for employment generating uses.
4. The Leegate property provides an opportunity for a mix of uses under existing Regional Office Policies to support employment uses elsewhere in the corridor.
5. The Planned Land Use will be updated to reflect approved land uses in this area.

## Land Use

1. The majority of land in the Southwest quadrant is envisioned to be developed for technology and employment uses that are intended to be a significant source of tax revenue.
2. The Regional Office designation will be maintained to reflect approved land uses, to provide compatibility with nearby uses, and to allow a mix of land uses.
3. To the extent possible, The Town will afford flexibility in development regulations to land owners in the Technology and Employment area that seek to redevelop or modify their properties to expand employment opportunities.
4. No additional land in the southwest quadrant currently planned or zoned for employment uses should be considered for residential development to prevent land use compatibility issues.
5. The Town will consider land uses that are intended to directly benefit and attract users from the W&OD trail.
6. The residential component of the Leegate property will have the planned land use updated to match approved conditions.

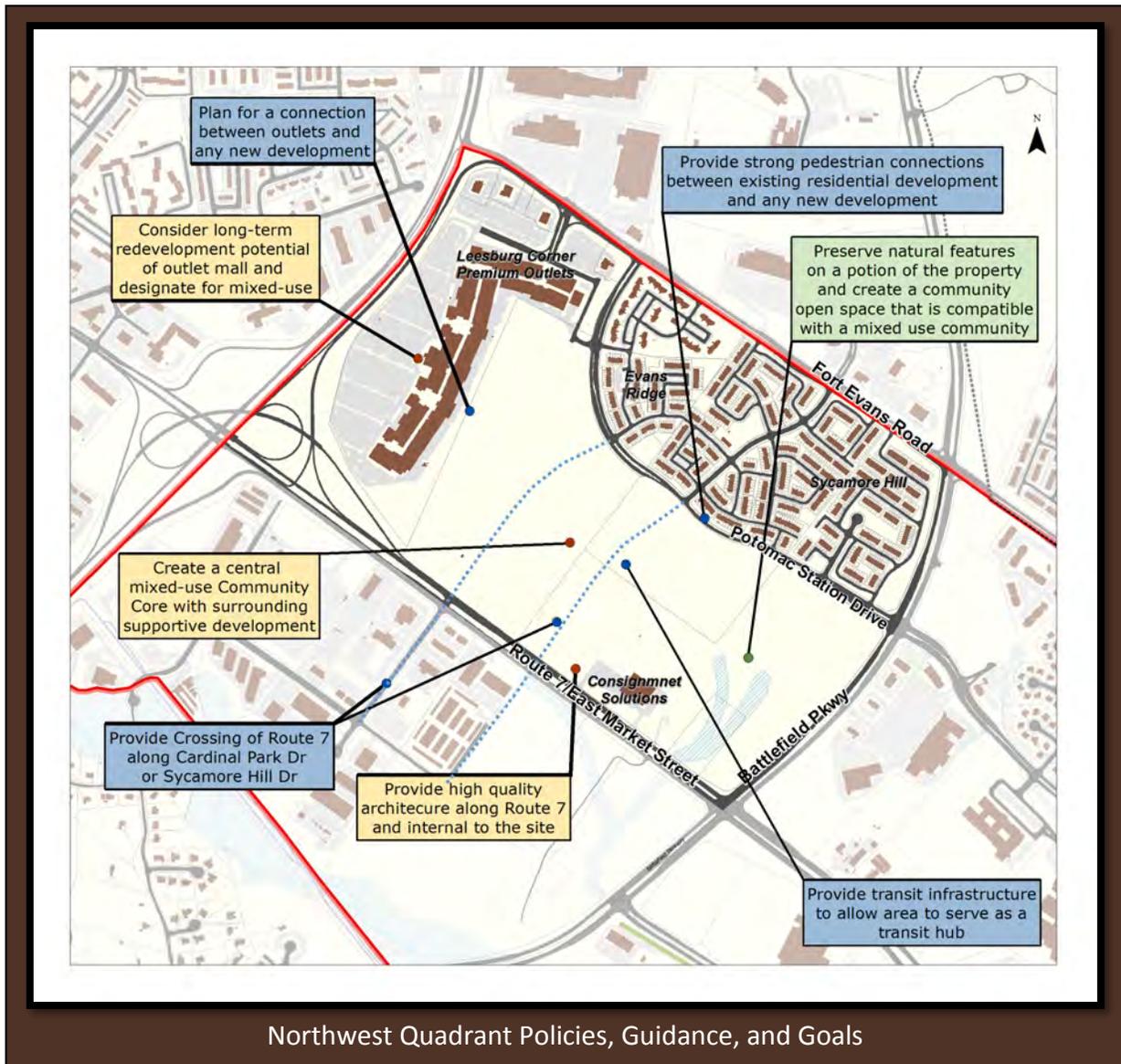
## Transportation

1. Create a new bridge over Route 7 for pedestrian and vehicular traffic that will link the northwest and southwest quadrants. The bridge may use an alignment that follows Cardinal Park Drive, an alternative alignment that links with Sycamore Hill Drive, or other location as deemed appropriate to provide the desired linkage.
2. Improve the sidewalk and trail network by identifying infrastructure gaps and installing new sidewalks where necessary.
3. Identify improvements that can improve access to the W&OD trail.
4. Update the roadway network map to reflect major roads proposed to be built by the Leegate developer.

## Design

1. Recognize the role of Route 7 as a gateway into downtown Leesburg and ensure appropriate high quality architecture throughout the development and along Route 7.
2. Identify potential streetscape improvements along Trailview Boulevard and other roadways in the southwest quadrant.
3. Create specific architectural control standards for principal structures fronting on Route 7 and Battlefield Parkway that are consistent with the Eastern Gateway District's overall architectural but creates options for innovative design.

## Northwest Quadrant Policies, Guidance, and Goals



### Policy Background and Rationale

1. The Leesburg Corner Premium Outlets serve as a major regional attraction and generate significant revenues for the Town and contribute to tourism. The Town wishes to retain this use for the foreseeable future while considering its long-term redevelopment potential. Regional Retail use can continue on the parcel.
2. The Leesburg Gateway property provides one of the largest remaining tracts of vacant land in the Town and its purpose of providing employment generating uses is being carried forward from its previous land use designation.
3. The Sycamore Hill and Evans Ridge developments provide established residential uses.

## Land Use

1. Create a new mixed use center in the northwest quadrant that includes a community core with a Main Street character.
2. Given significant development potential, applications for development in the Northwest Quadrant are expected to offset their community impact by providing new facilities like schools and parks.
3. Anticipate a linkage between the new mixed use center and the Leesburg Corner Premium Outlets. Plan for beneficial connections to the outlets and redevelopment in the long term.

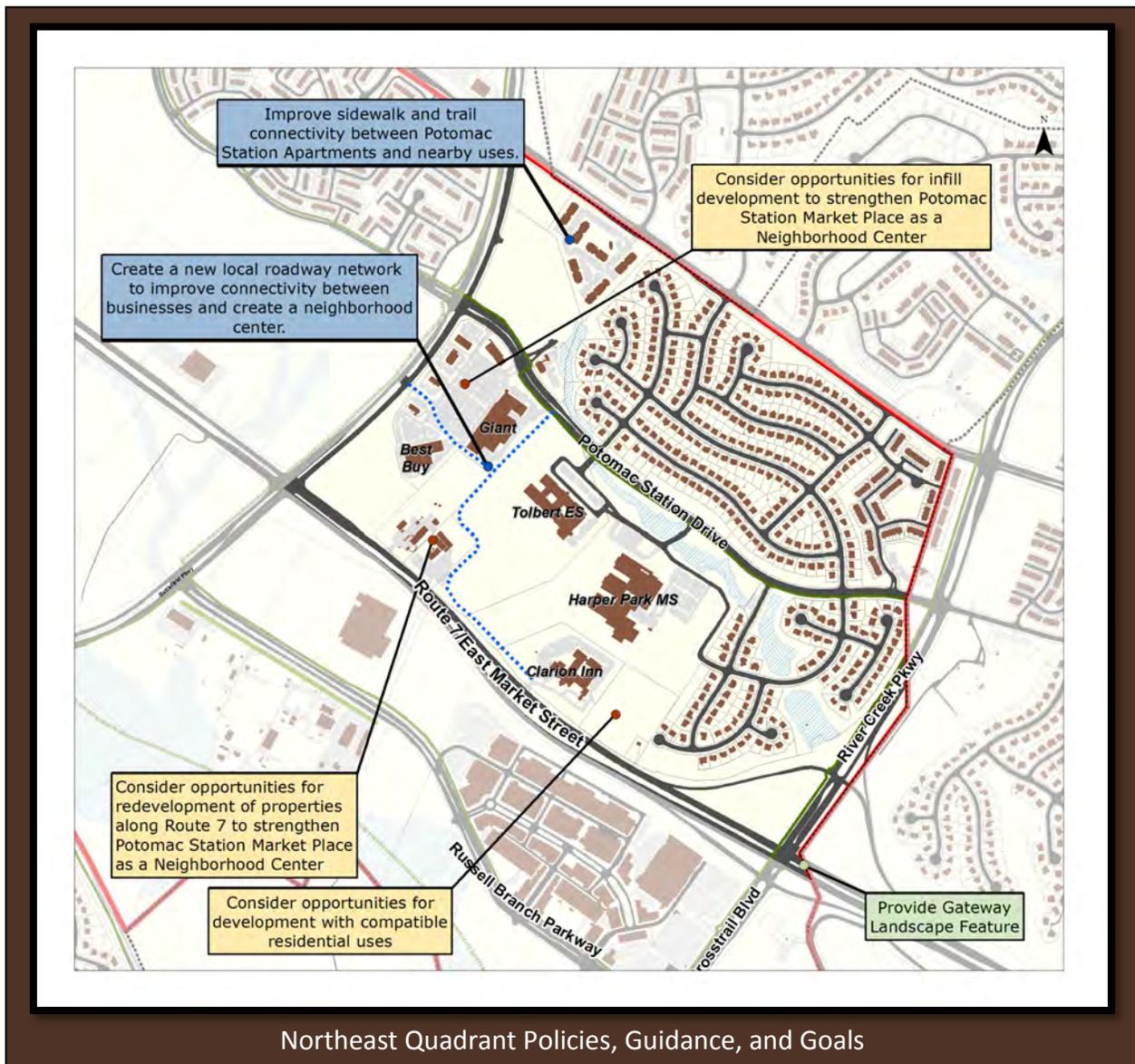
## Transportation

1. Develop the northwest quadrant of the Eastern Gateway District with a focus on transit and identify locations that can serve as a transit hub in the new mixed-use center.
2. Create a bridge between the northwest and southwest quadrants using the general alignment of Sycamore Hill Drive, Cardinal Park Drive, or other location as deemed appropriate to provide the desired linkage.
3. Create a grid-like pattern of new roads with block lengths generally ranging between 250 and 500 feet in length. Different block lengths can be considered to accommodate certain uses and engineering constraints or if there are demonstrated benefits.
4. Develop strong pedestrian connections between existing development on the north side of Potomac Station Drive and any new development.

## Design

1. Create a “main street” or neighborhood core to serve as a center of activity and gathering place.
2. The neighborhood core is encouraged to be between 20 and 40 acres in size and may have an FAR of up to 3.0 which includes both residential and non-residential development.
3. Buildings in the neighborhood core should not interfere with FAA operations and will require additional studies to ensure their compatibility.
4. Recognize the role of Route 7 as a gateway into downtown Leesburg and ensure appropriate high quality architecture throughout the development and along Route 7 as discussed in the architectural design policies above.
5. While interim uses are not encouraged, any such uses should be located in a manner that does not preclude long term development potential in a walkable grid-like pattern.

## Northeast Quadrant Policies, Guidance, and Goals



### Guiding Principles

1. This quadrant is comprised of land that has been largely developed or approved for development but opportunities for improvements and infill development may be present.
2. The Potomac Station Marketplace currently serves daily needs of residents throughout the area.
3. The future interchange at Battlefield Parkway and Route 7 will result in significant changes to circulation patterns and access to businesses along Route 7.

## Land Use

1. Enhance the Potomac Station Market Place by exploring opportunities for infill development and improved pedestrian connectivity to adjacent neighborhoods.
2. Consider opportunities for development at the Potomac Station Marketplace that provides workforce housing, enhances the mix of uses, or helps to fulfil other community needs.
3. The vacant property at the end of Bow Lake Place is appropriate for single family detached or attached development that is compatible with the character of the adjoining residential neighborhood.
4. Anticipate the eventual redevelopment of uses along Route 7 in a manner that is consistent with the Neighborhood Center designation and sensitive to the location immediately adjacent to Route 7 and the future interchange.

## Transportation

1. Create a new road through the Potomac Station Marketplace to provide enhanced access and connectivity to businesses along Route 7 that will lose direct access.
2. Create a frontage road along Route 7 to provide access to businesses and to enable Route 7 to become a limited access highway.

## Design

1. Recognize the role of Route 7 as a gateway into downtown Leesburg and ensure appropriate high quality architecture throughout the development and along Route 7.

# F. IMPLEMENTATION



## F. Policy Implementation Matrix

Implementation of the Eastern Gateway District Small Area Plan includes completion of several action steps that should be completed in the near term as well as mid and long term actions necessary to achieve the ultimate planning vision. The following table identifies those specific steps the Town or others must take on and the timing that should be considered for those actions.

	Implementation Action Steps	Timing	Responsible Parties
	<b>Land Use/Zoning</b>		
1	Evaluate the Zoning Ordinance and Design and Construction Standards Manual (DCSM) to ensure that the land development pattern articulated in this plan is achievable in the short term.	Near Term	TOL
2	Establish an internal review committee to review zoning regulations that currently apply to the Eastern Gateway District and suggest changes necessary to implement the Small Area Plan.	Near Term	TOL
3	Develop a standard process to amend the Zoning Ordinance to add new desirable uses as new ideas are presented or provide flexibility in permitted use categories to ensure that compatible uses are not unintentionally precluded.	Mid Term	TOL
4	Amend the Town Plan with new Planned Land Use Categories to achieve the desired land use vision.	Near Term	TOL
5	Create an internal committee to document the typical timeline for development review and past issues and challenges that have arisen.	Near Term	TOL
6	Consider creating a new type of application that provides fast tracked administrative approvals for non-residential uses in the Technology and Employment planning designation.	Mid Term	TOL
7	Work with the development community and hold input meetings to identify sections of the Zoning Ordinance and DCSM that have presented constraints to reasonable types of development.	Near Term	TOL
	<b>Pedestrian/Bicycle Access</b>		
8	Identify missing links in the pedestrian network and develop strategies for filling any gaps.	Near Term	TOL
9	Study the potential for increasing pedestrian and bicycle connectivity between the Eastern Gateway District and Downtown Leesburg.	Near Term	TOL
10	Identify improvements that can improve access to the W&OD trail.	Mid Term	TOL/NOVA Parks
	<b>Transit</b>		
11	Plan for and provide infrastructure for regional or other transit service.	Mid Term	TOL/Loudoun County

	<b>Implementation Action Steps</b>	<b>Timing</b>	<b>Responsible Parties</b>
	<b>Road Infrastructure</b>		
12	Construct a new overpass between the southwest and northwest quadrants of the Eastern Gateway District as shown in the Eastern Gateway Planned Roadway Network Map.	Mid Term	TOL/Private Sector
	<b>Architecture</b>		
13	Create specific architectural control standards for principal structures fronting on Route 7 and Battlefield Parkway.	Near Term	TOL
	<b>Streetscaping/Landscaping</b>		
14	Create a streetscape plan that considers new landscaping and other design elements that create a unique and highly attractive entrance to the Town eastern gateway.	Near Term	TOL/Private Sector
15	Create an area of enhanced landscaping at the River Creek Parkway/Crosstrail Boulevard bridge.	Near Term	TOL
16	Evaluate opportunities to provide additional screening of the Water Pollution Control Facility and Town maintenance buildings.	Near Term	TOL
17	Improve gateway and entry signage at the Town Line.	Near Term	TOL/VDOT
	<b>Capital Projects</b>		
18	Create a process where property owners can suggest public investments that should be considered.	Mid Term	TOL
19	Create a list of potential transportation, infrastructure, utility, or other improvements that can contribute to economic development.	Mid Term	TOL/Private Sector
	<b>Other</b>		
20	Establish a process for evaluating public partnership ideas and presenting them to the Town Council for action.	Mid Term	TOL
21	Identify opportunities for community engagement in improving environmental quality and encouraging programs and protecting natural resources.	Mid Term	TOL