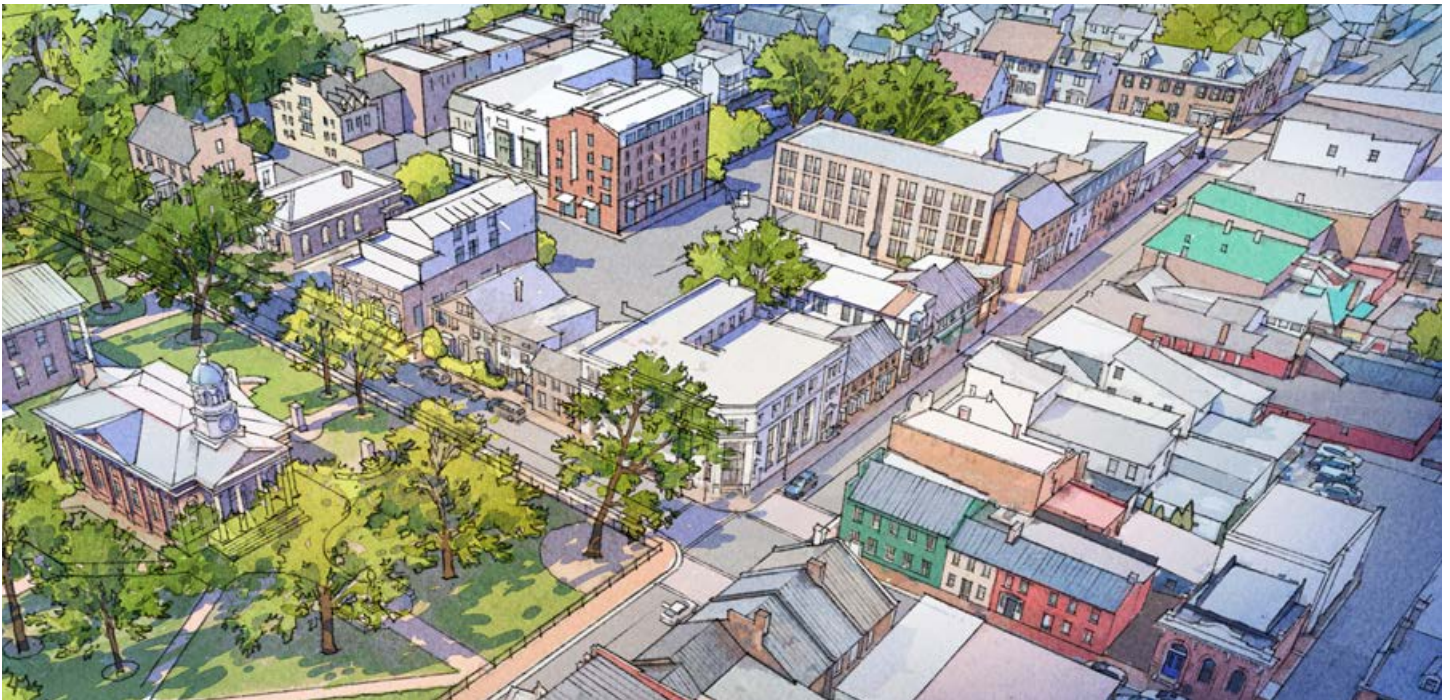# LEGACY LEESBURG TOWN PLAN FOR LEESBURG, VA

5/27/21
DRAFT

LEGACY
Leesburg

MISSION

Over roughly four centuries, Leesburg has built a proud legacy—in large part by preserving what the community valued from the Town's past while adapting to the forces of change shaping its future. The community members who engaged with the planning team are excited about writing the next chapter of this rich legacy. They love Leesburg. They are committed to helping to build its future. Taken together, their comments represent a call to action. They want a Plan that empowers the Town to be proactive in managing forces for growth and change going forward by building on the Town's legacy to enhance character, quality of life, economic opportunity, equity and resilience in every part of the Town and for the entire community.

Introduction

Setting the Stage

Legacy Framework

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CHAPTER ONE:
INTRODUCTION

WHAT IS LEGACY LEESBURG?

Legacy Leesburg is a Plan to guide and shape the Town's future for the next 20 years and beyond. It is the culmination of an intensive community-based planning process lasting over one year.

The Plan begins with a mission that is fully informed by the community's views and the fundamental opportunities and challenges facing Leesburg today and moving forward as the Town adapts to a rapidly changing world. The Plan then translates this mission into a vision for the Town's future, articulated as a series of achievable core principles for managing growth and change over the next decade. This growth and change must take place in ways that preserve and enhance the Town's character and quality of life.

Each of these core principles leads to a series of Town-wide goals, supported by targeted strategies, that provide cohesive direction for implementing the Plan through subsequent planning and development policies, zoning and related regulations, incentives, the Town's capital budget, and similar tools.

The Town Plan should be a document that is used by everyone to work towards a common vision. It helps us plan for our parks, utilities, and community services while also helping to plan for the Town's budget.

Finally the Plan offers specific recommendations, described in Chapter 4, to shape redevelopment of sites in ways that help ensure that this investment achieves the spirit of this plan and the vision and the vision of the Leesburg community.

Why "Legacy" Leesburg?

Few communities would use to this term to define their future. But Leesburg is a special place, with a proud and living history that provides an excellent foundation for defining and shaping a promising future. This is not a legacy locked in the past, but a vital legacy that provides clear guidance regarding what to preserve and what to change—and when and where Leesburg chooses change, the values that should shape this change. Equally important, legacy suggests that the Leesburg community today is as committed as past generations to guiding their town toward a future that protects and celebrates its past as it draws on the values this past embodies to empower the Town to adapt to an ever-changing future.

This is not a planning document destined to gather dust on a shelf (or be forgotten in the Internet). It has been conceived as a "Playbook"—a tool that the Town can readily put to use—and that is equally accessible for every member of the community.

How is this document organized?

This document begins with a discussion of the extensive community outreach process that led to development of the guiding principles, goals, and strategies for the Town to follow. A summary of key takeaways from the community is provided. These key takeaways form the basis for key questions to be asked when trying to measure positive growth and change in the community.

THE PLAYBOOK APPROACH

Legacy Leesburg is not a book of rules. Rather, it provides a range of things to think about going forward as we try to achieve a vision. As we move forward, there will be fewer easy decisions. Everything will need to be evaluated on a case by case basis based on how the overall vision for Leesburg is achieved and the extent to which decisions respect our values. Leesburg should be able to take advantage of opportunities when they present themselves, so Legacy Leesburg uses a playbook approach to guiding future growth and development in the community. Some parts of the document—things like the planning context, guiding principles, community character assessment, and goals — should remain constant and keep Leesburg on a focused path for success. Other parts of the document—things like the strategies, focus area study recommendations, the Growth and Conservation Map, and any other supporting maps — may need to evolve over time as conditions change that were not contemplated at the time the document was adopted. Any changes considered under the playbook mindset for the document should be evaluated against the planning context, guiding principles, community character statement, and goals to determine if they are in the best long-term interests of the Town and its residents, businesses, and property owners. It should be clearly understood that this new approach to planning will require effort to implement. To fully realize this new approach we will need to adapt the Town's existing zoning ordinances that include our prescribed planning process and timeline for considering applications. We will also need to adapt the CIP process, small area plans and other supporting plans underlying the Town Plan, all while continuing to adhere to established state code. Chapter 5 of Legacy Leesburg describes the strategies and implementation steps that will gradually lead to this more thoughtful and methodical way of planning.

Next, in Chapter 2, the document reviews some of the key factors related to demographics, the real estate market, and transportation that led to the policies. This critical background information provides the rationale and reasoning for the policies and strategies that were developed. If these trends or rationale dramatically shift, it may become necessary to revise the policies.

Chapter 3 and 4 are the heart of the Town Plan. They provide the Legacy Leesburg Framework and place based recommendations that will guide decisions moving forward.

QUICK START GUIDE FOR LEGISLATIVE APPLICATION REVIEW

One primary purpose of Legacy Leesburg is to help guide applicants through the review of legislative applications.

This document begins with Chapters 1 and 2 which provide important background and rationale for goals and strategies in the Plan. These chapters provide valuable context for why goals and strategies have been developed and how the Town intends to use the guidance in the plan.

However, the guide on this page provides the public and potential applicants for development projects the highlights of key steps to be used in the review of a legislative application. It also recognizes that not all guidance in Legacy Leesburg will be applicable to every Land Use application. Therefore, applications are expected to be reviewed with a focus on identifying the ways it achieves the overall vision of the Town and results in development that produces positive outcomes for Leesburg's resident's.

While this guide does not provide a comprehensive listing of all applicable policies, it serves as a tool to highlight the key steps in evaluating and determining compliance with Legacy Leesburg and its vision.

These steps will provide the foundation for staff when evaluating and making recommendations on land use applications as it relates to town plan compliance.

Step 1 Land Use Initiatives — Determine wh[...] Use Initiative [...] to the prop[...]

Step 2 Land Use Guidance — Determine the [...] character fo[...] propert[...]
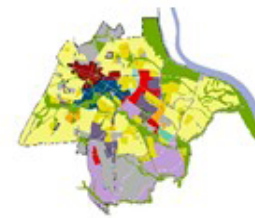
Step 3 General Policy Guidance — Revie[...] Strategi[...] guidin[...] determ[...]

Step 4 Evaluate Guidance — Evaluat[...] Guidanc[...]
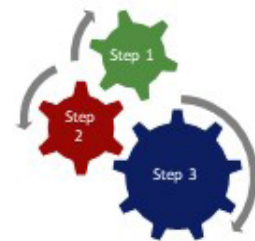
Step 5 Measuring Positive Growth Criteria — Provide Co[...] Analysis based [...] for Measurin[...] Growth and C[...] page [...]

ich Land applies perty.		The Land Use initiatives map will set the framework for analysis of an application. It helps determine the big picture for what is envisioned in a particular part of Town.

desired or the y.	Review any Special Guidance or place based recommendations in Chapter 4 pertaining to the property	Use Special Planning Districts Map to determine if Supplemental Guidance Applies	Land Use guidance is pulled from a property's character designation or other supporting documents like Small Area Plan and Special planning studies.

w Goals and es under each g principle to ine applicable polices.	The wide range of goals and strategies pertaining to each of the Town's Guiding Principles should be reviewed to allow all parties to understand the aspirations for the Town and some ideas on how to achieve those aspirations.

e ce	The land use policies, goals, and strategies should be evaluated to determine how an application can best benefit the Town. While it is recognized not all guidance will be applicable to every application, all applications should include a discussion of how a complete vision of Legacy Leesburg is achieved, as well as policies that are not addressed by the application.

mplete d on Criteria g Positive Change on 16.	Growth and redevelopment is expected to result in positive outcomes for the Town. Each application should be reviewed against the criteria for Measuring Positive Growth and Change to provide a snapshot of the various ways an application can benefit the Town.

Planning Area

The area studied in this Plan encompasses both the Town's corporate limits and the Joint Land Management Area (JLMA). The JLMA, lying almost entirely to the south and east of the Town's corporate limits, was originally established as an "Urban Growth Area" in the early 1990s and was recognized as a means to guide growth in the area around the Town. In 2001, the area was reduced in size and renamed the JLMA. The purpose of the JLMA continues to be for joint planning between the Town and the County and for the Town to incrementally incorporate portions as utilities are extended to development.

Corporate Limits

JLMA
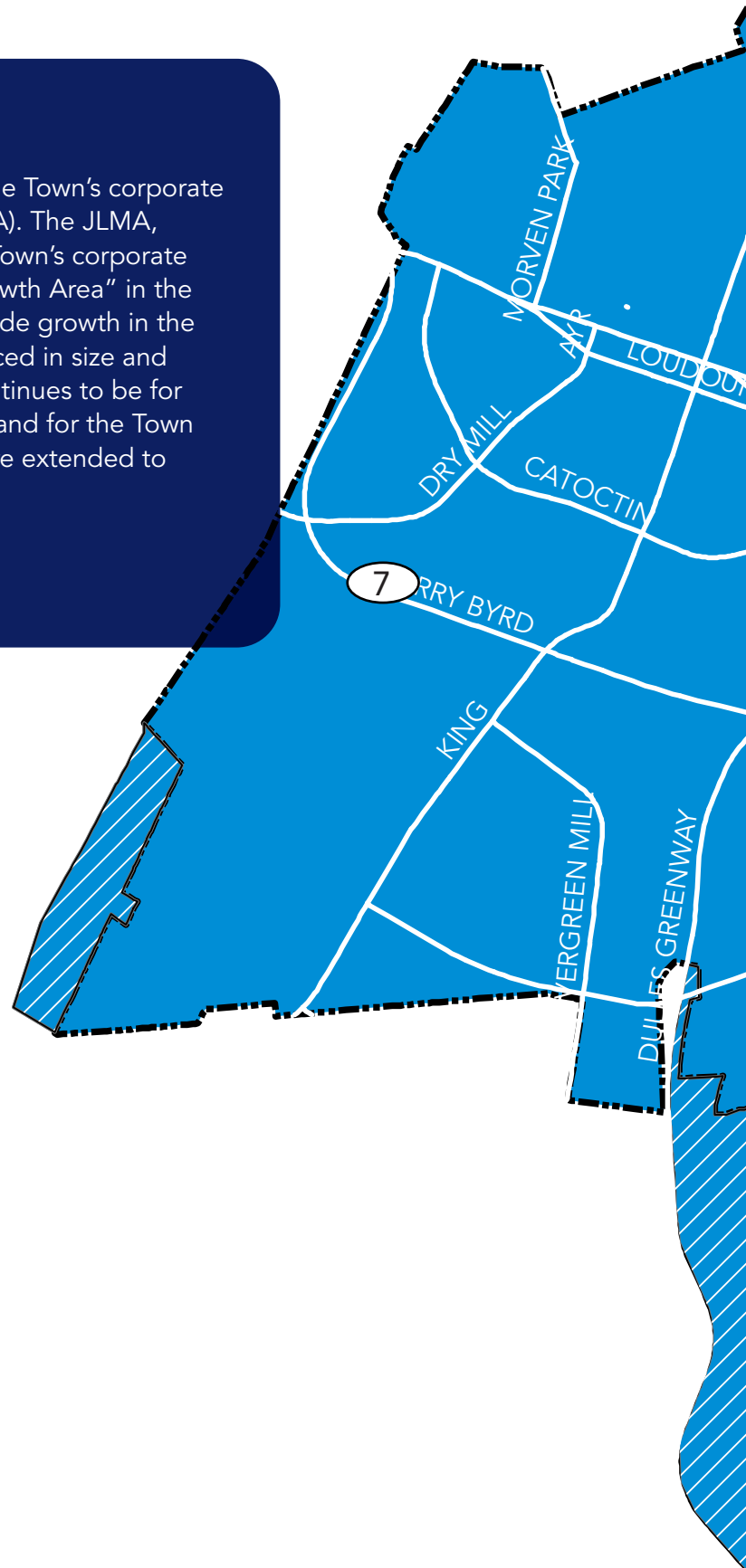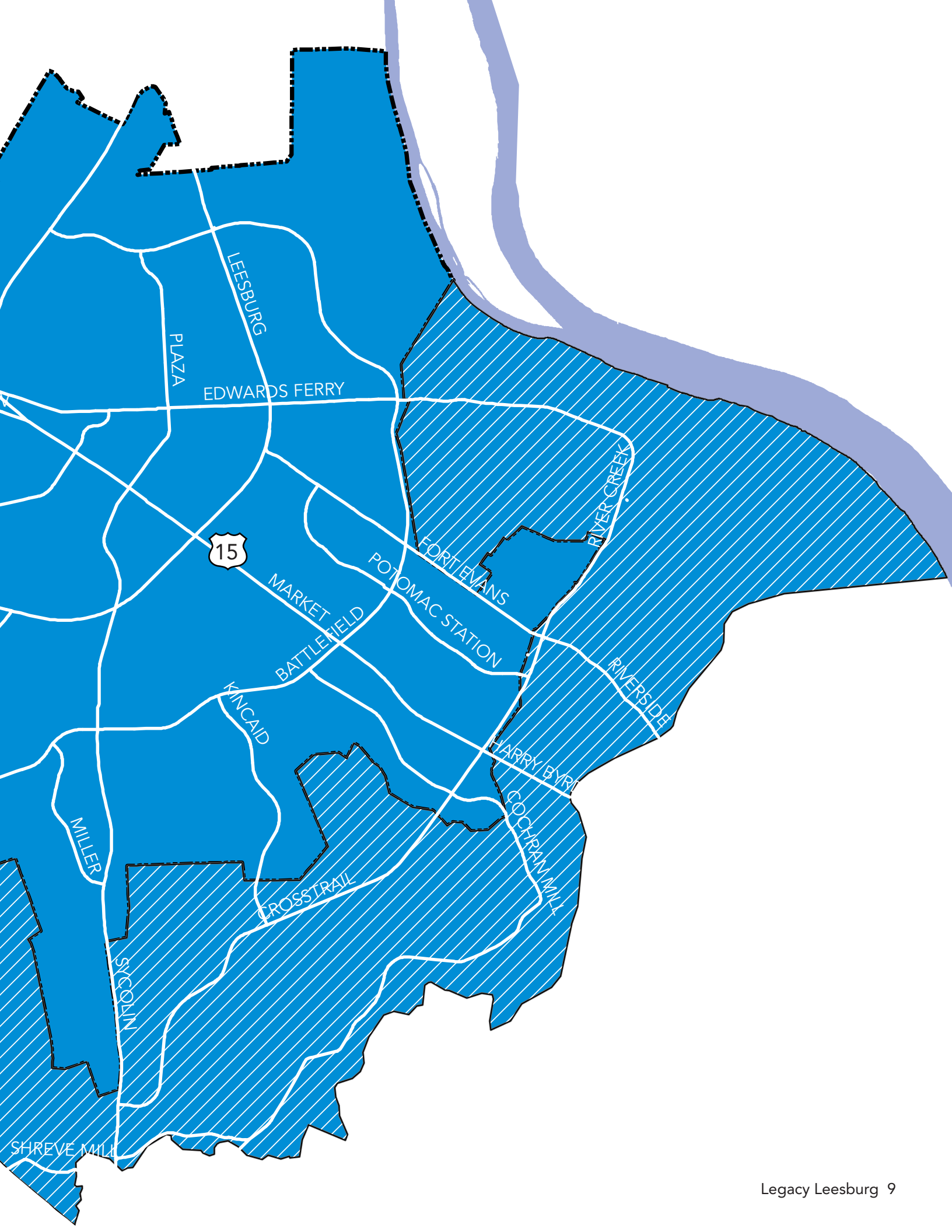
COMMUNITY CHARACTER

Legacy Leesburg focuses future planning efforts on preserving and enhancing the existing character of Leesburg. But what does that mean? What is the character of Leesburg? Throughout the preparation of Legacy Leesburg, members of the community repeatedly mentioned Leesburg's "small-town feel" and its "authenticity." But Leesburg is the largest Town in Virginia, with a population of over 53,000. There is more to the character of Leesburg than the size of the population or the age of its historic buildings. What makes residents love Leesburg so much?

Leesburg's character is defined by a collection of elements that make it special: the natural and built environments, history, its sense of place in the region, as well as how members of the community come together through work, school, activities, and events. The synergy of all of these elements makes Leesburg unique—a multi-layered uniqueness that has evolved over 250 years.

Leesburg is home to a wide-ranging mix of land uses, a diverse population, a unique geography, a rich history, historic landmarks and architecture, suburban neighborhoods, parks and open spaces, and welcoming community gathering spaces. It has suburban areas as well as walkable main streets. It has big box retail and downtown boutiques. It has a historic courthouse square, as well as a modern recreation center that is the envy of other communities. It has something for everyone.

Residents agree, however, that the heart of Leesburg lies in the historic downtown, with its human-scaled blocks and buildings that make walking enjoyable; its historic and unique architecture; its range of businesses, shops, and restaurants. Downtown is a place to gather and celebrate community. It is this richly human and unique environment that creates a sense of place which supports a deep sense of community along with a small town feel and charm. How can Leesburg build upon this prized asset? The historic and cultural heart of Leesburg lies within the Old and Historic District, and this will be the source of the Town's identity and character moving forward.

The Town will strive to exhibit a human scaled environment that creates a sense of place and supports a deep sense of community and retains the small town feel and charm. This will be achieved by designing interesting and aesthetically pleasing buildings that appeal to pedestrians rather than passing cars. Buildings and public spaces including sidewalks, parks, and gathering places should be designed considering the view from the end user at ground level. The distances between various features in the built environment should feel safe, comfortable, and aesthetically pleasing.

The Old and Historic District largely achieves this desired character by providing buildings with architectural details, variations in building materials, and views that are visually stimulating and enjoyable. The pedestrian in the Old and Historic District is welcomed by site design that emphasizes pedestrian activity at street level and a streetscape that accommodates vehicles without being overly narrow or too wide for pedestrians.

Legacy Leesburg recognizes that Leesburg should respect and cherish, but not be stuck in the past. Innovation, creativity, and new amenities are very much desired by the community. The people of Leesburg also appreciate more modern places like shopping and entertainment options at the Village at Leesburg; the outlet mall; and the convenient big-box retail found along the Leesburg bypass—uses that generate significant revenues for the Town and lessen the tax burden on their families.

Therefore, as Leesburg looks to the future, the Town will remain open to opportunities for innovation and must continue to respect all of the things that make Leesburg a great place to live. First and foremost, Legacy Leesburg will be the foundation for strengthening and protecting the historic downtown heart of Leesburg. Next, Legacy Leesburg will preserve the great parks, open spaces, natural resources, and community amenities that residents love. The excellent neighborhoods of Leesburg will be enhanced to make them even better. And lastly, Legacy Leesburg will transform and reimagine older industrial and strip retail centers into new communities that extend the pedestrian environment, amenities, and sense of place found in the downtown.

CHARACTER FOR THE FUTURE

Through Legacy Leesburg, the Town will preserve and enhance its existing character as described above and improve the character in new ways. At the center of this effort is the desire to preserve historic resources and ensure complimentary architectural design.

The future character of Leesburg relies on many aspects of the same items that define the current character like: a wide-ranging mix of land uses, a diverse population, a unique geography, a rich history, historic landmarks and architecture, suburban neighborhoods, parks and open spaces, and welcoming community gathering spaces. But, the future character takes all of this one step further in ensuring that Leesburg has something for everyone and something everyone can be proud of like a deep sense of community and high quality services and amenities for its residents.

A key way to enhance the character of Leesburg is to take the vitality found in the downtown area and to expand it to other areas of the Town, particularly through strategic redevelopment eforts. This means creating new places to celebrate community as well as creating new opportunities to promote human interactions. Ideally, the vitality and vibrancy in the historic core can radiate out to other parts of the Town and create new connections to the distinct neighborhoods of Leesburg so that each resident can be proud of the Town and their own neighborhoods.

Legacy Leesburg seeks to continue to create an environment that benefits residents and attracts renowned businesses that serve the community and beyond. This involves promoting a unique sense of place by creating authentic places that promote diversity and an all-inclusive environment. It means that Leesburg will strive to be at the forefront of technology and innovation and that it will foster an environment of technology that benefits the residents and promotes economic development. It means ensuring efficient multi-modal transportation that provides connectivity across the town and moves all people with a focus on walkability and cycling. It means prioritizing new amenities and facilities for Leesburg and its visitors like a variety of open spaces and a range of opportunities to experience art, culture, and entertainment. And finally, it means ensuring that we are good stewards of the environment and natural resources.

CHARACTER ELEMENTS FOR LEESBURG'S FUTURE

- Maintaining a Small town feel
- Preserving Charm
- Creating Authenticity
- Fostering Technology and Innovation
- Expansion of the vitality in downtown Leesburg
- Creating Sense of place
- Nurturing a Sense of community and caring about neighborhoods, the community and its people
- Establishing a connected network of new community gathering spaces and places for human interactions
- Attracting renowned businesses and entertainment venues
- Preserving historic resources and celebrating history
- Promoting of a diverse and all-inclusive community
- Increasing access to natural resources
- Creating a variety of new parks and open spaces
- Ensuring complimentary architectural design
- Fostering a well-integrated mix of land uses
- Creating a diversity of housing types
- Maintaining high quality suburban neighborhoods
- Improving connectivity through enhanced pedestrian and cycling mobility
- Cultivating a welcoming environment to visitors
- Exploring increased opportunities for arts, culture, and entertainment
- Maintaining high quality services
- Continuing stewardship of the natural environment

COMMUNITY OUTREACH:
Many Views, Common Ground

As described in the following pages, the Town facilitated an open public engagement process for the Town Plan that resulted in turnout and responses far beyond expectations. While comments covered a wide spectrum of issues, a series of core themes emerged. The community expressed a range of wants, needs, and desires as well as concerns:

WANTS AND NEEDS

- A universal desire to protect the Town's historic image and character.

- Strong interest by many in expanding the number of Leesburg based jobs to cut down on long commutes—and both broaden and strengthen the Town's tax base.

- Interest in a stronger role for the arts and culture in the community's life—including a "cultural district"

- Interest in more green space and a more connected open space system;

- A strong desire to preserve natural and historic resources;

- A desire for more opportunities to enjoy community—places to get together, Main Streets and parks that bring people together, events like parades and the Flower and Garden Show that invite people to celebrate together.

- A focus on moving people—not just cars, whether by walking, cycling, or transit.

- Interest in creating more walkable "Main Streets" that offer a variety of local, unique retail, food, arts, beer and similar venues.

None of these views represented contradictions. They clearly communicated that some forms of growth and change negatively impact the Town while others offered substantial benefits. Residents are keenly aware that many of their wants and needs cannot be met without some degree of change.

The answer is strategic—and well managed—growth and change.

CONCERNS

- Traffic

- Widely expressed concerns about the impacts of "unmanaged" growth—including, but not limited to, growing traffic congestion, loss of green space, the prospect that the Town's historic character could be overwhelmed.

- Concern that slowing growth would impose fiscal challenges, force an increase in property taxes, and leave the Town without the resources to address critical concerns and achieve important goals raised during the planning process.

- Concern that Leesburg needs to offer an expanded range of housing options—including more affordable housing, more housing options for older households and young adults, and more housing in walkable neighborhoods that offer proximity to shops and services, and other options.

MEASURING POSITIVE GROWTH & CHANGE

Throughout the process participants added several criteria for measuring positive growth and change. By carefully reviewing the various public input received, it became clear that residents did not view all forms of land development as a good thing. Instead, it became clear that major decisions regarding the future of Leesburg needed to be evaluated against a set of criteria that resulted in positive change that benefits both current Town residents and future generations. While not every criteria would apply to every land use decision, questions to be asked include:

✓ Does it enhance the Town's character—preserve and enrich the Old & Historic District or provide complimentary character in areas outside this area?

✓ Does it support new parks and public spaces that invite people to gather and celebrate community?

✓ Does it provide more green space?

✓ Does it help to address increased walkability and mobility?

✓ Does the change result in high quality architecture?

✓ Does the change result in increased provision of amenities?

✓ Does the change contribute to a strong tax base?

✓ Does the change provide new local employment opportunities?

✓ Does the change expand the range of housing to give options to people in all phases of life and incomes?

✓ Does the change provide environmental benefits?

✓ Does the change result in development that is compatible with surrounding areas?

OUTREACH PROCESS

Project Focus Group

A focus group was created to help the project team brainstorm big ideas for public engagement and get the word out for opportunities to participate in the Legacy Leesburg planning process. As a result, residents, business owners, community leaders, and Town officials, of all ages and backgrounds, generously offered their time to express their opinions and concerns regarding the future of Leesburg.

Stakeholder Interviews

The project team for Legacy Leesburg met with 17 stakeholder groups—including long-time residents, business owners, developers, transportation and economic development experts, elected officials, advocacy groups, and Town staff. The purpose was to listen, learn, and get to know Leesburg. During this time, project team members were also able to tour the community to get a sense of existing conditions and possible issues and opportunities to consider moving forward.

Door-to-Door Resident Interviews

The New Virginia Majority (a local community advocacy group) went door-to-door in local apartment complexes to hear from hard-to-reach populations in Leesburg about their needs and vision for the Town. Many of these interviews focused on safety (as both a positive and a negative), housing affordability (specifically high rents), and the need for better transit options.

Social Media & Project Website

The project team maintained a presence online through both the Town's Facebook page and a project web site. The project website (https://legacy.leesburgva.gov/) was used to post documents and gather public input through discussion boards, surveys, and more. The Facebook page was used to help disseminate information about the project and upcoming events, gather additional public comments, and direct people to the web site. Facebook Live was used on a number of occasions to generate interest in the project and let stakeholders participate in various events from their home or place of business.
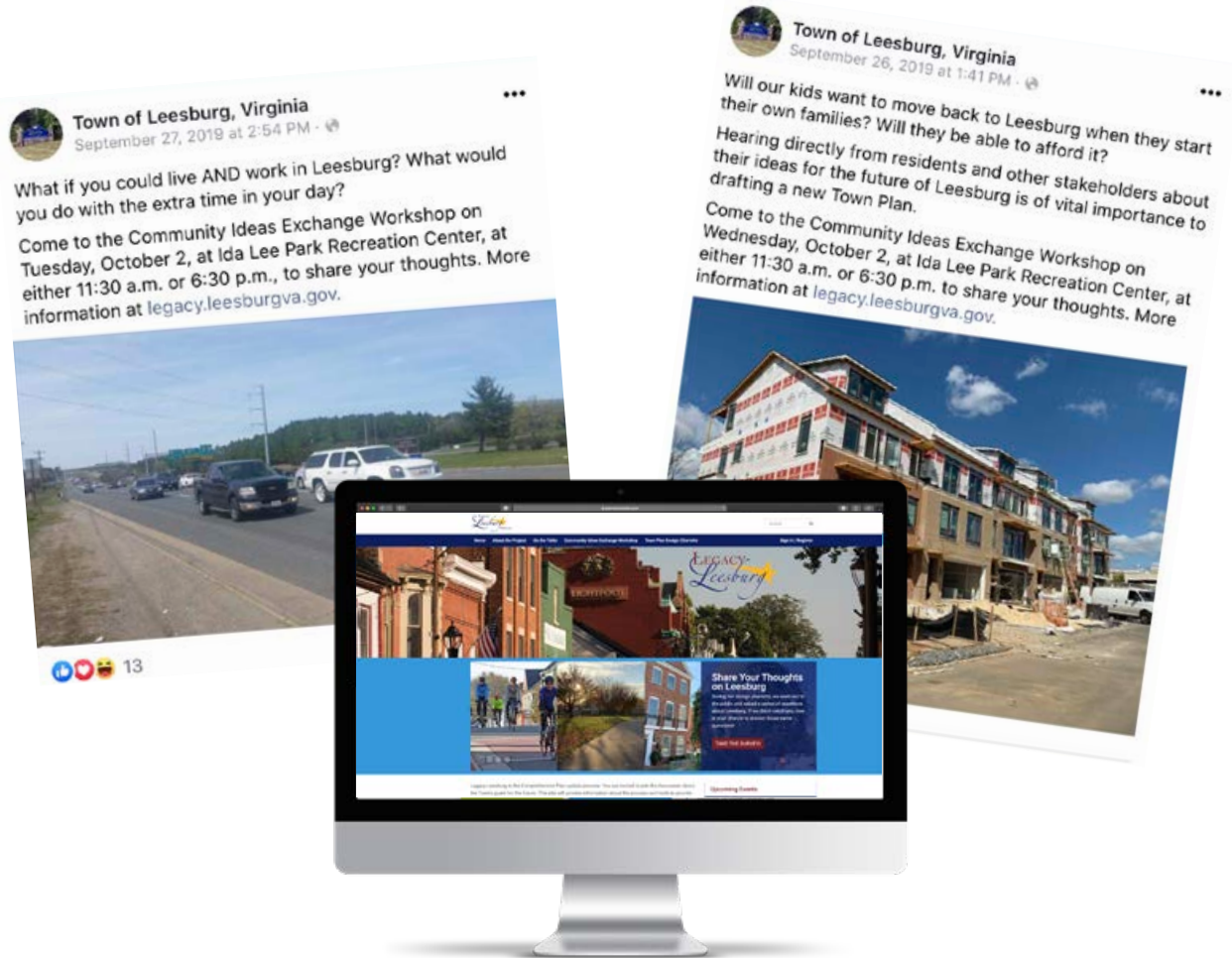
Community Ideas Exchange Workshop

The Town hosted a Community Ideas Exchange Workshop at the Ida Lee Recreation Center. The workshop gave everyone in the community an opportunity to learn about the Legacy Leesburg Town Plan process and to offer insights to the project team. More than 80 residents attended the hands-on event to share their feelings about the future of the Town.

Two drop-in events were held (in the afternoon and in the evening) to accommodate different schedules. Upon arrival, participants attended a brief introductory presentation before moving on to several hands-on activities. Stations around the room focused on green space, land use, transportation, community design, economic development, and future growth in the Town. Participants took multiple surveys and played a "block game" allowing them to show preferences for different development types, patterns, locations, and intensities. For those unable to attend the meeting, the Legacy Leesburg web site provided the opportunity for similar input following the workshop event.

> " Leesburg does a good job of community engagement. The Flower and Garden show, First Friday, and parades allow the larger population of Leesburg to come together and converse. This sense of community really makes our town unique "

On-the-Table Events

On-the-Table events provided a one-month opportunity to gather with family, friends, neighbors, and colleagues to have conversations over a meal or coffee, build personal connections, and explore ways to make Leesburg stronger in the future. The informality of this engagement option made the process more accessible for some community members and expanded the range of input received.

Thirteen groups met in restaurants, coffee shops, private homes, local businesses, and other locations around the town. Staff also visited Tuscarora High School for a day-long event to engage with future leaders of Leesburg.

> Leesburg was sleepy 30 years ago. Now there's an energy.

> I love our parks, hometown events like parades, Flower & Garden show, small town shops and all the history and art that keeps popping up
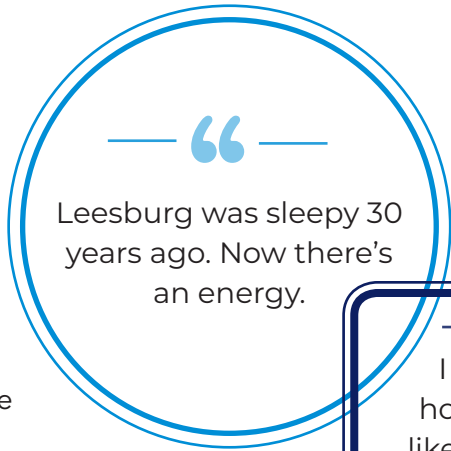
Six-Day Design Charrette

A six-day community design charrette was held at the Ida Lee Recreation Center where the project team set up a design studio. A multidisciplinary team of consultants representing the fields of community planning, transportation, economic development, market analysis, and urban design worked as an extension of Town staff throughout the event. The studio was open to the public and provided an open forum for the community to work closely with the project team.

The process kicked off with an opening presentation to the Planning Commission. The following days were filled with "deep dive" meetings on land use, community character, transportation, quality of life, parks and recreation, housing choices, and economic vitality. Each session was attended by members of the public, as well as regional and local experts in their fields. Meeting participants shared their concerns, volunteered big ideas to consider, and interacted with technical experts working in the studio. Project team members also ventured out into the community in various locations for "person on the street" interviews, reaching people who might not otherwise have participated in the process.

Project team members began synthesizing ideas from the community workshop, in-person interviews, and other public outreach by collaborating, discussing design challenges, preparing renderings, compiling images, and drafting big ideas for the Legacy Leesburg Town Plan. Ideas were shared with the project focus group, and drop-in members of the public were briefed on emerging ideas throughout the week.

WHY DOES LEGACY LEESBURG MATTER TODAY?

A Rich Legacy of Planning

While adopting a Town Plan is required by State Law in Virginia, Leesburg has always been a town that has been thoughtful about the future and protective of the past. Shortly after the area was first settled, the 1759 Plan for Leesburg divided the community into 70 lots with three north-south and four east-west streets. After the Town incorporated in 1813, one of the first ordinances passed held residents of lots fronting on King and Loudoun Streets responsible for paving the footways and providing gutters along the street, using stone or bricks, that met the guidelines of the Town's plan. In 1949, Colonial Leesburg, Inc. was formed to raise public awareness of historic buildings, and in 1963, the Board of Architectural Review was established and Leesburg's Old and Historic District was officially designated. The Town adopted its first official Town Plan in 1974 and updated its most recent one in 2012.

Managing the Accelerating Pace of Change to Build Our Legacy

While every decade brings change, the next two decades promise a period of unprecedented, and accelerating demographic, economic, technological and environmental change that, if well-managed, can unlock significant benefits for the Leesburg that are well aligned with goals expressed by a wide spectrum of the community. The key is to plan.

> " I have lived in Leesburg since 1970 and continue to believe it is a great investment of my money, time, and community. Yes, it has grown, yes, it has changed. But who out there has not wanted to reinvent themselves? "

march 12, 1907

Leesburg,

NORTH KING STREET, LEESB
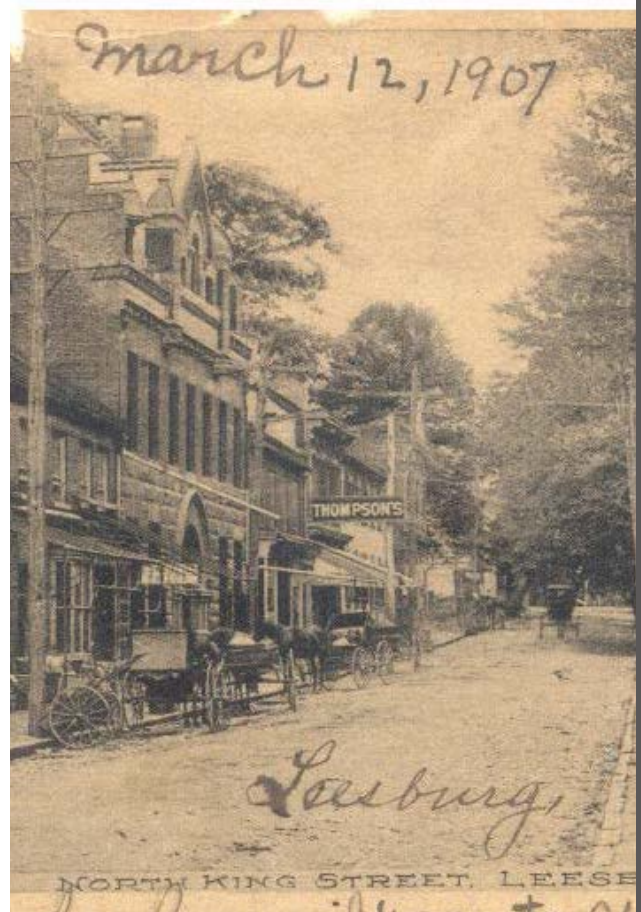
Demographics are Destiny

In the five decades following the end of World War II families with children dominated household growth and played a determinant role in spurring an explosion of suburban growth in Leesburg as well as across the Washington METRO area and all of North America. However, demographic growth has shifted dramatically toward one- and two-person households (without children) in recent years. These smaller households will dominate household growth, and housing markets, in Leesburg as well as across the METRO area and North America for the next two decades. Managed well, growth driven by these smaller households offers the opportunity to attract residents and new small business to Downtown, redevelop areas like the Crescent District, enrich Leesburg's stock of walkable Main Streets, promote mixed-income neighborhoods,

and enhance the Town's ability to achieve many of the goals voiced by the community. This shift, of course, also presents the Town with challenges. Shrinking households are closely tied to an aging population, and suburbs are aging faster than cities. As growing numbers of homeowners shift to fixed-incomes, they become resistant to increasing property taxes. Finding alternative sources of real estate value such as new walkable, mixed-use Main Streets becomes increasingly important. Similarly, preserving the value of predominantly single-family detached neighborhoods—for example by increasing access to nearby green space and new walkable Main Streets—may become a higher priority.

CHANGES THAT WILL DRIVE THE FUTURE OF LAND USE

The Knowledge Economy Drives Growth

Smaller households and an aging population are slowing workforce growth just as the dramatic growth in knowledge industries has dramatically increased the share of jobs in every region that require higher education. The resulting shortage of educated workers—often termed "talent"—has produced growing competition to attract and retain talent. Jobs and investment now flow to places where this talent wants to live and work. Mixed-use neighborhoods and urban districts with walkable Main Streets top their list.

The Washington METRO has the best-educated workforce in the US and as a result has witnessed dramatic knowledge industry growth, most of which has concentrated in the District and Northern Virginia urban centers. However, even in this region so rich in talent, companies are competing for educated workers. This competition will intensify over the next two decades and with the right strategies in place, Leesburg will be in a strong position to attract jobs and investment to Downtown and emerging walkable Main Streets, fulfilling an often-heard aspiration for more local jobs…and fewer long commutes.

Growing local jobs will also help expand and diversify the Town's tax base. While in some cases these jobs will head to office buildings, increasingly they will also head to reimagined older industrial buildings or new "flex space" in which innovation mixes with new economy assembly, distribution and a wide-variety of other jobs.

Retail is Changing Rapidly

The rise of online retail, together with the decline in the share of US income earned by the core markets for mass market retailers, is taking a toll on auto-oriented retail. Malls and strip centers have emerged as the new frontiers for redevelopment. In turn, a new era of smaller, unique, "Main Street" retail— largely supported by nearby housing—is taking root in Downtowns and mixed-use centers emerging in areas like the Crescent District.

Food and drink from various dining options to coffee to beer have taken center stage in this Main Street revival. Roughly 50% of all new retail leases across the US in 2019 were for restaurants and related eateries. While many of these businesses are locally owned, a new generation of national retailers are also capitalizing on this trend. This includes brands like Starbucks and Mellow Mushroom pizza parlors. The Main Street retail renaissance has in turn helped attract new residents and jobs to the growing number of emerging walkable, mixed-use, and, mixed-income suburban districts.

Mobility Innovations Will Change How We Move Around

Today we are on the cusp of two decades of even more transformative mobility innovations that will strongly favor downtowns and closer-in urban neighborhoods. The first waves of change have been focused on Mobility as a Service (MaaS), for example Lyft, Uber, and ever-evolving micro-mobility technologies deploying e-scooters and bike sharing. MaaS is already steadily increasing the convenience

and decreasing the cost of living and working in suburban downtowns and mixed-use centers that offer the density to support a high level of convenience.

Next up will be the rise of connected vehicles, which may be prevalent by the early 2030's. While these vehicles won't drive themselves, they will self-park far more efficiently than we park them today. As a result, in roughly a decade the vacancy rates of every parking facility in Leesburg may rapidly increase—adding first 20% and then 30% more spaces as self-parking capabilities and MaaS options improve. This will enable new development Downtown and in emerging mixed-use centers to share parking with existing projects. This change facilitates the end of additional parking facilities as a prerequisite for infill and redevelopment projects and reduces costs.

It has been estimated that by roughly 2040 autonomous vehicles will be the norm. In Downtown and mixed-use centers that offer the concentration of people and destinations to support on-demand service, Stantec's autonomous mobility planners project the paradigm will take the form of shared

autonomous vehicles (SAVs). SAVs will be far less costly to operate than individually owned autonomous vehicles—the norm in low density environments without the density to support on-demand convenience. Stantec's mobility innovation team projects that a typical household can save roughly $5,000 for each vehicle it no longer needs to own as it relies instead on SAVs for mobility.

Connected and Autonomous Vehicles

Mobility innovations will provide new incentives for redevelopment in the Crescent and other closer-in outmoded commercial areas ready for redevelopment. Mobility as a Service (MaaS) together with micromobility technologies like on-demand bikes are already reducing expensive parking required to support new mixed-use 20-25 years Stantec's mobility planners project that connected and then autonomous vehicles will further reduce and then eliminate the costs of providing parking for new mixed-use development. Meanwhile shared autonomous mobility serving downtown and close-in neighborhoods with sufficient demand to support convenient service will cut annual household mobility costs by roughly half.
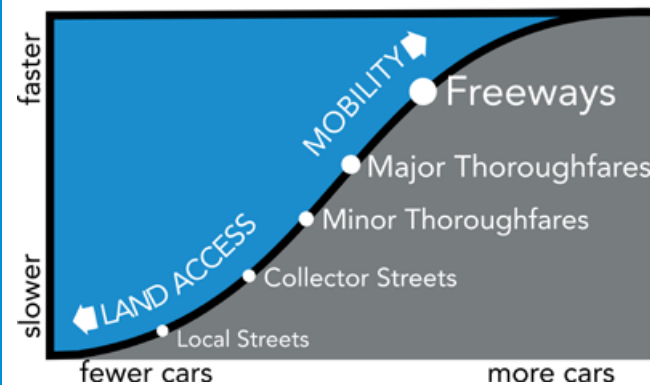
TRANSPORTATION MOVING FORWARD: RE-THINKING THE TRIP

Transportation is seldom done in isolation: there is usually a reason for every trip. It is the catalytic substance that lubricates every part of the Leesburg system, and that ties it to every place people go outside of the Town. When it works well, transportation is nearly invisible. Trucks make deliveries in the middle of the night while we sleep. The ridehailing driver shows up when and where we were expecting her. This assumptive nature creates both short- and long-term blind spots in our plans. Leesburg, like every place, faces the challenge in imagining what conditions will be like at the end of this plan's horizon in 20 years. Technology, demographics, cultural preferences, and economic resources have been slowly reshaping the way that people do transportation. Then the disruptions from a global pandemic and widespread civic unrest pushed the fast-forward on some trends like teleworking, and simultaneously hit the pause button on others like traffic growth. Knowing to what extent these changes will "stick" with our community in the long term is a major concern of the Legacy Leesburg process. The following is an overview of the existing conditions, trends, and where we believe Leesburg will find itself after these trends have finished their ride.

When Transportation Doesn't Work

It's likely that any transportation professional anywhere in the world would recognize the chart at right. Many small streets at the bottom of the curve carry a little traffic slowly, but tend to serve proportionately greater numbers of properties (high accessibility). The top-right of the curve represents a few freeways and Interstate roads that carry a lot of cars and trucks quickly (high mobility). While these types of street would seem to have little in common, almost every problem with any road can be summed up by saying that they were designed to be at one point on the mobility/access curve but are now being asked to do something different - to be at a different place on the curve. Interstates fail when too many interchanges too close together increase access and hurt their original, primary purpose of mobility. Neighborhood traffic complaints are almost always about roads that are supposed to carry some cars slowly but are now being used by many people who want to use them faster than they were originally designed. In these cases, transportation changes from being an invisible assumption to a visible, serious problem. Fixing the problem can be expensive, adversely impact residents, and disrupt businesses.

Keeping this relationship between mobility and accessibility in mind and planning ways to maintain it is a focal point.

Are We Waiting for Revolution...

A lot of ink has been spilled describing the changes that technology will make to transportation systems, site development designs, and market-based land use preferences. In reality, it's hard to predict the long-term effects of these changes, new technologies, and modifications to preferences for certain living or working arrangements. People got used to getting into a ridehailed vehicle driven by a complete stranger summoned by an app on their telephone over a period of several years; in one month the COVID-19 pandemic made transit and ridehailing obsolete for many people, as they worked from home and didn't travel at all. Failing to account for the future is one issue, but other shortcomings tend to plague plans, planners, and their customers when assessing transportation options.

- Public Transit works, but works best when land use patterns support its use. Longer, intercity commuters will use park-and-ride locations, but most people prefer not to "change seats" when using transit - which means walking to it from a quarter-mile or less from higher-density, walkable neighborhoods near a transit stop.
- The car is still king in Leesburg and most of the U.S., with 75% of Leesburg commuters driving alone to work (pre-COVID) and another 11% sharing the ride with a friend.
- Less than 25% of all trips are for work. If shopping, going to school, or meeting a friend for coffee can be achieved by walking or biking, Leesburg residents have stated unequivocally those modes are preferred, if safe and convenient.
- The words "transportation improvement" used to be synonymous with "widening a road." This isn't always true now: rising costs, environmental remediation, an increasing focus on safety / crash reductions, public objections, technology, micro-mobility options, and people changing how they want to live and move around have dramatically changed what is meant by improvement. It's important that our transportation connections acknowledge these options more often.

...or did it Already Happen?

During the preparation of Legacy Leesburg, trends that were amplified by a global pandemic and a resurgent Black Lives Matter movement underscored our collective vulnerabilities to social change. Looking at a three-month period from June 1st to August 30th, car travel in Leesburg dropped by an estimated 43% - at it's peak, the COVID-19 epidemic stopped 65% to 75% of vehicular travel (cars and buses) nationwide. The ability to telework from home for those that could do so saved some lives and bolstered an economy that badly needed business - yet few plans discuss teleworking or what can be done to create more of it. Public transportation, a uniquely group conveyance, was hit especially hard by the pandemic, with ridership and fare revenues down by 73% and 86% respectively in April 2019/2020 (APTA, May 2020). This decline disproportionately impacted long-distance commuters--trip lengths actually increased from / to Leesburg as more people chose to drive--and lower-income workers that could ill afford to miss work but faced reduced transit schedules implemented by operators forced to cut costs. Transit faces ongoing funding hardships, as depressed ridership revenues (40% of all transit revenues) are accompanied by reduced state and local revenue.

Challenging times also lay the groundwork for changes that otherwise would not be considered. The recommendations in Legacy Leesburg must achieve synergies across transportation, land development, affordable housing, environmental stewardship, and economics to be successful.
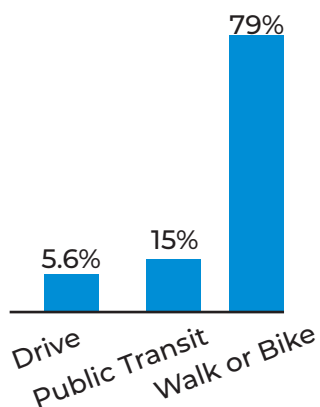
"Heat" Map of biking and walking activity in Leesburg vicinity. The W&OD Trail is clearly visible running from top-left to bottom-right.
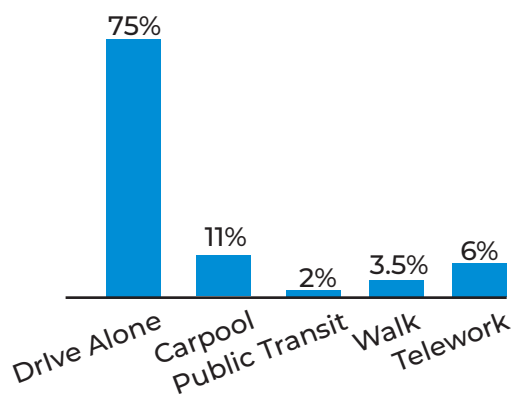
(source: Strava)

23%

of all car trips beginning or ending in Leesburg are less than two miles long

How We Want to Get to Work *(and other places)*[1]

- Drive — 5.6%
- Public Transit — 15%
- Walk or Bike — 79%

How We Actually Got to Work[3]

- Drive Alone — 75%
- Carpool — 11%
- Public Transit — 2%
- Walk — 3.5%
- Telework — 6%

COVID CORNER: How the pandemic changed travel

-43%

Three-Month Decrease in Vehicle Miles of Travel in Leesburg due to COVID-19[2]

Share of Car Travel During COVID Outbreak Compared to Same Time Period in 2019[2]

- People with No Kids
- People with Kids
- No College Education
- Bachelor or Graduate Degree
- White
- Black

-5%   0   +5%   +10%
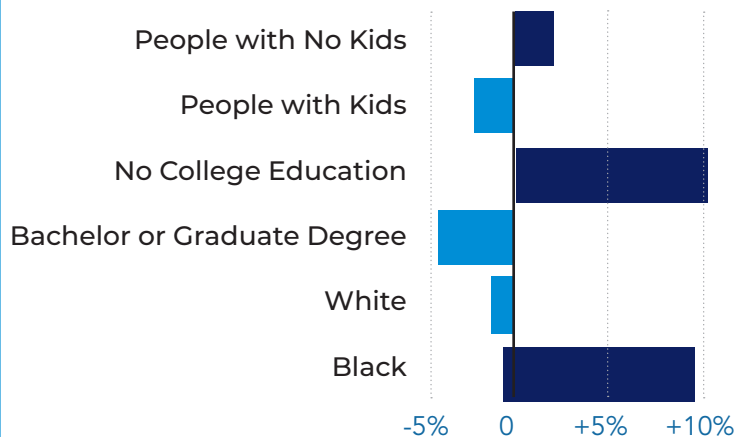
The COVID-19 pandemic impacted nearly everyone, even those that never got sick. Unnecessary and even work travel downshifted. Lower-income, lower-education, and minority workers were less able to work from home and became a larger share of the remaining travelers during the outbreak.

WE'RE GONNA NEED A BIGGER COFFEE...
(OR MORE REGIONAL TRANSIT)

2002-2017
25x25

The number of Leesburg commuters traveling at least 25 miles to work each day went up by 25% in 15 years (from 2002 to 2017).[5]

clearing the air

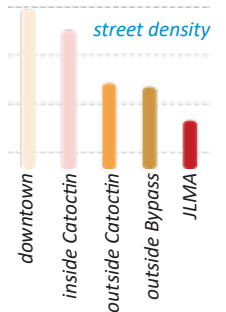Madrid has introduced pay-by-plate parking that allows the city to charge less for cars that are hybrids, electrics, or low-emission vehicles (LEVs). New parking systems based on similar technology can help identify empty spaces (even on street) before you leave the house, and make shared public-private lots profitable for both sectors while increasing parking options. This gets polluting cars off the road and to a parking spot sooner without increasing the amount of land devoted parking.

> "In community-dwelling, elderly adults aged 70 to 90, leaving the house daily was associated with lower mortality risk, independent of social, functional, or medical status."[4]

LEESBURG STREET DENSITY OVER TIME

Post-World War II trends and policies favored the new, suburban, "clean-and-green" pattern of residential development. Faster, wider streets had to be built to facilitate longer trips, so fine-grained, intricate, and intimate street networks became unnecessary.

street density

downtown | inside Catoctin | outside Catoctin | outside Bypass | JLMA

DRIVING ALONE

3 out of 4
of all Leesburg commute trips are made in a privately owned car, alone[3]

Notes: (1) Leesburg Charrette participants; (2) StreetLight Data, three month periods starting 06.01.2019 compared to three months starting 06..01.2020; (3) U.S. Census 5-year estimate ending 2018; (4) Jeremy M. Jacobs MBBS; Aliza Hammerman, Rozenberg MA; and Jochanan Stessman MD, "Frequency of Leaving the House and Mortality from Age 70 to 95," *Journal of the American Geriatrics Society*, 22 November 2017 (https://doi.org/10.1111/jgs.15148); (5) U.S. Business Census, 2002 and 2017.

UNDEVELOPED LAND

There is a finite amount of land within the corporate limits and it is important to understand how it is currently occupied, and what could possibly happen to it in the future. Land in the Leesburg planning area (inclusive of the JLMA) generally ranges from already developed (55%) to currently undeveloped (26%) to preserved open space (19%).

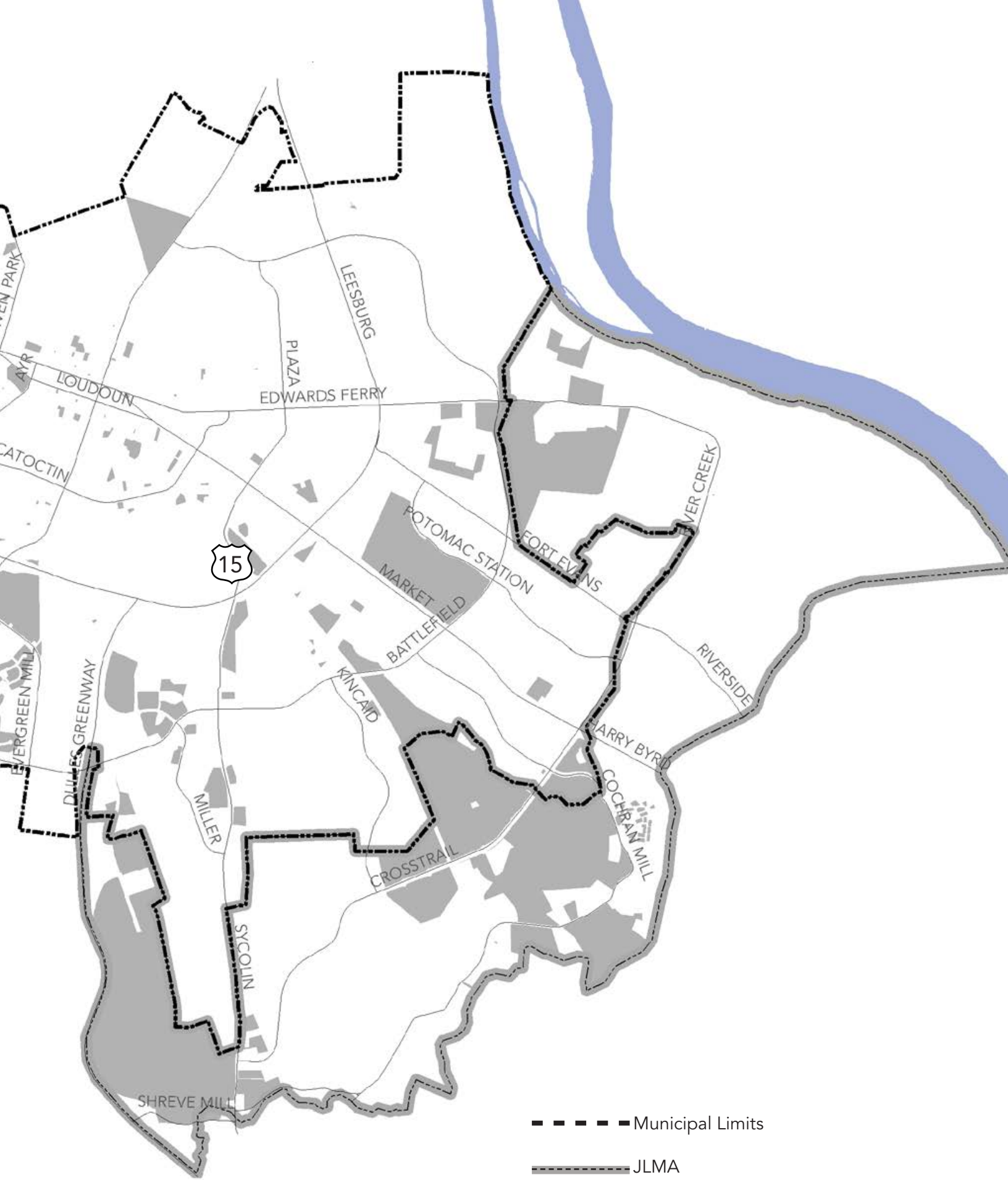Most of the currently undeveloped land is located in the Joint Land Management Area administered in partnership with Loudoun County. New development over the next decade—and future decades— will be primarily focused toward infill in areas considered already developed including vacant sites and opportunities to redevelop under-utilized sites. Together these sites represent roughly 5% of the Town's area together with aging malls, strip retail sites, and other uses that become outmoded due to demographic and economic changes going forward. This breakdown conveys a powerful message. Most of Leesburg within the corporate limits is built out. For the foreseeable future the Downtown and mature neighborhoods will host only incremental change. And of course, public and protected open spaces will be fully preserved. The vast majority of the new development projected in this Plan will be focused toward areas like the Crescent District, the Arc (see map in Chapter 3), and the JLMA which will potentially host most of the Town's development and redevelopment potential.

Undeveloped Land

AYR

RAVEN PARK

LOUDOUN

CATOCTIN

LEESBURG

PLAZA

EDWARDS FERRY

POTOMAC STATION

FORT EVANS

VER CREEK

MARKET

BATTLEFIELD

KINCAID

RIVERSIDE

EVERGREEN MILL

DULLES GREENWAY

MILLER

HARRY BYRD

COCHRAN MILL

CROSSTRAIL

SYCOLIN

SHREVE MILL

15

- - - - - Municipal Limits

JLMA
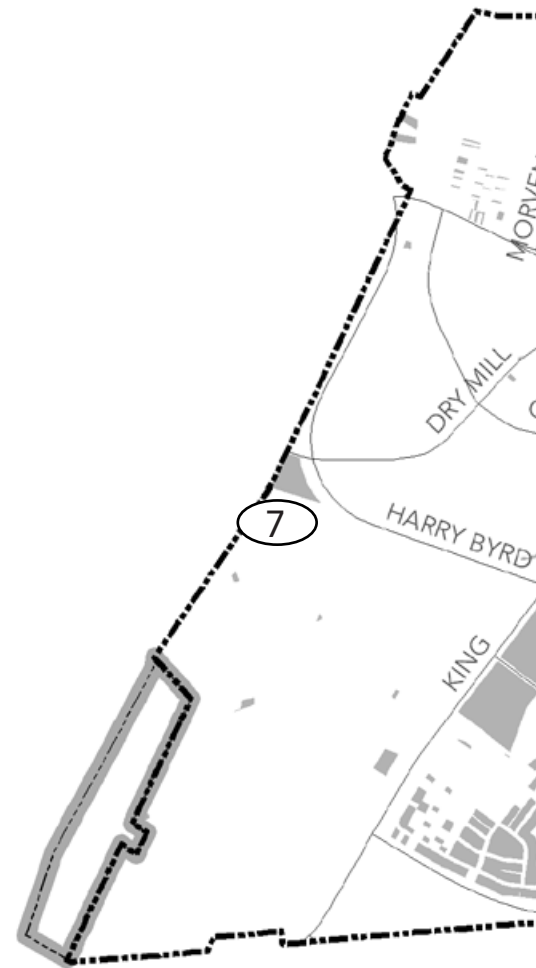
VISION:
A RENEWED LEGACY

Leesburg is a place that a diverse group of people are proud to call home. Drawn in by the history, they stay for the strong sense of community. The small-town feel and charm, walkable areas, access to green space and trails, places to gather, and a thriving downtown all come together to make Leesburg distinct from other towns in the region.

As the seat of Loudoun County, one of the fastest growing areas in Virginia, Leesburg will continue its transition from its small-town roots to a more vibrant and dynamic community. As the population continues to grow, it is imperative that Leesburg protect its authentic sense of place and small-town feel, with the understanding that "small-town feel" is not dependent on the size of the population or the square mileage of the Town — it is instead a reflection of connections to neighbors and a shared investment in the success of the community.

The Town is committed to managing growth to retain, and improve upon, the qualities that make Leesburg a special and welcoming place for all people.

GUIDING PRINCIPLES

To expand upon the vision statement and further clarify goals of the community, a set of guiding principles emerged from public discussions around specific topics critical to preserving and enhancing the high quality of life in Leesburg. These principles embody the core philosophy of embracing and celebrating Leesburg's history, while pro-actively planning for its future.

The means by which the Town builds its legacy may evolve over time, but the shared vision and guiding principles themselves should endure for generations. Any changes to policies or direction should be evaluated against both the vision statement and the guiding principles to determine if they are in the best long-term interests of the Town and its residents, businesses, and property owners.

One guiding principle is no more important than the others, rather they are all interrelated and interdependent. The Legacy Leesburg Town Plan is organized around the five guiding principles, detailed below:

Town Character and Authenticity

Retain and protect the historic core of Leesburg and provide a high-quality brand and sense of place that stretches throughout the entire community. The Town expects growth that supports Leesburg's desired future character and results in purposeful, quality development in strategic locations to meet the needs of existing and future residents and businesses and maintains high quality gateways and corridors to ensure Leesburg remains distinct from from surrounding communities.

Dollars and Sense: Business & the Economy

Take advantage of Leesburg's enviably strong market where, for many land uses, demand is outpacing supply. Harness this potential growth in a manner that enhances quality of life, reinforces a unique brand for the Town, and creates a strong and sustainable local economy.

Moving Around Town: Transportation and Mobility

Provide a safe, reliable, and efficient transportation system that promotes and enhances mobility and connectivity between neighborhoods and destinations. Create a multi-modal network of complete, safe, and connected walkable streets, sidewalks, and trails that serves transit riders, pedestrians, and cyclists.

Places to Live: Enhancing Neighborhoods & Improving Home Choices

Protect and enhance the quality and character of existing residential neighborhoods. Seek opportunities to offer a variety of housing types at a variety of price points that appeal to a wide range of households and enable residents to live in Leesburg throughout all stages of their life. Ensure that neighborhoods are connected to walkable destinations such as parks, open space, recreational facilities, and other activity centers.

All Things Green: Parks, Open Spaces, Greenways, and Natural Resources

Preserve, conserve, and enhance Leesburg's natural resources, parks, and streetscapes (public realm) to support the health and well-being of the community and environment. Establish Leesburg as a sustainable community that encourages the use of renewable energy, reuse and recycling of resources, reduction of waste and pollution, wildlife friendly landscaping practices, water conservation, low carbon mobility, and adopt sustainability metric and goals.

A NEW WAY OF PLANNING

Legacy Leesburg represents a new way of Planning for the Town. In the past, the Town has largely used the Town Plan to react to developer proposals for new development. While the private sector will still play a major role in the future of the Leesburg, the Town will transition toward a more proactive approach to using the Town Plan to plan for new initiatives and proposed changes that address the Town's Vision and the Guiding Principles. The Town will measure progress on meeting our Vision and Goals. Furthermore, the Town will use a Playbook Approach to choose from and/or adjust strategies to help assure that change and growth are for the better and address the Vision, Guiding Principles and Goals of the Plan.

The proactive approach will mean that the Town takes purposeful action to implement the Plan. For example, it will assure that the residents and businesses in Leesburg are regularly engaged and still in agreement with the adopted Vision, Guiding Principles, and Goals of the Plan over the ensuing years. The goal is to have the community continually engaged in community development considerations even after the Plan is adopted and to check in to see if the residents and businesses of Leesburg want to voice opinions or concerns about issues facing the Town or community development priorities. The Town has, and will continue, to offer public hearing opportunities to speak to land development applications but this new, proactive approach goes beyond the input sought for updates to the Town Plan and at public hearings for land development applications. It is an attempt to provide regular forums for residents and businesses to comment on issues, priorities, ideas, and concerns pertaining to our community.

The proactive approach also means that the Town will take the lead on making beneficial community development changes rather than waiting for development to occur that may, or may not, address change in a manner that is consistent with Leesburg's Vision for positive, managed change. This can mean things like having the Town lead a public private partnership effort for working on a needed community facility or public infrastructure projects such as streetscaping projects. These types of efforts can be delegated to staff, led through established advisory Boards and Commissions, or through creation of special ad hoc task forces who are responsible for making recommendations to address specific issues like increasing affordable housing, creating a new park or community center, or development of a performing arts center. A proactive approach to community development initiatives may also include finding new funding sources such as grants or private-public partnerships.

The Playbook Approach advocates for active management of the strategies in the Legacy Leesburg Town Plan. This means that the Town will review the strategies and select the best approach for the situation. When opportunities present themselves, Leesburg will adjust to take

advantage of them so long as the Guiding Principles are met. Also, when unforeseen issues arise, the Playbook Approach will offer policy guidance on the best path forward. The point of the Playbook Approach is to be flexible and proactive, so long as the overarching policy guidance of the Plan is followed.

Lastly, Legacy Leesburg places an increased emphasis on desired outcomes rather than the specific ways to achieve the outcomes. For example, rather than land use designations with specific development parameters, this plan uses "character areas" that describe the overall look and feel of an area. Legacy Leesburg also places emphasis on concepts like improving walkability, getting new amenities for Town residents, and ensuring good design rather than specifying exactly what should happen. This approach is intended to promote good discussion among all parties to work together to achieve the intended goal. It recognizes that the unique circumstances in Leesburg and on individual parcels of land in the future would not work well with a "one size fits all" approach.

THE OLD WAY

THE LEGACY LEESBURG WAY

The Town Plan served primarily as a guide for new development to evaluate proposals for new development.

The Town Plan will still guide proposals for new development but it will also provide a more proactive approach for making Leesburg better through Town led initiatives.

Residents were notified of public hearings and provided with the opportunity to comment on development proposals before the Town.

Residents are still notified of public hearings for development applications but there will also be community outreach initiatives to discuss community issues so that residents can help guide new policies, projects, and initiatives.

Residents expressed concerns or support for development applications or for specific infrastructure projects during the annual review of the Capital Improvements Plan during public hearings.

Residents share ideas to guide future community initiatives at Community Meetings to help the Town decide on priorities for Town improvements.

The Town primarily made decisions about the community's future during public hearings while reacting to development proposals.

Input from community meetings and other efforts guide updates to Legacy Leesburg, new Small Area Plans, and special studies that further define and provide strategies to make the desired future a reality.

A USERS GUIDE FOR THE DOCUMENT

WE HEARD YOU

The Town Plan is the culmination of an extensive and transparent community planning process that reflects many differing points of view. Hundreds of Leesburg residents, businesses, visitors, and supporters participated in the process and contributed to the creation of the Plan. The text in this plan was literally written by you, the public. While there's something for everyone contained within these pages, not everyone is going to love everything in the plan. We need to respect differing opinions and consider the big picture of whether the plan as a whole takes Leesburg in the right direction.

UNDERSTAND THE ELEMENT OF TIME

At first glance, the Plan may seem ambitious and daunting. It is important to understand that not everything in the Plan will happen all at once, and some things may not happen at all. Included are some big ideas that, if implemented, would bring about transformative change to Leesburg. This will take decades to come to fruition. Other ideas are smaller and can happen right away. No matter what, we need to have a vision in place and be proactive so that we are not reacting blindly to any opportunity that may arise.

Developers will come and go. They will present ideas and some will threaten to walk away. At this stage in Leesburg's history, it is important to remember that we only get one chance to get it right and sometimes waiting for what we really want will be hard.

BE A CHAMPION OF THE PLAN

The sections of the Plan reflect the ideas of an entire community and include many differing points of view. The people of Leesburg need to champion the elements that they do heartily support to help provide the energy and focus necessary to overcome obstacles on the way to implementation. The community needs to be proud of this plan and they need to make sure that it remains a living document. Ideally, the Town will empower people to champion those elements that they do heartily support to help provide the energy and focus necessary to overcome obstacles on the way to implementation.

HELP MAKE IT HAPPEN
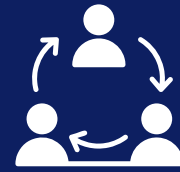
All of these great ideas take time, money, and staff capacity. For the Plan to become a reality, a large number of people must decide they care enough to stay involved and help implement the Plan. Serve on a Town Board or Commission, join a citizen task force, or turn out to support new projects that help move Leesburg forward. We will need everyone to actively engage and support the Plan over the years to come. Communities that work together, and work smartly, often succeed in achieving their goals.

CHAPTER TWO:
SETTING
THE STAGE

History

Timeline

Planning Foundation

Leesburg at a Glance

Projected Market Demand

Opportunities & Challenges

Quick Take-Aways

SETTING THE STAGE

You can't get to where you are going if you don't know where you are and where you have been. This chapter is all about the history, data, and trends, that when coupled with input from the community, led to the goals and strategies developed in Chapter 3. It is important to note that circumstances change and what was once a growing trend can quickly become a short lived fad. While the principles of this plan which seek to build on treasured character of Leesburg should not change, the way to build on that character may change. As such, this plan can and should be dynamic. It should be appropriately revised if trends change. That is why this chapter exists - to inform future readers of what was happening in the world when the plan was being developed.

It should be noted that this plan was developed in the midst of the COVID-19 pandemic of 2020 which began just as the project team was preparing to unveil the first draft of the plan to the public at a community workshop. Some children in Loudoun County who left their classrooms on Wednesday, March 11, 2020 would not return to school for the rest of the school year and the beginning of the next. Webcams suddenly became a precious commodity as millions of people across the country abandoned their office spaces and began to work from home. The most popular restaurants in Town were shuttered and King Street was nearly deserted. While things began to slowly return to normal, the future of "normal" is uncertain and this plan must be able to adapt to any new trends that affect the future of Leesburg.

LEESBURG: A BRIEF HISTORY

In 1730, Thomas, the 6th Earl of Fairfax, granted 4,054 acres, including what would become Leesburg, to Francis Awbrey. At the intersection of the major north-south Carolina Road (now U.S. Highway 15) and the east-west oriented Potomac Ridge Road (now Virginia Highway 7), a small settlement emerged. In 1757, the Assembly of Virginia selected the location to house the Loudoun County courthouse. The area was platted into 70 lots, and in 1758, an Act of the Assembly established the Town of Leesburg. The Town was incorporated in 1813.

Its location in the fast-growing Northern Virginia (NOVA) Region has kept Leesburg an attractive destination through the decades. The early 1900s provided passenger train service to Washington, D.C. for access to jobs in the nation's capital, which was replaced by new highways serving automobiles in the 1950s. The 1960's marked the beginning of a period of significant population growth. Dulles Airport was opened in 1962, and Leesburg Executive Airport in 1963, increasing access to Leesburg and the NOVA Region from points around the world. As the Washington DC METRO's economy began to diversify in the 1980s from its historic focus on government jobs to its emergence as a globally significant center for knowledge economies, the region's growth and increased affluence translated into rapid suburbanization and population growth that transformed much of Leesburg and triggered rapid "greenfield" development.

Today, as most of the land in the Town Limits has been developed and as the Town positions itself to manage a period of rapid demographic, economic, and technological change, Leesburg is in a position to chart a path forward that draws on its historic legacy to shape its next chapter of growth and development.

HISTORY OF LEESBURG TIMELINE

William Baker's House
One of the original buildings in Leesburg

1757
The Assembly of Virginia selected the settlement as the location of the Loudoun County Courthouse. The name was changed to Leesburg the following year.

1730
Frances Awbrey granted 4,000 acres, including what would become Leesburg. A small settlement emerged.

1759
Leesburg subdivided into 70 lots divided by three north-south and four east-west streets.

1761
First courthouse built at the corner of Market and King Streets.

1700

War of 1812
Leesburg served as temporary National Archives. The Declaration of Independence, the Constitution, and other official documents were hidden in a vacant house.

1813
Leesburg incorporated. First ordinances enacted.

1,688

Population in 1850

Civil War
Leesburg frequently changed hands over the course of the war, suffering from frequent raids and combat in the streets. Following the war, proximity to Washington sped economic recovery.

"Dog Money" issued by the Town during the Civil War

1800

Early 1900s
W&OD train service allowed people to commute to Washington for work, but with competition from the automobile, passenger service ended in 1952.

Leesburg passenger station 1906

1907
Water works first went into service, funded by $30,000 in bonds approved in a special election.

1949
Colonial Leesburg, Inc. formed to raise public awareness of historic buildings.

1,700

Population in 1950

1950s
Town Plan proposed a cross-town thoroughfare and Routes 7 & 15 Bypass.

1900

Population Data:
US Census Bureau

2,869
Population in 1960

1962
Dulles International Airport opened.

1963
The Board of Architectural Review established and Leesburg's Old and Historic District officially designated.

1963
Leesburg Executive Airport opened.

1960s
Construction of Belmont Subdivision and Leesburg Plaza

4,821
Population in 1970

1974
First Comprehensive Plan adopted.

8,357
Population in 1980

1988
W&OD Trail completed along the old W&OD train right-of-way.

16,202
Population in 1990

1980s to 1990s
Construction of Woodlea Manor, Potomac Crossing, Tavistock Farms and Exeter Subdivisions

1991
Joint Land Management Area (JLMA) established.

2000s
Construction of Oaklawn and Potomac Station Subdivisions

28,311
Population in 2000

43,038
Population in 2010

2011
Village at Leesburg, the first mixed-use center of its kind in Loudoun County, grand opening.

Village at Leesburg

2017
Construction begins in the Meadowbrook Subdivision

53,917
Population in 2020

2019
Legacy Leesburg Town Plan process begins.

2000

PLANNING FOUNDATION

The Town Plan is part of a library of documents prepared by the Town to guide future growth, development, a[...]
Virginia which states that "The comprehensive plan shall be made with the purpose of guiding and accomplish[...]
present and probable future needs and resources, best promote the health, safety, morals, order, convenience,[...]

The Plan is intended to relate to all other Town plans, policies, and ordinances in place or currently underway, a[...]
by everyone including by the various departments preparing plans or programming projects in the Planning Ar[...]
Town Plan. Specific recommendations that pertain to each of the documents are found in Chapters 4 and 5.
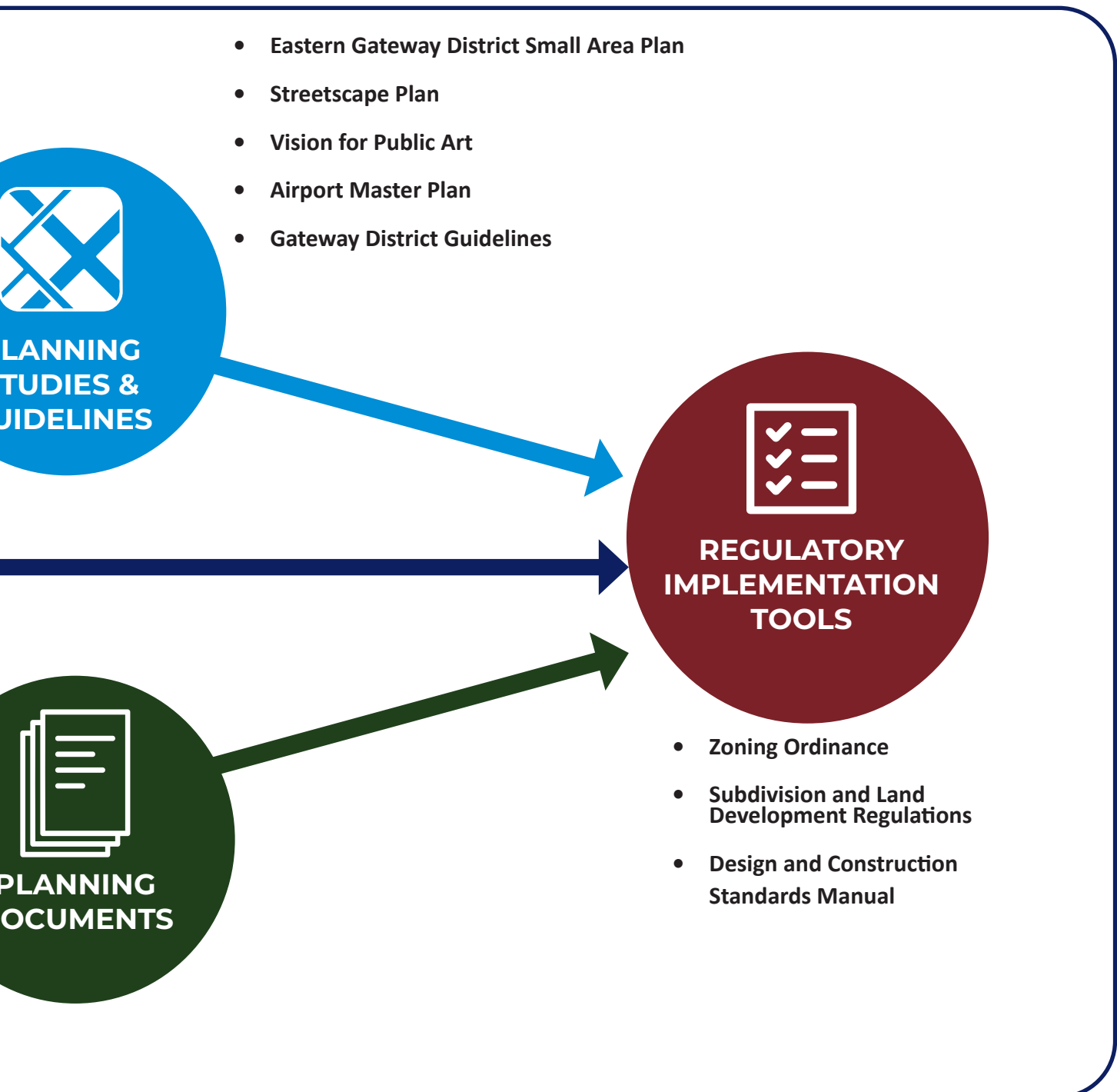
REFINE THE VISION

TOWN PLAN

ESTABLISH PRIORITIES

- **Utilities Five-Year Strategic Plan**
- **Six Year Capital Improvements Program**
- **Urban Forestry Management Plan**
- **Twenty-Year Parks Recreation, Open Space, Trails, and Greenways Master Plan**
- **Transportation Improvement Plan**

and conservation efforts. The purpose of the Town Plan is established by § 15.2-2223 of the Code of ...ning a coordinated, adjusted and harmonious development of the territory which will, in accordance with ..., prosperity and general welfare of the inhabitants, including the elderly and persons with disabilities."

...and provide guidance and direction for all future initiatives in the Town. The Town Plan should be used ...rea. This section describes how each of these documents is used and how they specifically relate to the

- **Eastern Gateway District Small Area Plan**
- **Streetscape Plan**
- **Vision for Public Art**
- **Airport Master Plan**
- **Gateway District Guidelines**

PLANNING STUDIES & GUIDELINES

REGULATORY IMPLEMENTATION TOOLS

PLANNING DOCUMENTS

- **Zoning Ordinance**
- **Subdivision and Land Development Regulations**
- **Design and Construction Standards Manual**

REGULATORY IMPLEMENTATION TOOLS

Zoning Ordinance

The Town's **Zoning Ordinance** implements recommendations in the Town Plan using much more detailed definitions, rules, and standards. It secures commitments for a specific property based on site characteristics, proposed land uses and densities, surrounding development context, and anticipated impacts.

The zoning ordinance should be revised as necessary with guidance from the Town Plan to ensure that the desired character and form of development can be achieved.

Subdivision and Land Development Regulations (SLDR)

The Town's **Subdivision and Land Development Regulations (SLDR)** establish rules and requirements for the subdivision and development of land in Town Limits. It includes standards for the design and layout of streets, blocks, lots, open space, utilities, and easements. Preliminary and final plats prepared under the SLDR establish the exact location and boundaries for streets, lots, and open space in a new development.

Updates to the SLDR should consider the preferred community character and future land uses described in the Town Plan, and whether revisions are needed in terms of providing rural, suburban, and urban context-sensitive solutions that respond to nearby types and intensities of development.

Design and Construction Standards Manual

The Town's **Design and Construction Standards Manual (DCSM)** establishes standards for the design and construction of all public and certain private facilities in Town Limits, or areas beyond Town Limits where the Town agrees to extend public utilities. The DCSM functions as a companion to the Town's Zoning Ordinance and Subdivision and Land Development Regulations. In essence, the DCSM addresses the fine grained engineering details that contribute to the Towns Character. General infrastructure topics addressed in the manual include: fire and water, sewer and solid waste, storm water, environmental protection, transportation, and vegetation preservation and planting.

Updates to the DCSM should consider the preferred community character and future land uses described in the Town Plan. In particular, updates to the DCSM may be necessary to recognize the distinct urban and historic character described in Legacy Leesburg. This urban character focuses on creating walkable environments in some areas of Town. These desirable walkable environments may favor dedicating more space in a right-of-way to the pedestrian realm, ensuring development in certain areas can have a human scale, and prioritizing pedestrian mobility. The DCSM must also recognize that as more and more redevelopment begins to occur, there will be fewer one size fits all engineering solutions in place making.

Put another way, the DCSM should facilitate creating places that take cues from the treasured character of the Old and Historic District rather than universally steering all development towards a suburban character.

PLANNING STUDIES AND GUIDELINES

Small Area Plans

Small area plans will be prepared by the Town f to provide more-detailed information for specific activity centers, neighborhoods, corridors, blocks, interchanges, etc. in the planning area. The Town Plan may need to be amended, as needed, to implement specific concepts or recommendations from the small area plans. Small area plans completed after adoption of Legacy Leesburg will consider its guiding principles.

Eastern Gateway District Small Area Plan

The Eastern Gateway District Small Area Plan was developed to supplement the 2012 Leesburg Town Plan and to provide more specific guidance. This Plan will continue to guide development in the Eastern Gateway District and will supplement guidance in Legacy Leesburg.

While Legacy Leesburg and the Eastern Gateway District Small Area provide consistent guidance, some minor discrepancies may exist and there may be some instances where guidance in the Small Area Plan relies on the text of the 2012 Town Plan. Guidance in the both the Small Area Plan and Legacy Leesburg may require updates over time to ensure consistency.

Crescent District Master Plan

The Crescent District Master Plan (CDMP) provides a vision for reimagining the former industrial heart off Leesburg into a live, work, play environment. The CDMP provides more specific and detailed guidance, such as for land use, building heights, architectural design, and street location and design.

Streetscape Plan

While Legacy Leesburg was being developed, the Town also began the process of working on its first streetscape plan. The Streetscape Plan is envisioned to be a dynamic document that will be updated, enhanced, and expanded over time to provide an increasing level of detail specifically geared toward enhancing Leesburg's Streetscapes. While this first iteration of the Streetscape Plan only covers the Gateway District corridors, the Plan should be updated to provide further guidance for other roadways throughout the Town as needed.

Airport Master Plan

The Airport Master Plan (AMP) and Airport Layout Plan (ALP) was updated in 2018. The primary purpose of this Master Plan is to determine the current and future activity and facility needs of the Leesburg airport to determine appropriate capital development priorities for the next 20-years. This plan describes the current airport facilities, projects future aviation demand on the airport, and details future facility needs and plans to accommodate the forecast demand. This Plan will guide future land uses on and around the Airport property.

Vision for Public Art

The Town endorsed the Vision for Public Art in 2019 which describes the type of art envisioned by the Town. This vision should be further refined and updated over time to provide a basis for the Town's continuing goal of expanding public art.

Gateway District Guidelines

The Gateway District Overlay was established to encourage better design and enhance the visual experience along the traditional entry corridors leading into Leesburg's Old and Historic District. The intent of the Gateway District is to promote design principles which create an appealing transition into the Old and Historic District. The Gateway District Guidelines lay out site, building, and signage guidelines that will apply to land development applications in the overlay district. The guidelines also set forth a review process.

PLANNING DOCUMENTS

6-Year Capital Improvements Program

The Town's **Six-Year Capital Improvements Program (CIP)** establishes a guide for future financial decision-making, annual budgeting, and the coordination of major public investments in Town infrastructure. The CIP is expressly intended to be consistent with and implement recommendations from the Town Plan. The CIP is regularly updated. Future iterations should consider recommendations in the Town Plan, and adjust, as necessary, the funding and timing of capital projects to support projects that help in achieving the overall vision of Legacy Leesburg. The CIP should include projects that reinforce the priorities described in the Town Plan, particularly those that call for improved walkability and those that may catalyze private investment in certain areas of Town.

Urban Forestry Management Plan

The Town's **Urban Forestry Management Plan** provides goals, strategies, policies, standards, and actions to protect and expand the Town's tree canopy. This document should be updated to reflect current conditions in Leesburg. In particular, the Town is now fully built out and the Plan should shift toward creating new plantings. Updates to the Plan should expand on the opportunities for tree planting and the methods get the most possible value from trees. The Plan should also recognize tree preservation areas and new tree plantings as a critical and primary design element in new development projects. Trees play a significant role helping to reinforce the preferred community character in the Town.

Utilities 5-Year Strategic Plan

The Town's Department of Utilities maintains a **Five-Year Strategic Plan** focused on providing high-quality water and sanitary sewer services to its customers. Updates to the Strategic Plan should consider recommendations and official maps in the

Town Plan, and adjust, as necessary, funding and timing of capital projects for water and sewer infrastructure to support the types, locations, patterns, and intensities of development envisioned in Legacy Leesburg.

Comprehensive 20-Year Parks, Recreation, Open Space, Trails, and Greenways Master Plan

The Plan provides a general framework plan, list of action items, and implementation strategies to meet the needs of a growing community. It includes goals and guidance for increasing the number of parks, open space, trails, greenways, recreation centers, athletic fields, and stream valley protection areas throughout the Town. It also highlights the needs for enhanced gateway corridors into Leesburg and expanded efforts in historic preservation as two important components of public open space.

Updates to the Master Plan should consider the role of parks, recreation, open space, trails, and greenways for reinforcing the preferred community character and future land uses described in the Town Plan, and the level of information needed in a document to help secure new parks, plazas, recreation facilities, greenways, etc. as part of the development review and entitlement

Transportation Improvement Plan

The Transportation Improvement Plan is a companion document to Legacy Leesburg. It is specifically intended to identify and guide various potential transportation improvements throughout the Town. This document will be dynamic and will evolve over time as projects are completed and as new projects are identified. Projects identified in the Transportation Improvement Plan will help to guide planning efforts for aspects of Legacy Leesburg that deal specifically with transportation infrastructure.
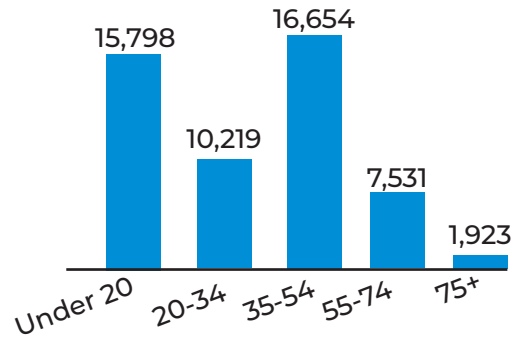
LEESBURG AT A GLANCE*:

84%
Population Increase Since 2000

Median Age is Increasing
33 2010
35.1 2018

Age Distribution 2018
- Under 20: 15,798
- 20-34: 10,219
- 35-54: 16,654
- 55-74: 7,531
- 75+: 1,923

The Population is Diversifying

>20%
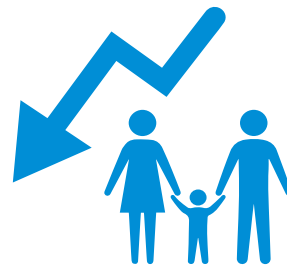of Residents are Foreign Born

Accounting for

40%
of Population Growth Since 2010

The Town has an Educated Workforce

52%
of the Population Aged 25+ Has at Least a Bachelors Degree

Growth in Households with Children is Decreasing

*All information from Town of Leesburg Data, W-ZHA "Market Assessment, Leesburg Town Plan"

Housing Preferences are Changing

2010-2020

50%

of New Housing Stock is Single-Family Detached

Going Forward

75%

of Demand is Expected to be for Townhomes and Multi-Family Housing

Price Per Square Foot is Increasing—Limited Inventory Means Price Increases

108

New Units per Year (2010-2019)

$550,000

Average Sales Price

$109,176

Median Income

Housing Tenure

- Owner-Occupied
- Renter-Occupied

Cost-Burdened Households (Paying More Than 30% of Income for Housing)

24%

of Homeowners

52%

of Renters

$2,208

Median Rent

While the Median Income is High, a Significant Share of the Population is not High Income.

PROJECTED MARKET DEMAND: 2020-40

Housing

Market prospects for residential are very strong. There will be increasing demand for higher density housing products as baby boomers downsize and as the market seeks more affordable housing options. Higher density housing products are best located in mixed-use environments where the ability to walk to goods and services is prized.

Given the existing "hot" housing market in Leesburg and a market-based housing unit forecast, there is more housing demand than the Town can accommodate. Scarcity will force prices up, making affordable housing a more acute issue.

Demographic factors like an increasing number of smaller households and the need for affordable housing results in a market demanding a wider variety of housing types in Leesburg. Over one-quarter of the net new housing forecast over the next 20 years will be multi-family.

Rezoning applications in accordance with Legacy Leesburg are encouraged in the Crescent and Arc (See Map in Chapter 3) to take advantage of opportunities to provide desired housing types. Market demand for various housing types is shown in Table 1. (The MCWOG projections shown below reflect the impact of current zoning and regulatory constraints on demand.)

Table 1

Planning Area Housing Demand—2020-2040		
Units	Constrained by Land Use Policy	Market Driven
Single Family Detached	1,340	2,640
Single Family Attached	2,130	4,620
Multi-Family	1,690	2,690
Total	5,160	9,950

Source: MWCOG Round 9.1 Forecast; W-ZHA

Unless otherwise noted, all data in this section is from Town of Leesburg Data, W-ZHA "Market Assessment Leesburg Town Plan"

Retail

Auto-oriented, mass market retail is currently under pressure across North America due to growing competitive pressure from online retail and a shift in income toward more affluent households who focus a larger share of household retail spending on specialty retail and higher end restaurant and entertainment venues. The Village at Leesburg is a Town Center that offers a unique, walkable experience. With the exception of the Leesburg Premium Outlets and the Village at Leesburg, all of the retail centers outside of the Old and Historic District are big-box-anchored retail centers oriented to the automobile.

The region's spending index for all types of retail and entertainment is well above average. The Leesburg market will continue to be attractive to prospective retailers, particularly specialty retailers seeking markets with high discretionary income. Growth, particularly housing in new walkable, mixed-use suburban centers, will result in increased demand for retail and eat/drink space in Leesburg. Specialty retailers like art galleries, boutique clothing stores, and gift shops tend to be smaller tenants that benefit from co-tenancy with other specialty retailers.

These types of tenants function well in a Town Center environment, not a big-box-shopping center environment.

The Old and Historic District is quite small and already well-occupied. Opportunities for small retail expansion is limited here. The Village at Leesburg and small retail clusters like Crescent Place offer opportunities but they are limited. To realize its market potential, Leesburg needs to expand its retail offerings in pedestrian-oriented, walkable environments.

The housing market projections indicate that higher density residential products will be in demand to address baby boomers interests in down-sizing and the market's demand for less expensive housing options. There may some limited opportunity to redevelop under-utilized property in and around the Old and Historic District into context sensitive mixed-use, walkable projects. The projects can provide retail, services, entertainment, and eat/drink uses on the ground floor and residential and/or office above. Planned properly, redevelopment can serve to expand offerings and, in turn, increase the market drawing power of the Old and Historic District without having adverse impacts on the historic character of the district.

Table 2

Leesburg Planning Area Non-Residential Demand 2020-2040		
Type	MWCOG 9.1 Square Feet	Market Driven Square Feet
Office Space	1,178,900	1,223,000
Light Industrial	957,300	1,022,400
Retail	769,000	1,035,000

Source: MWCOG Round 9.1 Forecast; W-ZHA

Note that, similar to housing, rezoning applications in the Crescent District and the Arc are encouraged to take advantage of the full extent of market demand as noted in Table 2. (The MCWOG projections in Table 2 reflect the impact of current zoning and regulatory constraints on demand.)

Office

There are three multi-tenant submarkets in Loudoun County: Route 28 North, Leesburg and Route 7. The Leesburg submarket contains Leesburg and the western region of Loudoun County. With approximately 1.2 million square feet, Leesburg accounts for 10% of the County's multi-tenant office supply. Leesburg is the smallest multi-tenant office submarket in Loudoun County. The Route 28 North submarket contains approximately 59% and Route 7 approximately 30% of the County's multi-tenant office space.

Reportedly, commercial office brokers in Leesburg struggle to fulfill tenant interest because of the dearth of available space. While both Route 7 and Route 28 North are in the Tech Corridor where high tech business and data centers proliferate, Leesburg's relatively high average rent is indicative of its appeal and constrained supply.

The Leesburg Planning Area's potential to realize 1 million square feet of office space is largely dependent on two factors: the presence of expanded, walkable, mixed-use districts near the Historic Core and lease/own office commitments from medium to large companies (like Microsoft). These two steps would increase Leesburg's capture of new regional office space by roughly 20%—and help increase the pace of new office development from roughly 22,000 SF annually over the past decade to roughly 50,000 SF annually over the next two decades.

Note that unlike housing and retail, existing zoning and other regulatory constraints essentially align with market demand for office development in the Crescent District and the Arc. This said, achieving the new jobs and economic diversification this office development promises will depend in large part on achieving the walkable, mixed-use districts envisioned in Legacy Leesburg.

Light Industry/Flex Space

The industrial product best suited for the Leesburg Planning Area market is industrial flex space ("flex" space). As its name implies, flex space is suitable for office, warehouse and light industrial uses. Flex buildings are typically one-story with ceiling heights of 14 to 16 feet. The front of the building contains primary entrances with a more modest office appearance attractive for the public, while the backs can have a variety of loading and/or storage options. Typically set in a business park setting with plenty of surface parking, flex industrial space is less expensive to build than conventional office space.

According to CBRE's Marketview report for Northern Virginia, as of the 2nd Quarter of 2019, there were 402,720 square feet of flex space in Leesburg. Leesburg's flex supply is limited and the available space in the Town is fully leased. In addition, there is very little industrial supply currently in outlying Loudoun County.

Prospects for additional light industrial in the Leesburg Planning Area are strong. Light industrial will likely incorporate both flex industrial space and data center space. Potential plans to develop data centers near/within Compass Creek already exist.

In contrast to the housing, retail and office projections above, light industry and flex space is projected to grow in the Arc and parts of the JLMA rather than as a component of new walkable, mixed-use centers.

Note that, like office, current zoning and other regulatory constraints essentially align with, and do not constrain, light industry/flex space demand.

Multi-Tenant Office Supply by Submarket
Loudoun County, 2nd Quarter 2019

Route 7 — 30%

Leesburg — 11%

Route 28 North — 59%
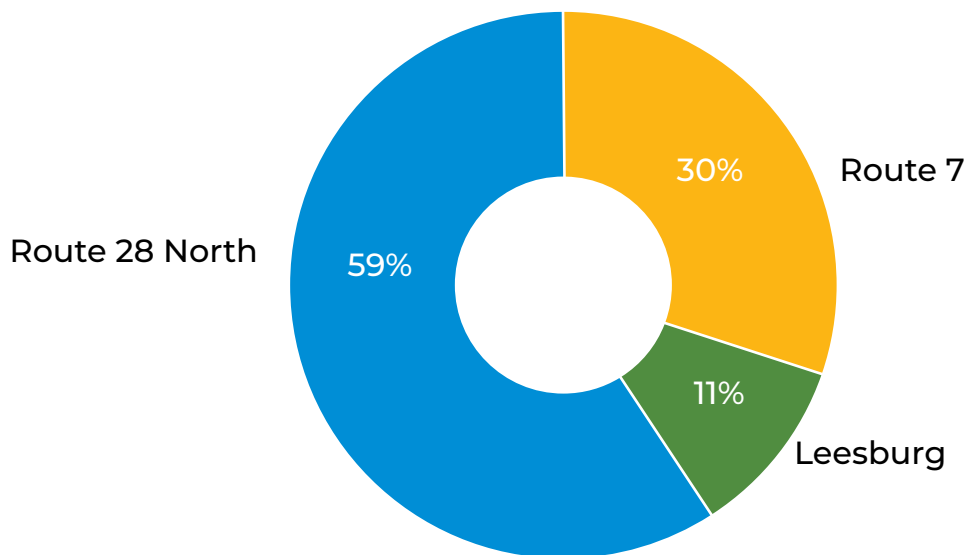
Hotel

There are six national-brand hotels in Leesburg containing 571 rooms. Leesburg's hotel supply contains economy, limited service and suite products. There are no luxury or upscale boutique hotels in Leesburg today and the last hotel built was the Homewood Suites approximately 10 years ago. According to data provided by Visit Loudoun, Leesburg hotels are performing well.

Note that, like office and light industry/flex space above, current zoning and other regulatory constraints essentially align with hotel demand. A hotel would be fully compatible with other uses projected for walkable, mixed-use centers or maybe located in the Old and Historic District or other areas.

OPPORTUNITIES & CHALLENGES MOVING FORWARD: A DEEPER DIVE

As noted in Chapter 1, dramatic, economic, and technological changes will reshape the focus of growth and development across Leesburg over the next two decades. Managed well, these forces can support the core aspirations voiced by the community during the planning process. Ironically, a period of rapid and dramatic shifts set the stage for reinforcing the dual goals of preservation and positive change. In quick summary, these changes will shift the focus of growth from continued expansion of single-family suburbs toward the areas that surround the Old and Historic District like the Crescent District. This new growth will come in the form of redevelopment—where it will be critical to manage the impacts of new development in ways that polish and reinforce the historic character and walkable ambiance. These areas currently contain land uses like dated strip malls that detract from the desired character.

Population 1850-2020
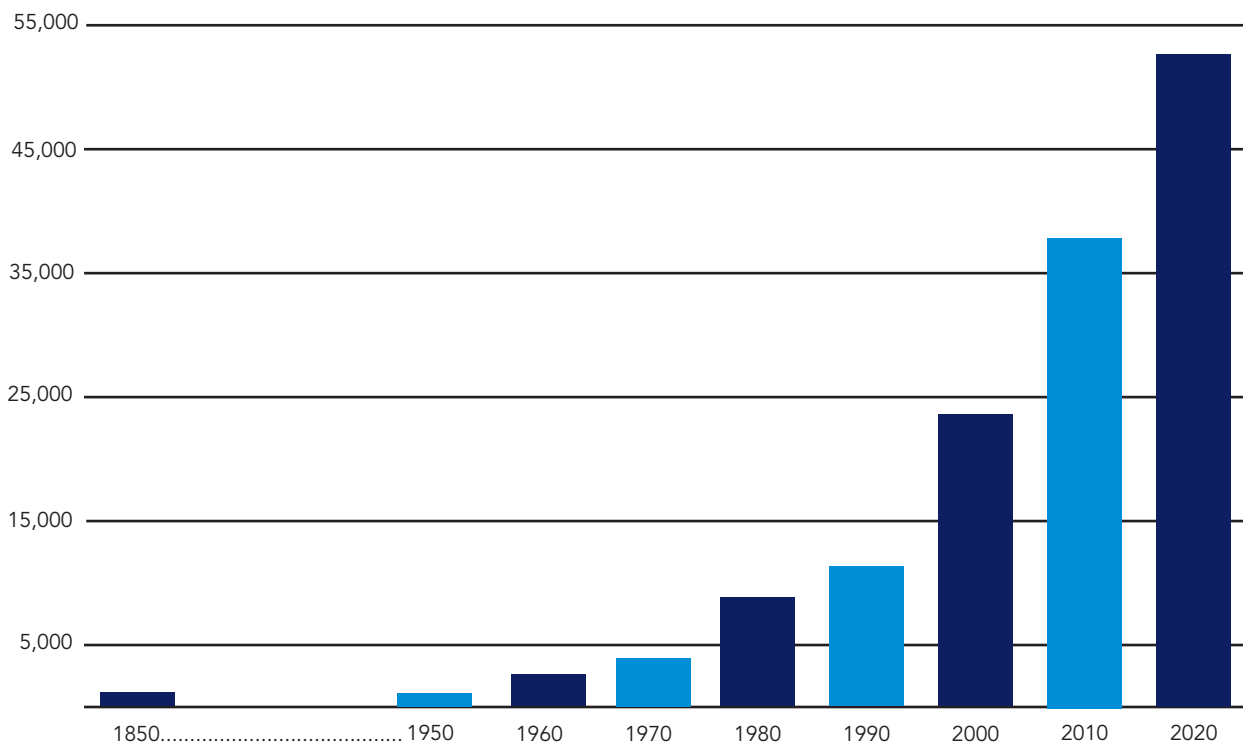
Unless otherwise noted, all data in this section is from Town of Leesburg Data, W-ZHA "Market Assessment, Leesburg Town Plan"

The Demographic Opportunity

Leesburg's population growth since 2000 has outpaced the Washington Metropolitan Area. The number of households in Leesburg has also increased rapidly, increasing by two-thirds between 2000 and 2017, fueled by growth in family households. Today family households account for over three-quarters of Leesburg households. However, this dominance is changing rapidly. Households with children at home accounted for less than half of the growth between 2000 and 2010 and approximately one-third of the growth between 2010 and 2017. The Town is also becoming more diverse. More than 20% of Leesburg's residents today are foreign-born—predominantly from Latin America or Asia. Between 2010 and 2020, foreign-born residents accounted for close to 40% of the Town's population growth. The Town is proud of this fact and in 2015 the Diversity Commission was formed to celebrate the Town's diverse community by focusing on Town service delivery to diverse populations and to outreach to the minority business community to increase awareness of town services.

Over the next two decades, housing demand will continue to dominate development across Leesburg, a pattern that has shaped the Town's growth for decades. However, the nature of this housing demand will potentially be very different from previous generations, and therefore also its impact on shaping the Town's future. While today single-family detached housing makes up roughly half of Leesburg's housing stock—and has represented roughly 50% of new housing built over the last decade, going forward for the next two decades the Metropolitan Washington Council of Governments (MWCOG) projects that roughly three-quarters of net new demand in Leesburg will be for townhouses

and multifamily housing—7,000+ units representing more than half of new residential development. With the right policies and strategies in place, this demand can provide the core market that unlocks the ability to transform outmoded commercial developments into a new generation of walkable, mixed-use and mixed-income centers that celebrate the core principles embodied in Legacy Leesburg.

This shift in housing demand reflects a dynamic impacting suburban communities across North America. After roughly five decades in which households with children dominated US housing markets, fueling a boom in demand for the type of single-family suburban housing that reshaped Leesburg from the end of World War II until very recently, singles and couples now dominate US housing markets. For the next two decades these households will represent roughly four-fifths of net household growth across North America, and Northern Virginia. At the same time, people over 65 will represent a rising share (close to one-third) of population growth in Leesburg.

Some people's preference are now and always will be for single-family homes, but the overall trends are what this document is responding to. Leesburg should be positioned to capture demand that results in positive economic impacts. Current trends show that singles and couples, particularly as they grow older, are far more likely to prefer townhomes and multifamily housing over detached single-family houses. ["Why More Retirees Are Becoming Renters: Renting Allows Retirees to Downsize, Save Money, and Get Help with Household Maintenance," US News and World Report, 2/26/18] And widely respected housing market analysts Zimmerman/Volk Associates reports that

while focus groups in past decades indicated that convenient highway access to jobs and shopping, together with large backyards and proximity to amenities life golf courses topped the list of preferences in choosing where to live, today, walkability, access to walkable Main Streets, and diversity top the list of preferences. Housing market growth has reversed course from outward to inward. Infill and redeveloping former malls and strip retail centers constitute the new opportunities. Mixed-use redevelopment of outmoded malls and strip retail centers constitutes a significant, growing opportunity for suburbs to create new walkable mixed-use neighborhoods and also larger centers that evolve into a new generation of suburban "downtowns" that combine civic functions like town halls and libraries with arts, entertainment, retail, workspaces, housing and others activities.

Economic Development Imperative

The Washington Metro Area is a dynamic region with one of the strongest economies in the nation. The Metropolitan Area ranks 5th among all United States' Metros in terms of Gross Metropolitan Product (a metro's contribution to Gross National Product and frequently used indicator for the size of a regions' economy). While the Federal government still plays an important role in the region's growth, the Washington Metro economy continues to diversify.

CBRE Research ranks the Washington, DC market area #3 in terms of tech talent behind the San Francisco Bay Area and New York markets. The Dulles Technology Corridor is an area spanning from the Dulles Toll Road (VA SR 267) and Route 7 (VA SR 7). There is a concentration of defense, telecom and technology firms here as well as Dulles International Airport. Dubbed by

Atlantic magazine the "Silicon Valley of the East", the Dulles Technology Corridor is a major economic development asset. The agglomeration of tech companies attracts talent globally and puts Northern Virginia on the Tech map. The Dulles Corridor is a hub for cloud computing and cyber-technology because of the region's concentration of federal agencies and access to skilled labor and infrastructure.

Leesburg's greatest economic development advantage is its educated workforce. Over half (52%) of Leesburg's population over 25 years old have a college or professional degree. This is above the Washington Region where 50% have a Bachelor's degree or above. In Loudoun County, 60% of residents over 25 have a college or professional degree. [Towncharts.com]

These strengths set the stage for Leesburg to add local jobs, diversify its local economy, and increase its tax base—all important themes that emerged frequently in conversations with the community. However, careful attention to planning for, and managing, transformational economic trends will be critical to Leesburg's ability to capture the full benefit of the advantage its Washington DC metro location offers.

Even the Washington DC Metro faces a growing talent shortage over the next two decades as an aging workforce and rapidly growing knowledge industries collide. After decades during which people moved to find jobs, today and going forward, jobs and investment, will increasingly follow people to where they want to live and work.

Across North America, the workforce is growing at roughly half the pace as the decade preceding 2010. US census data

indicates that workforce growth has dropped by roughly 50% compared to the decade before 2010 and suggests that the US workforce is expected to still grow more slowly in 2040 than it did in 2010. [A look at the Future of the U.S. Labor Force to 2060," US Bureau of Labor Statistics, 2016] This shortage is sharply increasing competition between regions and communities for skilled, creative and educated workers—talent.

The International Downtown Association (IDA) reports that, in addition to improving access to higher education for its current residents, a vibrant, walkable, highly amenitized downtown and walkable, mixed-use neighborhoods are assets a community can wield in the competition to attract and retain talent, and in turn jobs and investment. The Brookings Institution adds a regional perspective: the growth of vibrant suburban downtowns and walkable, mixed-use districts represent an important factor in helping regions attract the talent, jobs and investment that follow. These factors are essential to promote growing economic opportunity.

The confluence of a shifting housing market and the growing importance of attracting talent to jobs and investment—and building tax base—offers important opportunities for Leesburg to grow and diversify local jobs and boost its tax base. The Old and Historic District's walkability, cafés, restaurants, and breweries already represent a terrific amenity

TABLE 3

Gross Metropolitan Product Top 10 US Metropolitan Statistical Areas (2017)		
Rank	Metropolitan Area	GMP ($M)
1	New York-Newark-Jersey City, NY-NJ-PA	$1,717,712
2	Los Angeles-Long Beach-Anaheim	$1,043,735
3	Chicago-Naperville-Elgin, IL-IN-WI	$679,699
4	Dallas-Fort Worth-Arlington, TX	$535,499
5	Washington-Arlington-Alexandria	$529,920
6	San Francisco-Oakland-Hayward, CA	$500,701
7	Houston-Woodlands-Sugar Land, TX	$490,071
8	Philadelphia-Camden-Wilmington	$444,975
9	Boston-Cambridge-Newton	$438,684
10	Atlanta-Sandy Springs-Roswell, GA	$385,542

Source: US Bureau of Economic Analysis; W-ZHA

for attracting and retaining talent, jobs, and investment. However, it is also a nationally important historic resource and its capacity to support the mix of new innovation spaces and housing that grow a home-grown knowledge economy is limited. The emergence of a new generation of walkable, mixed-use, mixed-income centers in the Crescent District and the Arc represent an excellent opportunity to attract talent, jobs, and investment to highly valued live/work/play/innovate environments. This would extend a trend witnessed across Loudoun County, which has shifted from having an information, transportation and warehousing, and government-driven economy in 2000 to a professional, scientific and technical service and government-driven economy in 2018.

These walkable, mixed-use centers serve multiple functions. On the one hand they unlock Leesburg's ability to accelerate its transition from a place many consider a bedroom community to a fully dimensioned community. The projected demand for office and innovation space over the next two decades suggests that Leesburg can add as many jobs as it does households which represents a dramatic change from recent decades in which population growth has significantly outpaced job growth. These centers represent a highly valued amenity for nearby residential neighborhoods.

A Note about Equity

Many residents reported that affordable housing represented a significant concern during the planning process. While a 2018 National Citizens Survey revealed that 87% of Loudoun County residents rated the County's quality of life as excellent or good, fewer than 25% rated the County positively for its supply of "quality affordable housing".

While its relatively high median household income (topping $105,000 annually) and low poverty rate (less than 5%) would suggest affordable housing is not a pressing issue, drilling down into the data reveals the extent of the problem. Many households earning less than 80% of area median income face challenges finding housing they can afford. As market demand shifts toward townhouses and multifamily housing options in walkable, mixed-use districts, affordability is likely to emerge as a major issue for these new developments given the high cost of construction and demonstrated national experience that when markets shift quickly, supply generally lags demand.

The housing market alone, even with a shift towards housing types that are considered more affordable, may not be enough to fully address the Town's affordable housing needs.

Mobility Innovation: Mobility Drives Transformative Change

While rapidly changing economic, social, and demographic realities set the stage for rapid suburbanization across the Washington DC Metro and virtually every other US region following the end of World War II, it was the rapid rise to dominance of a new mobility paradigm—universal access to automobiles—that powered this change. Today we are on the cusp of another wave of transformative mobility innovations that will reinforce the demographic opportunity and economic development imperative described above. These trends will reinforce the growing importance of Downtown and new walkable, mixed-use centers as well as finding innovative ways to reach more-remote areas within and beyond the Town limits in writing this next chapter of Leesburg's legacy.

The first waves of change have been focused around mobility-on-demand, served both

by technology platform-driven transportation network companies (TNCs) like Uber and Lyft and ever-evolving micro-mobility technologies deploying e-scooters and bike sharing. Mobility on demand is already steadily increasing the convenience and decreasing the cost of living and working downtowns and mixed-use districts that offer the density to support a high level of convenience. While less reported, it is also impacting communities in other ways. Shared mobility is reducing parking requirements and the expense of developments that require structured parking (this trend has been most noticeable for hotels, which have seen their parking requirements drop by roughly one-third over the past decade). At the same time, this trend is increasing the demand for pick-up/drop off curbside space, which can compete with curbside parking but is far more efficient in delivering customers for local businesses.

On the horizon are new mobility paradigms which within two decades promise more transformative and faster impacts than universal access to cars seven decades ago. And the impacts of these paradigm shifts will be decidedly pro-urban. Based on Stantec's assessment of rapidly evolving mobility innovations:

- Over the next ten to twelve years, there will be a rise of connected mobility as the paradigm. While connected vehicles won't drive themselves, they will self-park far more efficiently than we park them today; these technologies are already being deployed in many new cars now, and will filter down to lower-cost cars in the future. Within a decade the capacity (vacancy rate) of every parking facility in the US will begin to rapidly increase— adding first 20% and then 30% more spaces as self-parking capabilities improve—spelling the end of additional parking facilities as a prerequisite—and significant cost—for urban development. This removes one of the most significant cost premiums attached with Downtown development in competition with more suburban locations.

- Within the following decade, autonomous mobility will become the paradigm. In urban places—particularly downtowns with the concentration of people and destinations to support on-demand service, Stantec's autonomous mobility planners project the paradigm will take the form of shared autonomous vehicles (SAVs). SAVs offer the prospect of not only significantly increasing the convenience of urban life but also reducing the cost of transportation in urban areas. SAVs will be far less costly to operate than individually owned autonomous vehicles—the norm in suburban locations without the density to support on-demand convenience. Projections by Stantec suggest that the cost savings for each vehicle a household would no longer need to own because it could rely on SAVs would represent an annual savings of roughly $5,000 (2020 $), in effect an "urban subsidy" for folks living and working in downtowns and close-in urban neighborhoods

Opportunities & Challenges Quick Take-Aways

Housing

- Housing demand in Leesburg will continue to be robust over the next decade, but—following a pattern already visible across Loudoun County and the rest of Northern Virginia—the majority of this demand will shift toward townhouse and multifamily housing in mixed-use, walkable activity centers.

- While to a lesser extent than most suburban communities across the US, Leesburg's population will be aging over the next decade. This trend will help contribute to demand for townhouses and multifamily housing in mixed-use centers. It will also have other impacts. For example as an increasing share of homeowners shift to fixed incomes, they tend to become more resistant to increased real estate taxes and create more pressure to find other sources such as new mixed-use activity centers and/or expanding the commercial tax base.

Dollars and Sense: Business & the Economy

- Leesburg's well-educated population, quality of life, and assets like its low crime rate, Thomas Balch Library, and historic, walkable downtown position Leesburg well to add local jobs, diversify its local economy, and increase its tax base over the next decade. However, steps like diversifying the Town's housing options; creating walkable, mixed-use activity centers; and similar steps that attract talent and at the same time create opportunities for locating office and innovation space in highly amenitized live/work/play settings will be critical.

- In the face of a rapidly growing shortage of skilled and educated workers, the "talent" sought after by a growing knowledge economy, investing in workforce readiness and skills training programs that prepare a larger share of Leesburg residents for knowledge industry jobs will help position Leesburg to compete for jobs and commercial tax base.

Transportation and Mobility

- Long-term agreements for transportation services and construction will likely see a significant decline, as places opt for more flexibility to adapt to still-unknown transportation paradigms that are evolving. Thirty-year leases on parking garages or long-term bond debt for the next major highway capacity expansion will become increasingly rare (source: Shelley Row, PE, CSP, presentation to City of Annapolis).
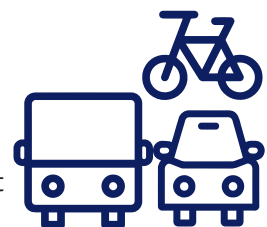
Parking

- Minimizing new investment in parking facilities by leveraging shared parking strategies and existing parking facilities has always made sense—and will make far more sense going forward given the projected decline in parking demand. Note that investing in new parking facilities today and then retrofitting these facilities into housing, office, or most other uses will likely not be cost competitive with new purpose-built buildings ten to fifteen years from now.

- The decline in the need to invest in additional parking facilities over the next two decades, coupled with the availability of existing surface lots and outmoded parking facilities for redevelopment, will significantly increase the potential for creating the density and mix of uses essential to bring new walkable, mixed-use centers to life in the Crescent and Arc.

Land

- Land for development in Leesburg is becoming scarce. Explosive population growth in Leesburg resulted in land resources being rapidly consumed.

- Current projections show that only approximately 1,600 acres of greenfield land remain in the study area.

- As land values in Leesburg continue to rise, there will be an increasing amount of land that is desirable for redevelopment. Redevelopment brings opportunities for new development that is geared toward changing economic preferences as well as for amenities that are desired by the community and that cannot otherwise be accommodated due to land scarcity.

CHAPTER THREE: LEGACY FRAMEWORK

Overview

Joint Land Management Area (JLMA)

Special Planning Districts

Area Based Land Use Initiatives

Character Areas

Planning Policy Framework

OVERVIEW

Throughout the planning process for Legacy Leesburg, community members repeatedly returned to one central question, whether through asking questions, asserting values, or voicing aspirations. What are the costs and benefits of growth and change for Leesburg? This question was rarely voiced abstractly but was almost invariably focused on specific issues and places, and the answer varied widely depending on the specific focus.

For example, virtually everyone engaged in the process wants to preserve the Old & Historic Downtown and as much open space as possible. At the same time many of these same participants expressed support for redeveloping the Crescent District, together with outmoded strip retail and similar sites, into new walkable, mixed-use activity centers that offered the Town a new amenity and development pattern that is more compatible with the Crescent District. A majority of participants expressed frustration with traffic congestion and placed the blame on regional growth. Many of these same individuals expressed a desire to grow jobs in Leesburg to reduce commutes and enhance work/life balance. Residents in established neighborhoods expressed concern about additional development near their neighborhoods. Yet many of these same participants warmly endorsed the idea of expanding the Town's housing options to accommodate greater economic diversity and the needs of aging residents.

None of these views represented contradictions. They clearly communicated that some forms of growth and change negatively impact the Town while others offered substantial benefits. The answer is strategic growth and change, and the key is

to proactively manage growth and change. Participants in the process were proud of Leesburg's legacy, not as an artifact, but as a living set of values able to guide the Town through changing circumstances. These participants were equally committed to being good stewards of this legacy and leaving it in stronger form for future generations.

As Chapter 2 indicates, fundamental demographic, economic, and technological trends that are reshaping suburbs across the United States position Leesburg well to manage growth and change. These forces have reversed the basic flow of people, jobs and investment from contributing to sprawl and peripheral growth toward a very different model. This new model supports the Town's ability to preserve places and traditions that are highly valued, while supporting positive changes that enhance qualities like economic opportunity, equity, and sustainability.

However, participants across the board added more criteria for measuring positive growth and change:

Across the Town, does the growth and change: Enhance the Town's character? Enrich and protect the Old and Historic District? Support new parks that invite people to gather and celebrate Community? Promote more green space, walkability, high quality architecture and similar qualities across the Town? Enhance Wellness? Contribute to a stronger tax base? Provide greater equity?

The following pages translate the concept of strategic growth and change into a foundation for future policies and actions:

1. Development of four land use initiatives to guide land use across the Town where shaping the future is about preservation or three approaches to change.

   a. **Preserve:** identifying specific areas across Leesburg where things should be kept the way they are.

   b. Strengthen: identifying areas like the Old & Historic Downtown and the Arts and Cultural District, for which the Plan focuses on reinforcing character with tactical investment and public investments.

   c. Enhance: identifying areas like traditional suburban neighborhoods, for which the Plan focuses on improvements ranging from traffic calming to new parks. In some instances, there may be opportunities for carefully planned and designed infill development.

   d. Transform: identifying places that can be transformed over time such as declining strip retail centers and areas in the Crescent District, for which the plan focuses on redevelopment models like walkable, mixed-use, highly amenitized activity centers.

2. **Character Areas** that build on the construct of preservation and managing change for community benefit as the foundation for creating a Land Use Plan that represents an essential requirement for a Town Plan. Rather than proposing a typical land use map to guide future zoning and related development policies, the Plan organizes the Town based on character goals into a series of defined character areas—e.g. "Residential Neighborhood", "Natural Areas", and "Mixed-Use Areas". Making the achievement or character as the basis for determining land use prioritizes site design, public realm, building form and massing, and quality architecture. It does not make land use and density goals in their own right, but tools for achieving the appropriate range and variety of character areas that together carry the spirit of the Town's legacy into a new era.

3. **A Planning Framework** that builds on this character-based foundation by providing specific detailed goals and strategies for putting the Guiding Principles identified in Chapter 1 to work shaping the Town's future in ways that are specifically targeted to parts of Town that are most appropriate for preservation, strengthening, enhancement and transformation.

Special Planning Districts

The Special Planning Areas shown on this map represent areas where the Town will rely or special planning studies, guidance, and/or zoning regulations to supplement guidance contained in this plan.

The Old and Historic Districts offers opportunities for well-conceived infill development that honors Downtown's history and character, new living and working spaces in existing buildings, and a new "civic green" perhaps located on the historic Courthouse Green, which together will enhance Downtown as the larger community's civic, social, and cultural heart. Planning in this area will also be based on the Old and Historic District Guidelines.

The Crescent District offers opportunities to replace outmoded, auto-oriented development with new walkable, mixed-use centers that take advantage of changing demographic and economic development dynamics to introduce new opportunities to live, work, play, gather and innovate in Leesburg's core. Planning in this area will also be based on the Crescent District Master Plan.
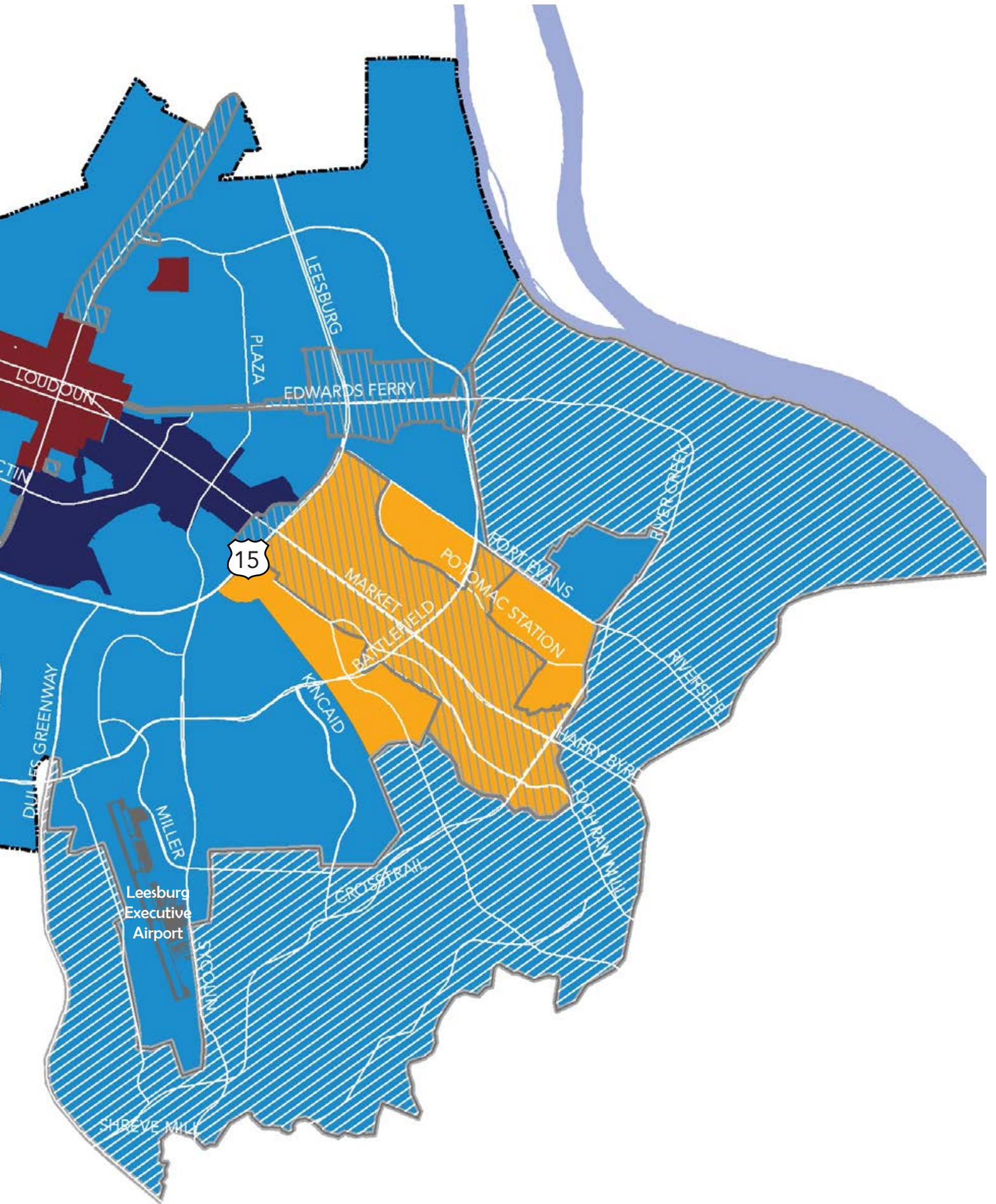
The Eastern Gateway District offers some of Leesburg's few remaining opportunities introduce a new generation of employment uses, flex spaces, and a variety of mixed-use developments that attract talent, jobs, and investment. Planning in this area will also be based on the Eastern Gateway District Small Area Plan.

The Gateway Overlay District encourages better design to enhance the visual experience along the traditional entry corridors leading into Leesburg's Old and Historic District. Planning in this area will also be based on the Gateway District Design Guidelines, and Gateway District Streetscape Plan.

Municipal Limits

JLMA

Old & Historic District

Crescent District

Eastern Gateway District

Gateway Overlay District

15

LOUDOUN

CTIN

PLAZA

LEESBURG

EDWARDS FERRY

RIVER CREEK

FORT EVANS

POTOMAC STATION

MARKET

BATTLEFIELD

RIVERSIDE

KINCAID

HARRY BYRD

COCHRAN MILL

DULLES GREENWAY

MILLER

Leesburg
Executive
Airport

CROSS TRAIL

SYCOLIN

SHREVE MILL

Area Based Land Use Initiatives

A frame of reference for reading the Town Plan provides general meaning and examples for achieving the shared vision, applying the guiding principles, and presenting recommendations in the document. Clear purpose and intent for several high-level initiatives guiding the Plan also provides focus for the community, elected officials, Town staff, development interests, conservation partners, and other agencies in terms of their mission and expected outcomes to implement the Town Plan.

Four high-level initiatives are included in the Legacy Leesburg Town Plan: areas to preserve, areas to strengthen, areas to enhance, and areas to transform or evolve. Each initiative is described in the following pages with an objective, important considerations, and targeted outcomes summarized for moving things forward in the Town Plan. Icons used in later chapters of the document reinforce how specific recommendations support one or more of the high-level initiatives—reminding the community they are on-track for meeting its stated needs and expectations.

● Areas to Preserve

● Areas to Enhance

● Areas to Transform or Evolve

● Areas to Strengthen (and Protect)

LEESBURG
PLAZA
EDWARDS FERRY
15
MARKET
FORT EVANS
POTOMAC STATION
RIVER CREEK
RIVERSIDE
BATTLEFIELD
KINCAID
RUSSELL BRANCH
HARRY BYRD
COCHRAN MILL
CROSSTRAIL
Leesburg
Executive
Airport
MILLER
BYCOLIN
SHREVE MILL

Notes:
1. Areas to Preserve include HOA open spaces, Floodplain, and the Creek Valley Buffer
2. Planning for Leesburg Executive Airport is guided by the Airport Master Plan

- - - - Municipal Limits
-------- JLMA
——— Crescent District
——— Historic District (H1)

PRESERVE

STRENGTHEN

ENHANCE

TRANSFORM OR EVOLVE

PRESERVE

Areas to preserve include public open space, HOA lands, schools, private open spaces that represent important natural areas, valued natural resources (floodplain and the Creek Valley Buffer), and places that represent valued historic and cultural landmarks and resources. Together these areas to preserve represent a green and historic armature that plays an important role in defining the Town's character and quality. Change should be managed to enhance the setting and protect the environmental quality of these areas and shou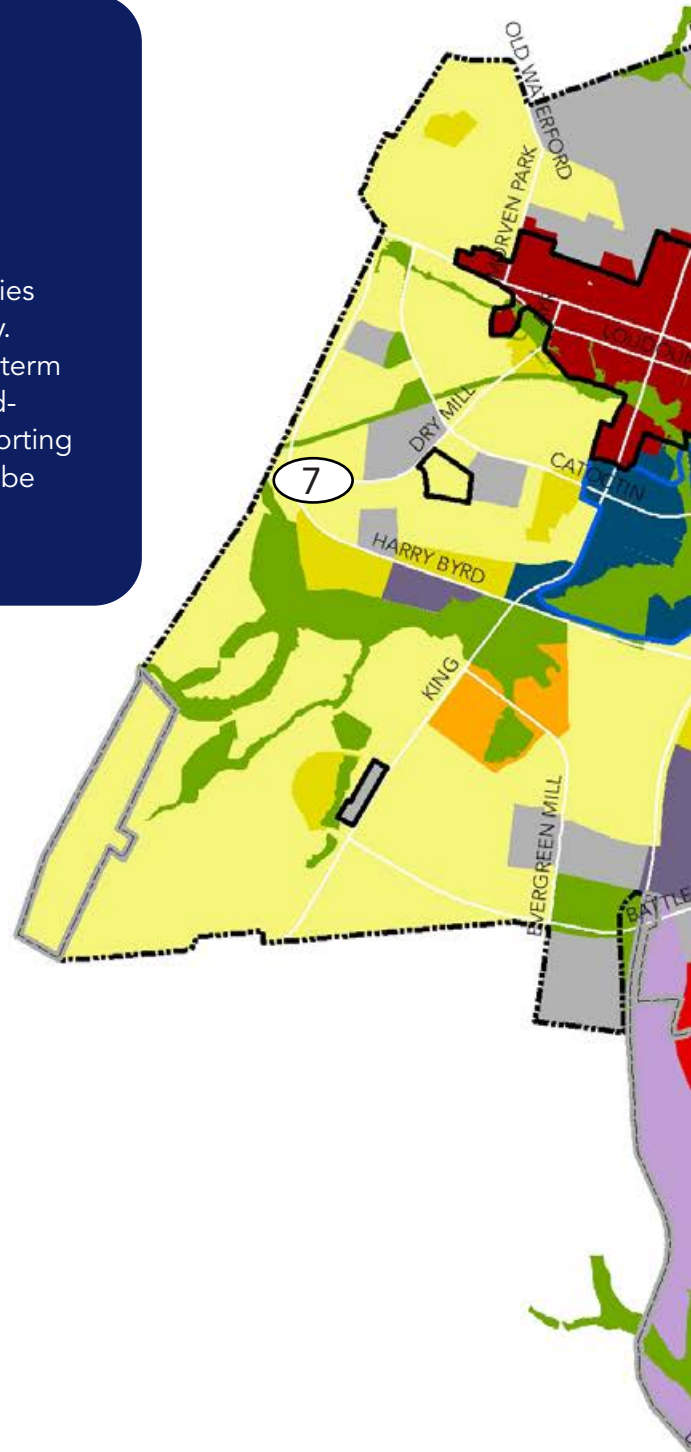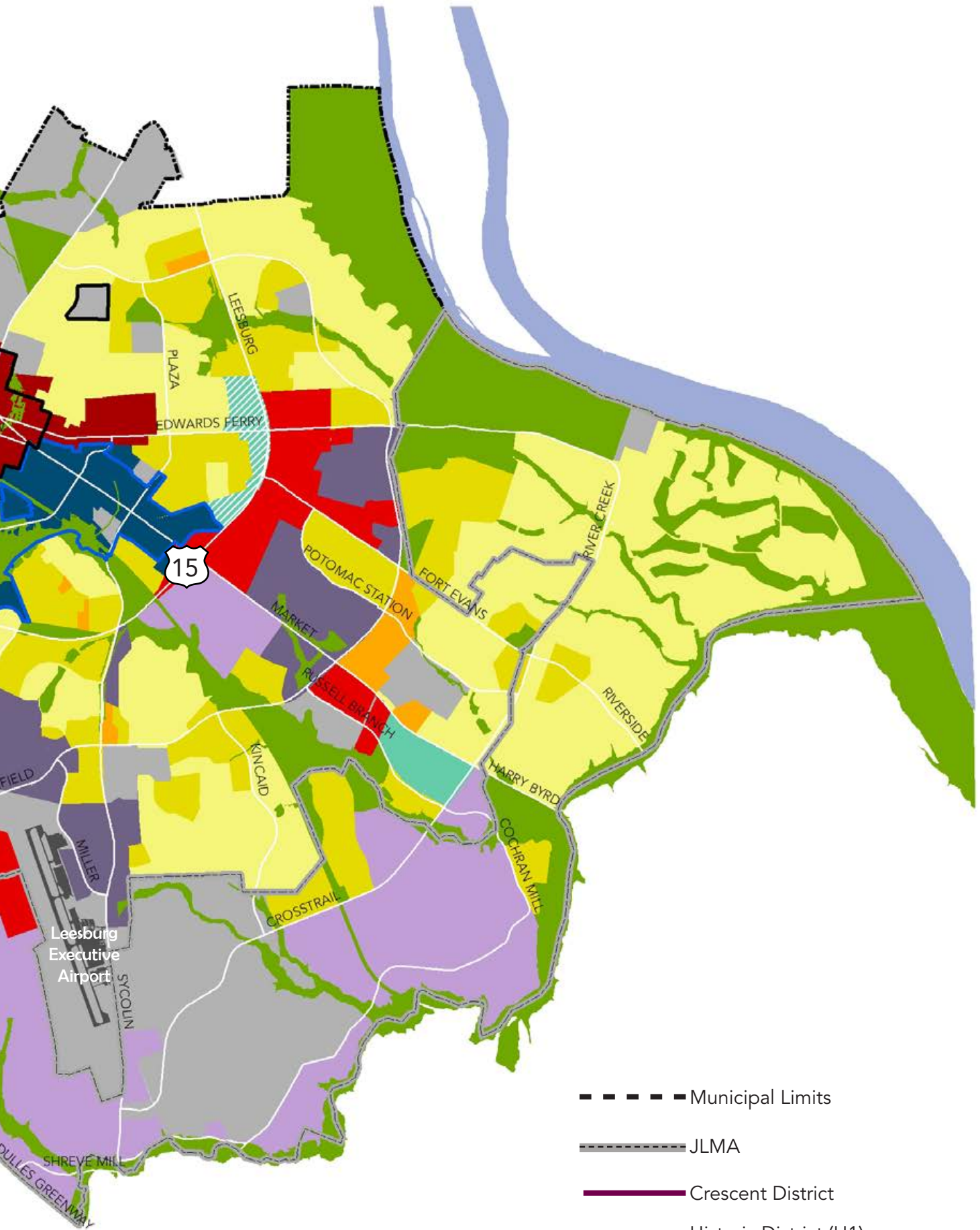ld largely be confined to community facilities, park-like activities, and cross-town trails and greenways that provide attractive, viable travel corridors for walking and biking. Where feasible, the Town should acquire environmentally sensitive lands and seek out meaningful opportunities to enhance historic and cultural sites, parks, athletic fields, and nature.

STRENGTHEN

The Old and Historic District, encompassing essentially Downtown, would be an area to preserve if it were not also the bustling heart of one of the fastest growing counties in the US and a burgeoning center of the region's innovation economy. "Strengthen" is not about compromising the Downtown's historic character in any way, but about building on that character through carefully designed infill development and retrofitting of existing buildings to grow its residential population, help new retail and restaurants—along with innovation startups and other new businesses that celebrate Downtown's unique character—take root and thrive. There are also other ways to strengthen Downtown, including alleviating parking challenges; public realm improvements to sidewalks, parks, and tree canopy; addition of public art; and exploring creation of a new civic square as a place for community gatherings.

ENHANCE

Areas to Enhance include most of the Town's existing residential neighborhoods. Things that can enhance the community can include introducing traffic calming, new connections to nearby walkable mixed-use activity centers, improved bicycle or pedestrian infrastructure, or opportunities for new parks, open space, and tree canopy. In limited cases, some neighborhoods may benefit from small-scale, context-sensitive infill development that complements neighborhood character. This could include some limited non-residential space like professional office space and retail. Residential infill development and redevelopment initiatives in these neighborhoods should be focused on increasing the range of living and affordability for Leesburg residents.

TRANSFORM OR EVOLVE

Places to Transform or Evolve represent portions of the Town that are expected to be dynamic over time. The degree of change will vary depending on location. The range of possibilities includes changing land uses, adaptive reuse of existing buildings, additions of new buildings, and in some cases a complete redevelopment. These redevelopments consider retrofitting strip commercial development, older industrial areas, and other parts of the Town that are or will become increasingly outmoded in the face of accelerating demographic, economic, and technological change. Places to Transform or Evolve represent opportunities to harness market demand to create a new generation of walkable, mixed-use, mixed-income centers that help the Town achieve widely voiced aspirations for greater walkability, a wider variety of diverse housing options, more and better local jobs, enhanced access to public spaces, and similar community benefits.

Character Areas for Preservation & Change

The Preservation & Change Map for the Town Plan depicts preferred development types, locations, patterns, and intensities for the planning area assuming full build-out of the community. Some recommendations for the Map are bold, and set a long-term vision for a more diverse development portfolio that is forward-thinking, focused on economic development, mindful of supporting infrastructure, aware of residents' quality-of-life, and aimed to be financially-rewarding for the Town.

- Areas for Further Discussion
- Parks/Open Space/Natural Areas
- Residential Neighborhood
- Mixed Density Neighborhood
- Neighborhood Center
- Retail Center
- Business & Industrial
- Special Use
- Mixed Use Center Retrofit
- Mixed Use Center
- Innovation Center
- Crescent Area
- Downtown

Legend

- - - - - Municipal Limits
- - - - - - JLMA
——— Crescent District
——— Historic District (H1)

Map labels: LEESBURG, PLAZA, EDWARDS FERRY, 15, POTOMAC STATION, FORT EVANS, RIVER CREEK, MARKET, RUSSELL BRANCH, KINCAID, RIVERSIDE, HARRY BYRD, COCHRAN MILL, CROSSTRAIL, FIELD, MILLER, SYCOLIN, SHREVE MILL, DULLES GREENWAY, Leesburg Executive Airport

Natural Areas

Natural areas are largely undeveloped areas of the Town permanently identified for preservation or conservation purposes because of their outstanding beauty, environmental features, historic context, or proximity to the Potomac River. Much of the land in this category consists of floodplains. In some instances, these area may have limited construction but are otherwise vacant and often protected by a conservation easement.

Recreation Open Space

Recreation open space includes land dedicated for active and passive recreation uses, including parks, athletic fields, open air sport complexes, greenways, and trails.

Residential Neighborhood

Residential neighborhoods include one housing type—single family detached—on different lot sizes that vary enough to provide a range of home choices in the same neighborhood. Homes are oriented toward streets with rear yards larger than front yards. Some residential neighborhoods may mix lot and house sizes on the same block, or provide accessory dwelling units. Small blocks and a grid street network support a well-connected, cohesive community.

Residential neighborhoods should include a comprehensive and connected network of open space throughout the neighborhood to accommodate small parks, gathering spaces, and community gardens. The open space should preserve large tree stands; and help manage stormwater run-off. Internal streets and open space in a neighborhood should connected to other neighborhoods where possible.

Residential neighborhoods support primarily residential uses; however, civic uses like libraries and community centers, or other non-residential uses may be considered on a case-by-case basis if they provide access to services and amenities needed and desired in the specific location.

Mixed-Density Residential Neighborhood

Mixed-density residential neighborhoods include several housing types that provide a range of home choices in the same neighborhood. The mixed approach allows residents home choices at all stages of life.

Some neighborhoods may mix housing types on the same block, or provide accessory dwelling units. Small blocks and a grid street network support a well-connected, cohesive community. New mixed-density residential neighborhoods include a comprehensive and connected network of open space that provides gathering space, preserve large tree stands, and help manage stormwater run-off.

The neighborhoods should be organized around a neighborhood-scale park which can serve as a central gathering place within a five-minute walk of all homes. Smaller open spaces like pocket parks and community gardens are distributed throughout the neighborhood within a shorter walk of homes. The density of the neighborhoods should be highest around the central gathering place.

Neighborhood Center

Neighborhood centers provide goods and services to surrounding neighborhoods. Their proximity to nearby neighborhoods requires that operations be low-intensity, unobtrusive, and at a scale and design compatible with nearby residential development. The design of a neighborhood center transitions effectively between residential and nonresidential uses, and includes safe and convenient pedestrian and bicycle access for nearby residents. While this is primarily a commercial category, some neighborhood centers may include upper story residential or office. Sites also effectively minimize the impact of cut-through traffic on nearby neighborhood streets by orienting vehicle access, circulation, etc. away from the neighborhood.

Retail Center

Retail centers serve the daily shopping needs of the region, the community, and surrounding residential neighborhoods. They typically locate near high-volume roads and key intersections. Surface parking lots and internal streets are common in retail centers.

Ideally, retail centers will include a common green and other public spaces throughout the development to encourage community gathering, outdoor dining, people-watching, etc. Cross-access between retail destinations is provided via service roads with provisions for pedestrian access between buildings that support a park-once mentality (or walk-to, bike-to environment from surrounding residential neighborhoods).

While some sites in Leesburg designated as retail centers can redevelop in the future, these areas are typically newer and are not a priority for redevelopment. To the extent retail centers are targeted for redevelopment by their property owners in the future, appropriate land uses will need to be considered on a case by case basis based on compatibility with surrounding uses and other constraints.

Business & Industrial

Business and industrial centers provide opportunities to concentrate employment clusters in specific areas of Town. They support both large-scale, single tenant office and industrial buildings and smaller, multi-tenant office and industrial buildings that are clustered and may support and serve one another. These areas also support flex uses. Business and industrial centers are typically buffered from surrounding development by tree preservation areas or landscaped areas with the type and size of the buffer a function of the activities being performed on the site.

Special Use

Special uses include schools, large institutional uses, government facilities, and the Leesburg Executive Airport, which are unique in the Town and guided by federal, state, or local planning and design standards. The category is created to accommodate existing special uses only. Given the unique circumstances surrounding these special uses, future initiatives or changes to these uses will require unique evaluation depending on circumstances.

Future special use areas are discouraged without a comprehensive assessment of the development application and a community planning effort.

Mixed Use Center

Mixed-use centers offer opportunities to serve broader economic, entertainment, civic, and housing needs in one activity center. Uses and buildings are located on small blocks with streets designed to encourage pedestrian movements and active public spaces. Buildings in the core of the center may stand three or more stories tall. Residential units or office space are found above storefronts. Homes surrounding the core offer several different choices to live and experience the center. Parking is satisfied using on-street parking, structured parking, or shared rear-lot parking strategies.

The compact, walkable environment and mix of residential and nonresidential uses in the center supports multiple modes of transportation. A large-scale mixed-use center may be surrounded by one or more residential neighborhoods that provide additional nearby home choices and encourage active living with a comprehensive and interconnected network of walkable streets within and leading to the mixed-use center.

Mixed Use Center (Retrofit)

One or more mixed-use centers in Leesburg may start off as retail centers. Transformation of these areas into activity centers will require deliberate planning and phasing to keep the districts viable during their period of change. Build-out of the centers should follow the same land use mix, height, design, and parking expectations previously described for mixed-use centers; however, infill development and redevelopment activities should be coordinated closely with the Town on a case-by-case basis to program improvements, set expectations, and establish temporary relief during the transformation.

Innovation Center

An innovation center abandons the idea of a conventional business or industrial park and imagines a mixed-use village that concentrates employment uses in a discernible center. In larger developments, the employment center may be surrounded by one or more residential neighborhoods that support a variety of home densities and choices—including live-work units and upper story residential above office or ancillary retail—in the employment center.

The design, scale, character, and intensity of development in the innovation center emphasizes technology, creativity, and innovation, and may support a corporate headquarters, research and development campus, manufacturing center, or other center of excellence and the nearby retail businesses and housing options needed for its employees.

A grid network of walkable streets connects destinations within the employment center and the surrounding neighborhoods. Connected open space throughout the center accommodates recreation facilities, small parks, greenways, or gathering places; preserves tree stands; and helps reduce stormwater runoff.

Crescent Area

The Crescent Area will be a destination for residents, employees, and visitors to Leesburg, as well as an area intended to complement the uses, streets, blocks, and other design qualities celebrated in the Old and Historic District. This area is the top priority for redevelopment activity. The Crescent supports a compact development pattern with a mix of land uses (horizontal and vertical), high-quality architecture, public art, plazas and public spaces, and civic spaces that promote social interaction and celebrate the Leesburg community.

Uses and buildings are located on smaller blocks as new walkable streets are built to introduce a grid network. Uses include civic, retail, office, restaurant, residential, and other entertainment uses. Upper story residential is encouraged in buildings near Catoctin Circle and Market Street. Non-franchise architecture is encouraged throughout the Crescent District as a means to maintain a unique character for the area.

Residential areas offer different choices to live near and experience activities in the area. Townhomes, duplexes, condominiums, apartments, live-work units, and accessory dwelling units should be considered to increase the number of residents living in the District and near the old & historic downtown area.

Downtown Area

The Downtown Area functions as a destination for residents and visitors to Leesburg, and includes an iconic downtown core with several vibrant neighborhoods surrounding it. The core area supports a compact development pattern with a mix of land uses, high-quality architecture, public art, plazas and public spaces, and civic spaces that promote social interaction and celebrate the Leesburg community.

Uses and buildings are located on small blocks with streets designed to extend a grid network in all directions from the intersection of King and Loudoun Streets. Buildings may stand two to five stories tall and include civic, retail, office, restaurant, or other entertainment uses with condominiums or apartments above storefronts.

Preserving the character of existing neighborhoods that are closely proximate to the Downtown is a top priority for the area. Some existing lots may present opportunities to introduce accessory dwelling units as long as the historic character and context of the property and the neighborhood is not negatively impacted. New or improved parks, plazas, streets, or other public spaces in the neighborhoods are also important elements for unifying neighborhood character and making physical and visual connections with the core downtown area. As areas age over time, expansion of the Old & Historic District to further preserve historic character of the District area is encouraged."

A USER'S GUIDE TO THE PLANNING POLICY FRAMEWORK

The following pages provide the detailed policies that will guide decisions for moving forward in the Town.

The policy is organized into a series of guiding principles, goals, and strategies to achieve the goals. The goals and strategies can be general or place-based.

The Oxford English Dictionary defines a principle as "a fundamental truth or proposition that serves as the foundation for a system of beliefs or behavior or for a chain of reasoning." In terms of Legacy Leesburg, the principles in this document are the foundation for decision making moving forward. These principles are rooted in the community input that lies at the heart of this Town Plan document.

Each of the core principles leads to a series of Town-wide goals. The Goals represent big picture initiatives to be undertaken consistent with the guiding principles.

Finally, each goal is supported by targeted strategies that provide cohesive direction for implementing the Plan through planning and development policies, zoning and related regulations, incentives, the Town's capital budget, and similar tools. Strategies represent the specific initiatives Leesburg will work on moving forward. These strategies will include efforts led by the Town as well as specific guidance for development applications. When a strategy provides guidance for future development it will be expected that this guidance will be used by developers to shape their projects to better meet the goals of the Town.

While not every strategy and goal will be relevant to every project, every project and every decision will have a role in achieving (or not achieving) Leesburg's Vision. Therefore it is critical to run each decision through the chain of reasoning created by the principles.

Finally the Plan offers specific place based recommendations, described in Chapter 4, to shape redevelopment of sites in ways that help ensure that any development or redevelopment achieves the spirit, as well as the letter, of this Plan—and the vision of the Leesburg community.

The sample text on the right side of this page illustrates the general format of principles, goals, and strategies that follow.

PRINCIPLE A: PRINCIPLE DESCRIPTION

The text of each guiding principle repeated here. All decisions in the Town should be evaluated against these principles which form the "chain of reasoning" for that goals and strategies that follow each principle.

Each guiding principle includes general text that describes the overall rationale for the principle.

GOAL 1.1 GOAL EXAMPLE TEXT

Under each goal, there is text to describe the overall direction Leesburg will take moving forward.

Strategy 1.1.1 Strategy Example Text

Some strategies will apply to the entire planning area.

Strategy 1.1.2 Strategy Example Text

In some instances, the strategies will vary depending on geography. These strategies will include variations to the specific actions depending on where a place falls on the area based initiatives map (P. 70-71) and will be color coded according to area.

P These strategies will be appropriate in areas to Preserve.

S These strategies will be appropriate in areas to Strengthen.

E These strategies will be appropriate in areas to Enhance.

T These strategies will be appropriate in areas to Transform.

PRINCIPLE 1: TOWN CHARACTER & AUTHENTICITY

Retain and protect the historic core of Leesburg and provide a high-quality brand and sense of place that stretches throughout the entire community. The Town expects growth that supports Leesburg's desired future character and results in purposeful, quality development in strategic locations to meet the needs of existing and future residents and businesses and maintains high quality gateways and corridors to ensure Leesburg remains distinct from surrounding communities.

Leesburg is at a critical crossroads in terms of its character. On one hand, some older suburban office and retail centers surrounded by surface parking are visibly outdated and struggling in a changing marketplace. Together with the network of circumferential and radial roads outside the old historic downtown that supported these centers, they convey a generic "anywhere USA" impression that lacks any suggestion of Leesburg's unique character—and potential to enrich this character. Examples of this are seen along East Market Street, South King Street, and Edwards Ferry Road. On the other hand, market forces increasingly support the walkable, character-rich qualities that define the old and historic downtown, and provide an opportunity to retrofit older strip development corridors and areas like the Crescent, which have been bypassed by investment in recent decades, into a new generation of walkable, amenity-rich, Leesburg neighborhoods and activity centers that represent a 21st century realization of the spirit and values that shaped the Town's 18th and 19th century core.

How do the suburban residential neighborhoods that make up a majority of Leesburg's geography and house most of its residents fit into this critical crossroads? Residents gave the planning team the answer early on in the planning process. Very well! These residents are proud of their neighborhoods and see no need to change them. At the same time, they welcomed the opportunity for more access to walkable Main Streets, complemented by qualities like unique retail and restaurants, public art, new parks and similar qualities that celebrate Leesburg as a community whose character is about quality of life and community. And as one resident notes, "We can have these qualities without having to harm a blade of grass on the front lawn we also love."

Some older retail centers lack the character that contributes to the desired Leesburg brand.

GOAL 1.1
PUT THE BUILDING BLOCKS OF AUTHENTICITY & CHARACTER TO WORK

Throughout the planning process, participants from every part of Leesburg—residents and businesses alike—stressed that they wanted the Town to define the qualities that contribute to character and take a leadership role in achieving these qualities in ways relevant and appropriate for every part of the Town.

Strategy 1.1.1 Emphasize Historic Preservation

Without question, the Old and Historic District is at the heart of Leesburg's character. This area is architecturally significant and serves as the cultural hub of Leesburg. The Town should emphasize efforts to preserve the historic district and to strengthen it where feasible. Leesburg will identify, protect, and interpret the historic buildings, districts, structures, facilities and sites in recognition of their contribution to the Town's character and identity. The Thomas Balch Library and Loudoun Museum both are architecturally contributing structures to the Historic Distract are key resources that should be preserved and highlighted as focal points in the District. The perpetuation of all of these resources contributes to the Town's quality of life as it continues to evolve.

1.1.1a Maintain a well-functioning architectural review process.

The architectural character of Leesburg is protected by zoning and architectural review processes. The Town should maintain these efforts to ensure historic preservation. Part of this strategy includes quality educational materials regarding the location and importance of the districts to ensure that no historic buildings are modified without approval. In addition, the Town should consider opportunities to improve the review process and make it as easy as possible for property owners. This may involve increased staffing and additional meetings of the Board of Architectural Review. The Town should also actively pursue opportunities to improve regulations and guidelines based on best practices and an ongoing effort to maintain a strong but streamlined preservation program.

1.1.1b Proactively pursue architecturally appropriate repairs.

The Town will take a more proactive role to encourage and incentivize maintenance and/or rehabilitation of historic structures and to discourage and reduce 'demolition by neglect' situations. The Town will consider implementing new programs that allow the character of historic architectural resources and the District to be strengthened. The Town may, as appropriate, initiate and/or operate such programs itself or in coordination with non-profit organizations or other third parties. The Town will proactively assist property owners in navigating non-preservation related regulations (such as other zoning ordinance requirements) that may inadvertently impede maintenance or rehabilitation of historic structures. Other initiatives to consider include:

- Awards that recognize and grants that encourage beneficial repairs and rehabilitation efforts,
- Development of additional guidance for property owners in selecting materials and completing the Certificate of Appropriateness review and approval process,
- Development and support of an advisory group familiar with the processes, guidelines and regulations that impact alterations within the District to be available to consult with property owners for fee-free advice on preparing proposals for projects within the District.

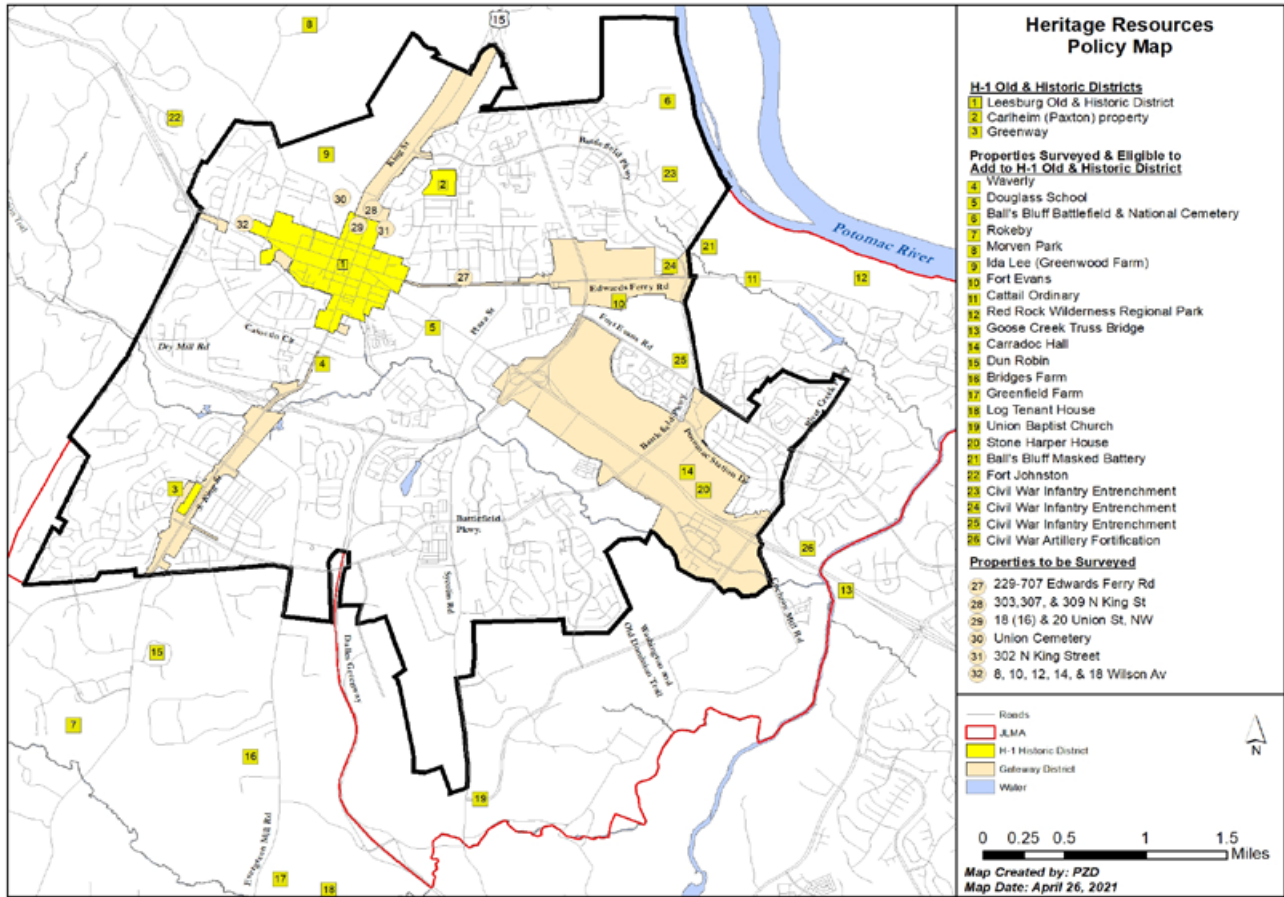## 1.1.1c Identify and pursue Town led preservation and strengthening efforts.

The Town itself has an important role to play in preserving and enhancing public components of the character of the Old and Historic District. The Town should provide and support an appropriate setting for private property that contributes to Leesburg's historic character and tells its important story. This can include appropriate streetscape improvements that may for example include expansion of brick paver sidewalks and downtown lighting. Undergrounding of utilities, which has long been discussed, can also be considered. For public projects in historic areas, collaboration with the Board of Architectural Review, and as required with adjoining property owners, would work to ensure the creation of public facilities that appropriate for their context and add to the Town's character. Use of traditional interpretive signage, historic markers, and printed guides can also serve to increase tourism and historic awareness. Other approaches to raising awareness could include interactive mapping of the historic district, story mapping, oral history interviews, workshops for property owners, and collaborative partnerships with preservation-minded non-profits and the

Loudoun County Public Schools to introduce preservation into STEM/STEAM courses or enlisting help from students to create educational materials or films about historic Leesburg.

Given the range of opportunities, the Town should consider developing an Old and Historic District Preservation and Enhancement Plan (Small Area Plan) specifically geared toward identifying and guiding Town led efforts to improve the District. This Plan could include topics such as: approaches and programs to address maintenance and encourage rehabilitation; support of a non-profit, third party preservation organization; identifying appropriate locations and/or highlighting historic content for public art in the Historic District; promoting heritage tourism; protection of archaeological resources; and outreach and engagement efforts to engage educate residents and business owners on both best practices for repair, renovation and rehabilitation projects within the District as well as the benefits of historic preservation practices for the District and proximate location in particular and the wider Leesburg community in general.

Redevelopment of a Boston-area "big box" center into a new walkable mixed-use, mixed-income, activity center.

Heritage Resources Policy Map

H-1 Old & Historic Districts
1 Leesburg Old & Historic District
2 Carlheim (Paxton) property
3 Greenway

Properties Surveyed & Eligible to Add to H-1 Old & Historic District
4 Waverly
5 Douglass School
6 Ball's Bluff Battlefield & National Cemetery
7 Rokeby
8 Morven Park
9 Ida Lee (Greenwood Farm)
10 Fort Evans
11 Cattail Ordinary
12 Red Rock Wilderness Regional Park
13 Goose Creek Truss Bridge
14 Carradoc Hall
15 Dun Robin
16 Bridges Farm
17 Greenfield Farm
18 Log Tenant House
19 Union Baptist Church
20 Stone Harper House
21 Ball's Bluff Masked Battery
22 Fort Johnston
23 Civil War Infantry Entrenchment
24 Civil War Infantry Entrenchment
25 Civil War Infantry Entrenchment
26 Civil War Artillery Fortification

Properties to be Surveyed
27 229-707 Edwards Ferry Rd
28 303, 307, & 309 N King St
29 18 (16) & 20 Union St, NW
30 Union Cemetery
31 302 N King Street
32 8, 10, 12, 14, & 18 Wilson Av

Roads
JLMA
H-1 Historic District
Gateway District
Water

0   0.25 0.5   1   1.5 Miles

N

Map Created by: PZD
Map Date: April 26, 2021

1.1.1d Continue Efforts for Preservation of Specific Properties

Leesburg has Certified Local Government (CLG) Status. This status recognizes the Town's capability to manage its historic resources, both within designated historic districts and throughout the Town at large, and enables the Town to apply to the Commonwealth for funding in the form of grants for a wide variety of heritage resource conservation projects.

The Town has administered many grants to survey, research, evaluate, and document its historic and archaeological resources. The Heritage Resources Policy Map shows the H-1 district and properties that have been designated or have been determined to be significant enough to be designated for inclusion in the H-1 district. The Old and Historic District, Carlheim (Paxton Property),

Greenway, and White Oak compose the Town's designated H-1 district. The map also identifies the Gateway District boundaries of the Historic Corridor Architectural Control Overlay districts. The corridors are significant routes of tourist access to Leesburg or the area's heritage resources, and therefore development in those corridors should continue to be subject to careful design review in accordance with the adopted Gateway Guidelines. Lastly, properties deemed eligible for future designation are identified. Surveys have identified ten other individual properties in the Town to be eligible for designation. In addition, a 2001 building survey identified a number of properties contiguous to the original Old and Historic District that are eligible for inclusion in that district.
These properties include:

• Edwards Ferry Road from the Old and

Historic District boundary at 229 Edwards Ferry Road to 707 Edwards Ferry Road
- 303, 307, & 309 North King Street
- 18 (16) & 20 Union Street NW
- Union Cemetery
- 302 North King Street (Babson House)
- 8, 10, 12, 14, & 18 Wilson Avenue

There are many other properties that may be eligible for designation as H-1 districts. Detailed surveys would need to be conducted to determine their eligibility. The Heritage Resources Policy Map: Properties to be Surveyed identifies six groups of properties in the Town that should be surveyed. These include:

- Parts of Pershing, Fairview, and Wilson Avenues, and Morven Park Road
- 440 Dry Mill Road (Sam Rogers Farm), 452 Dry Mill Road, 114 & 118 Davis Avenue, 709, 710, 711, 715, 716, 720, & 724 Valley View Avenue
- 601, 603, 605, 609, 611, 711, 701, 705, 707, 709, 713, 715, 719, and 721 South King Street.

The Town should make additions to the H-1 Old and Historic District to protect heritage resources. Expanded documentation should focus in particular on resources which have not already been substantially documented including African American heritage resources, civil rights resources, and midcentury architecture. The Town will consider deletions to the district where overlapping boundaries exist with the Crescent Form-based district. In addition the Town will coordinate efforts with the County to identify and protect heritage resources in the Joint Land Management Area (JLMA).

1.1.1e Identify Preserve and Manage Heritage Trees

The Town should seek to identify irreplaceable heritage trees that have notable historic or cultural interest. Efforts should be made to preserve and manage these trees. Some may be as old as the buildings they grow beside and are living monuments within the community. Secondarily, mature trees in healthy condition provide more environmental, health, and social benefits to communities than young trees.

Strategy 1.1.2 Retrofit Major Auto-Oriented Corridors as Walkable, People-Oriented Places

To become more competitive, Leesburg's suburban commercial corridors (especially East Market Street east of the Old and Historic District, Catoctin Circle, South King Street, and Edwards Ferry Road east of Heritage Way) should be re-imagined as mixed-use activity areas to increase the quality of the retail experience (and capture a greater proportion of regional sales) and enhance quality of life for nearby residential neighborhoods. Many residents, employers, and restaurants, and shop owners recognize the benefits of walkable areas on many levels. The Town should pursue new opportunities to create these desirable environments despite limited land resources. This is largely a Town led effort that should begin in the near future with long term goals as the target.

Strategy 1.1.3 Promote Development Policies That Reinforce Desired Character for Every Part of Leesburg

Future development and redevelopment efforts will play a critical role in providing Leesburg with the character it desires. This involves a range of policies that must be carefully woven together to ensure that any development that does occur is good development. There is no one size fits

all approach. Instead, land use patterns, development intensity, scale and massing, lot size, building placement, and private frontages must all be considered on a case by case basis to identify the best strategy to enhance Leesburg's character. Legacy Leesburg does not dictate specific land use densities or intensities. Instead it provides guidance to create a desired and compatible character.

1.1.3a Land Use Patterns

P Places to preserve are largely envisioned to remain undeveloped with the exception of community serving buildings and structures like schools and those ancillary to park uses.

S The Old & Historic District is identified as a place to strengthen. This area naturally evolved as a mixed-use neighborhood before this concept existed. Land uses here will vary. They are expected to include an appropriate mix of residential, community open spaces, office, and retail. Buildings and general form should reflect the historic character but uses in these buildings can vary so long as they are compatible with their surroundings. Demolitions, particularly of contributing resources, should be avoided.

E Most places to enhance are now, and will continue to be residential neighborhoods. They will see little change with respect to future land use patterns. Though there will be limited appropriate opportunities, some small scale, walkable commercial development may be an appropriate amenity within neighborhoods. Most residents are warm to the idea of having a corner store or restaurant down the street. Few, however, want it next door. Ensuring compatibility is key to avoid any such uses from adversely affecting residential character.

T Places to transform are prime candidates for new development or redevelopment. These areas are focused on expanding the Leesburg tax base and are largely envisioned to accommodate vertically mixed-use development with street facing retail and/or other uses that animate the pedestrian experience and support walkability. Provision of amenities to benefit Leesburg residents and the ability to demonstrate that the proposal is better for Leesburg than existing uses is essential. These areas allow for residential development but will not just be new residential neighborhoods. Instead, they will allow for a mix of residential, retail, and office/innovation spaces on upper floors. When housing is appropriate in a place to transform, it will address the Town's housing needs and provide a range of unit types to address the full spectrum of preferences and affordability. Live/work townhouses and multifamily development will play a key role in this mix. Finally, transformation comes with a fundamental goal of providing amenities or desired uses to the community.

1.1.3b Development Intensities

P Places to preserve will often not include development. However, some limited structures associated with community facilities like schools and park related buildings can be anticipated. Densities will vary depending on lot sizes.

S Development intensities in Places to Strengthen will vary but they should generally follow the established historic development pattern. More important than specific density numbers is preservation of the general land use pattern and character; however, such preservation need not preclude adaptive reuse initiatives

and projects. For example, adaptive reuse of a historic structure could include an expansion of the structure, which may intensify the streetscape in the area. But if done sympathetically to the context of the area, it can serve the important preservation objective of activating existing historic buildings for current and future use so that they continue to contribute to the vitality of the historic district. Additionally, the intensification of the use of a lot may result when accessory dwelling units are added. This can result in a positive contribution in terms of addressing issues of housing supply and affordability; however, any such intensification must be done in a manner which does not undermine the land use patterns and character of the area.

E Places to enhance should preserve the existing predominant densities and building patterns.

Where appropriate, a community-based planning process can result in consideration of new development patterns that reflect changing neighborhood needs and aspirations. For example, there may be a desire to allow community serving non-residential uses or to support aging residents in remaining in their homes and/or promote affordability. This can in turn allow for:

- Accessory dwelling units (e.g. apartments over garages, small backyard buildings, apartments created within existing houses)
- Small lot or "cottage court" developments.
- Smaller minimum lot sizes.

In any such cases, the enhancements in one aspect of life in that community should not result in new issues such as parking problems.

T As a broad rule of thumb, one to two thousand new housing units within a five-minute walk can bring a block of Main Street retail to life. While not as effective, office and innovation workplaces also contribute. This Plan promotes densities that support retail and other active uses facing streets:

- Residential densities of 30 to 50 units/acre or higher of net new development (can be achieved by a mix of cottage courts, townhouses, and multifamily housing (typically five floors, in some cases seven)
- Mixed-uses densities of FAR 1.5 or higher
- These higher densities require proper community amenities, open spaces, and good site design to ensure that allowing for the higher densities results in beneficial additions to Leesburg and mitigation of impacts.

1.1.3c Building Scale and Massing

P Places to preserve are largely envisioned to remain undeveloped with the exception of community serving buildings and structures like those ancillary to park uses. The scale and massing should be compatible with surrounding uses.

S The scale and massing within Places to Strengthen has largely been established under existing development patterns. Though this can vary by block, scale and massing that is generally consistent with that of the Old and Historic District is envisioned. This results in a prevailing building height of 2 to 4 stories. New development should be compatible with their surroundings and supportive of existing development patterns without duplicating or referencing inappropriately designed development nearby. For instance,

suburban-style development patterns that rely on large format buildings with expansive parking areas are incongruent with traditional development and should not be replicated.

E Preserve predominant scale and massing.

See 1.1.3.b Development intensities above.

T For new development, building massing and articulation (windows, entries, setbacks, cornices and other elements that define scale and character) should convey human scale and visual interest facing the public realm.

For infill development, building massing and articulation should respect and continue the predominant patterns established by adjacent buildings,unless there is desire to establish a new character by enhancing human scale and visual interest facing the public realm in a particular area.

Next to existing development that is generally three floors or less in height, limit building heights to five floors (for example three floors of housing above one floor of retail and one of office)—an increasingly typical height for new suburban mixed-use development.

Within the core of new mixed-use developments limit buildings to seven floors—an increasingly prevalent height in new mixed-use suburban centers.

1.1.3d Lot Size and Building Placement

P Lot sizes in places to preserve will vary widely.

S Under historic development patterns, non-residential buildings are generally placed with zero lot lines on the front and sides with some alleys leading to rear parking areas. Parking is located at the rear of buildings. The historic development pattern is largely expected to be replicated for any future development. Any larger buildings should be designed to give the appearance of several small buildings consistent with historic development patterns.

E Predominant lot sizes and building placement should be preserved in established neighborhoods. (See 1.1.3b Development intensities above).

T No minimum lot sizes.

Placing buildings at the sidewalk for new development results in a desirable walkability and human scale in places to transform. For infill development it may be appropriate to place buildings at a building line established by existing development patterns or to establish a new pattern depending on the specific goals for that area. In special cases, where setting buildings back to permit outdoor dining, other active uses, or shallow front gardens for street level residential uses, an additional setback may be deemed appropriate.

1.1.3e Private Frontages

P Not Applicable

S Refer to Leesburg Old & Historic District Guidelines

E Maintain predominant pattern of lawn/garden setbacks. (See Development Intensities above.)

(T) Transparent, active building frontages facing the public realm should be provided where possible. Development should introduce retail uses, artists' studios, dance studios, cultural spaces or similar uses that enliven the public realm. Individual entries for street level residential units (preferably live/work) are encouraged.

Strategy 1.1.4 Plan, Program, and Design a Public Realm That Exemplifies Leesburg's Unique Character and Quality of Life

A significant component of planning for the public realm will rely on Town led efforts. The Town must be proactive in working to secure the public realm it desires. This involves detailed planning efforts as well as capital projects to implement desired changes.

1.1.4a Public Streets

The Town's Streetscape Plan will be further developed and refined over time to establish streetscape guidance for roadways throughout Leesburg. Over time, wherever feasible, public streets should be transformed into Complete Streets per guidance in the Streetscape Plan to accommodate a mix of pedestrians, bikes, e-scooters and other forms of micromobility, shared mobility (services like Uber and Lyft today, shared autonomous mobility in less than two decades), transit, and traditional vehicles. The Town will design streets to be inviting public spaces that invite walking, provide benches and shade for sitting, and where appropriate accommodate outdoor dining and gathering. Undergrounding of utilities can also enhance the streetscape appearance and improve pedestrian conditions. Private streets that serve a largely public function should adhere to similar principles.

1.1.4b Active Parks and Squares

(P) Where appropriate, the Town will work to create smaller active parks designed for group gatherings, picnics, active children's play, and similar activities as active nodes within larger public open spaces.

(S) The W&OD Trail is a linear park that bisects much of Leesburg and is an important attribute of the historic district. In addition to being a recreational asset in the Town, it also houses art work and interpretive installations such as the Orion Anderson Memorial and various markers explaining the history of Leesburg. The trail itself is eligible for listing in the Virginia Landmarks Registers and National Register of Historic Places. Existing public spaces like the Rose Garden, Mervin Jackson Park, and the Courthouse Green are heavily used. The Town encourages development of new active parks, pocket parks, and public squares, including those privately owned, which will continue to create a variety of open space opportunities. While creating a new large park would be difficult, the current dynamic of the downtown area lends itself well to creation of several smaller parks and public spaces that can be connected through the sidewalks and streets. As the cultural heart of Leesburg, the Town should seek out opportunities to secure additional public spaces, both small and large, throughout the Downtown area, while ensuring that they will strengthen, rather than diminish, the character of the historic district. Such spaces can serve the community on a daily basis and provide additional spaces for use during events like parades, festivals, and First Fridays.

(E) Where appropriate, the Town should seek out opportunities to

create small public parks and play areas in existing residential neighborhoods. In some cases this might be accomplished by purchasing property. The Town also encourages converting places to enhance into places to preserve to the extent that opportunities to preserve land arises.

T Creating new parks and open spaces is a key goal of places to transform. Any development or redevelopment over an acre is generally expected to provide a range of usable open spaces for use by the entire Leesburg community. These spaces may be public or private depending on circumstances but should be publicly accessible. The open spaces may include outdoor dining, seating areas, artwork, play areas, a publicly accessible lawn area, a pathway connection between to existing public or publicly accessible open spaces, or similar public gathering spaces.

Larger developments and redevelopments should provide an active public park (for example, a "green" space focused around a play fountain), neighborhood square (for example, a paved area enlivened by local restaurants and retail and available

COMPLETE STREETS

Complete Streets are streets designed and operated to enable safe use and support mobility for all users. Those include people of all ages and abilities, regardless of whether they are traveling as drivers, pedestrians, bicyclists, or public transportation riders. The concept of Complete Streets encompasses many approaches to planning, designing, and operating roadways and rights of way with all users in mind to make the transportation network safer and more efficient.

Raflo Park

Stanley Caulkins Sculpture

for music and other public performances and gatherings), or similar public spaces together with pathway or greenway connections between existing public or publicly accessible open spaces, or similar public spaces. Leftover strips of land, undevelopable areas, medians, traffic circles and similar features should not count toward meaningful contributions of open spaces.

1.1.4c Larger Open Spaces

Where possible, expand the Town's stock of larger open spaces and natural and recreational areas through direct purchase or covenants that provide for public access and use and protection from development.

1.1.4d Maintain Existing Parks and Open Spaces

The Town will maintain existing active parks, open spaces, and natural resources in good condition and enhance existing parkland by adding new amenities to these parks, investing in planned improvements, and discouraging uses that would degrade natural or cultural resources.

1.1.4e Fragile Natural Environments

Take active steps to protect at risk natural environments, including off-site actions to limit pollution or other damaging environmental impacts (see Guiding Principle #5).

1.1.4g Street Trees and Tree Canopy

Leesburg is designated as a Tree City USA. The Town should make a concerted effort to expand street trees to line both sides of all public streets, including all new streets, to enhance community character and to encourage walking. While street trees come with some challenges and maintenance issues, they play a major role in contributing to a desirable character and image for

Leesburg. The Town will work to revise the Zoning Ordinance and Design and Construction Standards Manual to provide for better located and increased planting of street trees to realize the many benefits including improved aesthetics, traffic calming, reduced pavement maintenance, improved air quality, noise abatement and improved overall quality of life.

In addition, the Town will work to expand Leesburg's tree canopy to reduce heat islands and enhance environmental quality.

Guidance provided in the Urban Forestry Management Plan should be adhered to and the Plan should be updated as necessary to develop appropriate guidance.

1.1.4h Active Community

Where appropriate, the Town will maintain and enhance active recreational opportunities especially hiking, biking, and canoeing/kayaking. As demographics in the Town shift towards more one and two person households without children, active recreational opportunities beyond ball fields and playgrounds are important. The Town of Leesburg is unique in that it is located along the W&OD and two large waterways (Goose Creek and the Potomac River) and offers biking, hiking, and canoeing/kayaking within Town.

Strategy 1.1.5 Plan Mobility Around Enhancing Community Character & Quality of Life

1.1.5a Street and Block Patterns

Throughout the Town, street and block patterns should emphasize a grid pattern and the use of cul-de-sacs should be avoided. Where possible, new connections should be made to enhance the grid patten where possible.

P Prioritize preserving and protecting large open spaces and natural and recreational areas in planning new streets.

S Maintain historic street and block patterns.

E Continue predominant street and block patterns. Promote connections within and between neighborhoods where possible.

See 1.1.3.b Development Intensities above.

T Promote street grids that distribute traffic and encourage walking and create a strong public realm framework for new mixed-use development.

The recommended maximum block length: 400'.

1.1.5b Parking

P Places to preserve should emphasize an open space character. Parking areas necessary to serve these spaces should be screened to the extent possible and should be appropriately sized to maintain a natural environment. Environmentally responsible techniques such as permeable pavement and bioretention should be considered for overflow parking where possible.

S The Old and Historic District represents a unique set of challenges with respect to parking. On site parking often necessitates land development patterns that may be inconsistent with historic character. Conversely lack of parking is often described as a problem in downtown Leesburg. The Town should develop a Downtown Parking Plan to appropriately consider the full range of parking options which may include topics like construction of a new garage, shared parking agreements between property owners, incentives for property owners to make private parking publicly accessible, and strategies for the Town's existing parking fund. This parking strategy should also consider future transportation needs and the potential for autonomous vehicles and micromobility to affect parking needs.

E In general, places to enhance will not see significant changes with respect to parking. The Town will remain cognizant of individual parking issues in residential neighborhoods and work to address those issues on a case by case basis.

T The Town will actively promote shared parking (for example, used primarily by office/innovation uses during the day, housing in the evening). To minimize investment in structured parking facilities that may become redundant within a decade due to increased parking efficiencies associated with connected vehicles and reduced parking requirements associated with shared mobility.

The Town will discourage parking facing

directly onto the public realm consisting of public streets, public spaces, and pathways and greenways connecting public spaces. If necessary, parking facilities should be lined with housing or active uses facing the public realm.

Where existing parking structures do face the street, the Town will encourage or provide incentives for owners to convert the edge facing the public realm to retail or other uses that animate the public realm (for example, in Lakewood CO , a mixed-use development or a former shopping center (Belmar) converted the parking facing a public street into artists work/sell spaces, which today attract thousands of visitors for gallery walks who also patronize nearby by shops and restaurants.

The Town will continue to study and explore appropriate parking ratios and will consider implementation of maximum parking requirements.

1.1.5c Reduce Auto Dependence

To enhance quality of life, promote a healthy environment, improve ease of movement, and increase affordability, the Town and the development community will work to improve pedestrian and bicycle infrastructure (including bike lanes and bike parking), promote local transit, micromobility, Mobility as a Service, and other mobility options that reduce auto-dependence (See Guiding Principle 4).

Strategy 1.1.6 Update Supporting Policy Documents

Legacy Leesburg serves as the umbrella document for all other planning and regulatory efforts in the Town. Supporting policy documents and regulatory documents identified in Chapter 2 should be regularly

updated to ensure that those documents provide guidance that is consistent with the goals of this Plan and up to date in terms of best practices, trends, and technologies. As a rule of thumb, the Town will strive to ensure documents are updated every 5 years. An update may result in minor changes, a significant overhaul, or anything in between.

GOAL 1.2 MANAGE GROWTH & CHANGE TO PRESERVE & ENHANCE COMMUNITY

Market demand and the investment it generates represents a powerful tool for the Town to continually preserve what the community values about its character and promote positive change that meets constantly emerging needs and aspirations.

Strategy 1.2.1 Preserve and Enhance the Historic Core of Leesburg

Accommodate appropriately scaled infill development in the Old and Historic District that strengthens its existing historic character.

Outside of the Old and Historic District, particularly in the Crescent District, the Town will encourage appropriately scaled and designed redevelopment that builds on the Old and Historic District's character and contributes to its ability to attract people, jobs, and investment to all of Leesburg. New investment—particularly housing, innovation business, unique retail and other uses surrounding the Old and Historic District should emphasize connectivity and recognize the Old and Historic District as the core. Development outside of the Old and Historic District should not mimic the

Old and Historic District as this could make the unique historic core less memorable. However, development outside of the core should reflect the values of walkability and human scale found in core as appropriate. In addition, this development should reflect the variety of buildings and durable qualities that make the historic core a destination and symbol for the Town.

Strategy 1.2.2 Focus Growth Toward Walkable, Mixed-Use Activity Centers

Places to preserve will often be an integral part of the larger areas in which they are located. In many instances, connectivity to preserved areas which serve as a neighborhood amenity, will need to be considered. These areas will in many cases serve as the front or back yard of adjacent development areas.

(P)

(S) The Old and Historic District should be preserved. However, appropriately scaled infill development can strengthen the district when properly designed. Additional "feet on the street" are encouraged along

with development that provides amenities that are otherwise lacking in this area with scarce land resources. In general, key commercial corridors like King Street, Market Street, and Loudoun Street in the core of the downtown area should emphasize commercial uses that activate the pedestrian experience and road frontage along those roadways. Any development should have perceptible indicators of "strengthening" and community benefits that go beyond growth and additional units. This strengthening can take on many forms like provision of new parks and gathering spaces, addressing parking issues, and/or increasing tourism. Furthermore, potential compatibility issues arising from new residential development in and around the core of downtown and associated noise and activity should be considered.

(E) Most places to enhance have a suburban residential character. While this character is very different from the Old and Historic District, it too should be preserved as these areas comprise many of the residential

Downtown offers limited, but important appropriately designed opportunities to attract jobs, innovation and investment to Leesburg.

neighborhoods loved by Leesburg residents. Minimal growth is anticipated in these areas. Instead any changes that do occur will be small and gradual. Like places to preserve, many places to enhance will play an integral role in the places to transform as they provide the "rooftops" to support retail development and jobs in the places to enhance.

(T) The places to transform represent the primary areas where future growth will occur in Leesburg. Sometimes this growth will occur through redevelopment while in other more limited cases it will occur through greenfield development. While the thought of additional growth may be alarming to some residents, it is important to note that greenfield areas in the places to transform category already have vested development rights through existing zoning. This may be by-right zoning which allows limited development, but it is development all the same and not open space. Therefore, this plan aims to provide opportunities for meaningful growth that benefits the entire community and provides amenities rather just providing more houses or strip retail centers. When redevelopment occurs, it will result in new amenities and improvements to community character where it does not currently exist. Simply put, growth in these areas must bring positive change to the community.

The Town will use zoning, public/private partnerships (P3s), and other development-related tools to promote compact critical mass to support lively streets and walkability. Where possible new housing and office/innovation spaces will be concentrated within a five-minute walk of retail "Main Streets" and nodes.

The Town will explore the potential for

PUBLIC PRIVATE PARTNERSHIPS

A Public Private Partnership (P3) is a legal and structured way of having the Town and the private sector work together to provide a project where everyone wins. With all land development, there is simple reality; developers need to turn a profit to make projects viable. At the same time, Town residents are seeking new amenities that cost money to build and require land. Under this partnership, the Town would explore a wide ranging set of tools to work collaboratively with the private sector or third party entity like an Economic Development Authority to provide amenity-rich community serving new development that becomes the envy of other jurisdictions.

Public-private partnerships (P3s) involve collaboration between the public sector and a private-sector partner that unlocks financial feasibility for a development project that the public sector determines is in the public interest. P3s typically involve some degree of public financial support through an agreement to reduce property taxes for a set number of years for a catalytic project that will promote additional investment, pay for structured parking that supports denser development, pay for a new public space or greenway connection that serves the larger community, cover a portion of the cost of providing affordable housing units, or similar project costs. The large majority of P3s represent sound public sector longer-term investments, not "giveaways", because they generate significant longer-term economic, social, jobs, fiscal, and/or other public benefits.

expanded P3s to accelerate the creation of walkable, mixed-use activity centers in the Crescent District.

There should be a concerted effort to line streets with retail and other active uses that animate the pedestrian realm and avoid blank walls and parking facing sidewalks and public spaces.

Transitional uses and intensities in and around future development projects can be considered to allow a project to bring in phased development over time.

Strategy 1.2.3 Encourage Infill Development & Redevelopment Across the Town Rather than Greenfield Development

To preserve and protect the Town's natural environment, slow the increase in costs for providing municipal services, and take advantage of roadway, utility and other infrastructure investments already in place, the Town will prioritize development in already established areas rather than in development that depletes open space.

Strategy 1.2.4 Promote Distinctive High-Quality Design in Every Area of Leesburg

The Town will actively promote high-quality design in all areas of Leesburg. Many locations throughout the Town already have design guidelines targeted to specific areas as a result of zoning overlays. These guidelines should be followed where appropriate and the Town will work to ensure that they are kept up to date.

In areas not subject to design guidelines the Town will encourage high quality design that is compatible with Leesburg character and the surrounding neighborhoods. The potential of expanding design guidelines through the use of Small Area Plans and other strategies will also be explored.

Strategy 1.2.5 Make Strategic Well Designed Improvements in the Community

The Town will actively work to improve the community and the Town's capital improvement projects will take community design into account and make a positive contribution to the Town's character.

Appropriately scaled and designed new mixed-use development can enhance livability and quality of life for nearby established single-family homes.

- Implement the protocol of the inter-departmental capital projects team to improve the design and implementation of all public projects, ensuring that all affected departments and appropriate staff are included on the team. Further, ensure that capital projects are brought to the Team early in the process.
- Ensure that capital improvements are sensitive to their context, especially in older residential areas and include community input throughout the design process.
- Retain or replace and enhance the tree canopy when designing and constructing community facilities.
- Provide opportunities for the Town's Commission on Public Art to provide input on capital projects in order to integrate artistic design into the architecture, landscaping and design elements of capital projects in parks and other public locations where people gather or observe when traveling past.

Strategy 1.2.6 Ensure Adequate Community Facilities and Infrastructure

The Town will strive to approve development only if adequate community facilities exist or are provided through development applications. Examples of community facilities that should be provided with new development include parks, schools, public safety facilities and civic spaces. New development and redevelopment applications should provide for the construction of public facilities and infrastructure improvements, according to applicable standards for these facilities. These facilities and infrastructure should be provided as they are needed during the construction of the development.

Strategy 1.2.7 Locate Community Facilities and Utilities with the Goal of Enhancing Character

The Town will strive to locate and construct community facilities according to this plan's policies that call for the enhancement of Town character and the protection and enhancement of residential areas, natural resources, and heritage resources. The Town will continue to require new development to place power lines underground and will consider undergrounding of existing power lines with capital projects.

The Town will also encourage telecommunication facilities to be collocated on existing structures, and located outside of Town limits where possible. Ensuring that these facilities do not have an adverse impact on the character of the Town is critical. The Town will also encourage the State Corporate Commission to take into account the impacts on the character of the Town when considering approval of electrical transmission lines.

Strategy 1.2.8 Consider New Public Facilities for a Welcoming Environment

The Town will strive to create an environment that is welcoming to visitors ans tourists, especially in the downtown area. This includes exploring options for new public facilities like restrooms, seating areas, and comfort stations.

GOAL 1.3 ENHANCE ART AND CULTURAL OPPORTUNITIES THROUGH OUR THE TOWN.

Public Art provides great value to a community and is directly connected to the
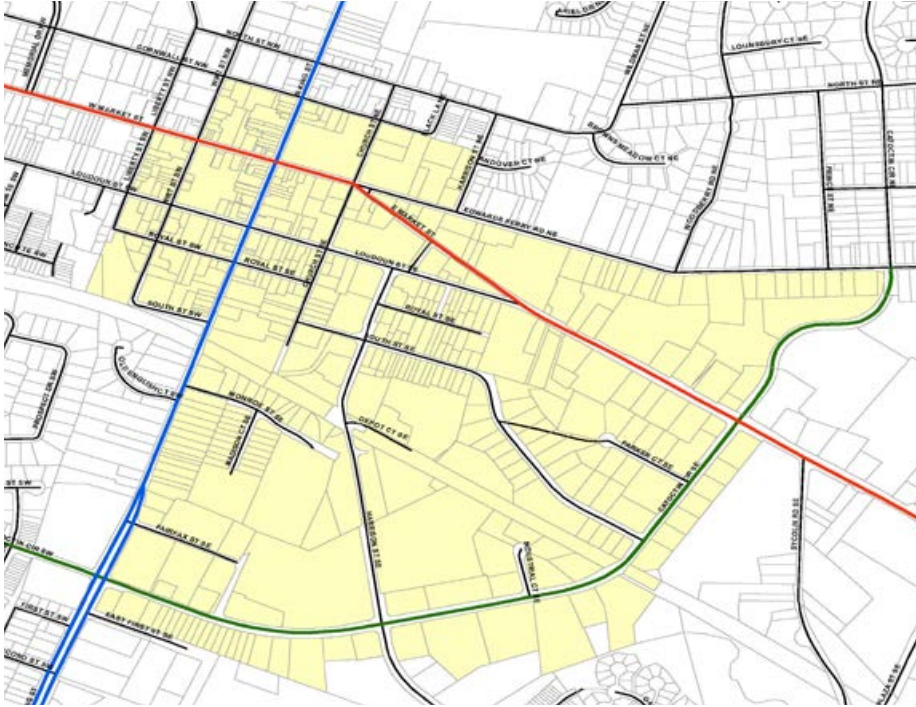
The Arts and Cultural District provides incentives to artists and art organizations.

Town Character and Authenticity. Public art will help Leesburg provide a high-quality brand and sense of place. In addition, public art can inspire, define, and strengthen the economy. Research shows that arts travelers are the perfect tourists, staying longer and spending on meals, retail and lodging throughout the Town. Investment in public art can bring back two to three times in value.

1.3.1 Seek Out Opportunities to expand Public Art

The Legacy Leesburg planning process identified the community's strong appreciation for public art. The Town will continue to develop, refine, and follow its Public Art Vision and work with appropriate entities to introduce new art. Consideration will also be given to interactive and digital public art across the Town's public realm to tell the stories of Leesburg's diverse communities, promote informal interaction, and provide the Town's arts community with an active voice for bringing new and

innovative ideas forward.

Development and redevelopment applications of an appropriate scale should also seek to provide public art installations consistent with the Town's vision.

1.3.2 Promote the Arts and Cultural District

The Arts & Cultural District designation allows the Town of Leesburg to provide certain incentives to artists and arts organizations looking to make Leesburg their home. Incentives such as business and professional occupation license tax rebates, real estate tax rebates, and zoning permit exemptions are offered. Additionally, through the growth, expansion and concentration of arts uses, all businesses, residents, and visitors will benefit from the overall vitality of the district over time through various events and programming. The Town will take an active role to promote this district.

Strategy 1.3.3 Promote the Thomas Balch Library

Thomas Balch Library has a large and valuable collection of historical materials that draws local, national and international researchers. It has a rich repository including archival, manuscript, and published materials, thousands of photos, radio recordings and oral histories. It also has extensive genealogical materials and trained staff to aid researchers. Programs that are regularly held at the library include author talks, lectures, documentary films, and art exhibits. It is a designated Underground Railroad research site by the National Parks Service and it has a large collection of African American and Native American materials. The Town should continue efforts to actively promote the library for its residents as well as visitors.

The Thomas Balch Library is a cherished Town facility of architectural and cultural significance.

Strategy 1.3.4 Explore Opportunities for new Civic and Cultural Spaces in the Town.

The Town will actively work to identify opportunities to create new civic and cultural spaces in the Town. Examples of appropriate spaces include public gathering spaces, museums, and a performing arts center. Such facilities can be a key component of a Public Private Partnership.

PRINCIPLE 2: DOLLARS & SENSE

Take advantage of Leesburg's enviably strong market where, for many land uses, demand is outpacing supply. Harness this potential growth in a manner that enhances quality of life, reinforces a unique brand for the Town, and creates a strong and sustainable local economy.

In the decades following World War II, Leesburg made the transition from a small, historic, town to a highly successful bedroom community. Today the Town is in the midst of another transition—building on the Washington DC METRO's successful emergence as one of the most robust regional economies in North America to becoming a sub-regional center of jobs and innovation. The Town's quality of life, historic center, and well-educated workforce position it to compete effectively for the talent, jobs, and investment that drive economic growth. These strengths are further reinforced by the region's high quality fiber optic infrastructure and the Town's proximity to the Dulles Technology Corridor—a long-term hub for cloud computing and cyber-technology dubbed by Atlantic Magazine the "Silicon Valley of the East". Taken together, the Town's inherent qualities and these added advantages put Leesburg on the global innovation map—a position confirmed by a prominent tech company's 2018 purchase of 333 acres in the Compass Creek development near the Leesburg Executive Airport.

The Town's top priority is not to attract economic growth, but to attract and nurture the kinds of growth that provide real benefits to the community. The Town seeks to manage this growth in ways that help it to achieve its core values -- increasing the availability and diversity of local jobs, growing in ways that enhance character and quality of life, unlocking greater economic opportunity for all Leesburg residents, and building the Town's long-term fiscal stability. Successful economic development efforts will build a strong and sustainable tax base, lessen the tax burden on Town residents, and provide good jobs for Town residents. With roughly 95% of the land inside the Town already developed, economic development is about carefully planning and managing development not only in the Town itself, but also in the Joint Land Management Area (JLMA) that the Town jointly plans together with Loudoun County since this land could potentially be incorporated into the Town in the future.

GOAL 2.1 LEVERAGE THE TOWN'S UNIQUE CHARACTER TO ATTRACT HIGH QUALITY JOBS & INVESTMENT

There are several key ingredients that will contribute to Leesburg's excellent quality of life in the future: 1) high quality and readily accessible open space and recreation, 2) walkable neighborhoods that offer a wide

range of diverse housing options from single family detached houses to cool lofts (all within a short walk of a lively main street or the historic downtown, 3) the fiscal strength to support a high level of local services, 4) an abundance of diverse culture and 5) an ability to encourage development that is capable of attracting employers whose jobs match the skills and employment requirements of local residents. These ingredients are central to creating a strong local economy and increase local investment. Creating local employment opportunities and allowing residents to work closer to home, will provide a boost for local service-based and retail businesses and will improve the quality of life for all residents. Working to further improve quality of life for all residents aligns directly with the core strategies to improve job growth.

Strategy 2.1.1 Reinforce Quality of Life

The Town will strive to enhance its attractiveness to a wide range of employers spanning global corporations to regionally-based startups competing for increasingly scarce knowledge, skilled, and creative talent. Put another way, the Town will work to improve its quality of life.

The Town's quality of life and its appeal to a wide range of skilled and educated workers as a desirable place to live and work are directly related . Improving both is a top economic development priority. This priority extends to addressing every aspect of the Town's quality of life. One key to attracting and retaining talent is to provide a wide range of housing and workspace options within walking distance of the historic downtown and emerging new walkable, mixed-use activity centers.

To reinforce Leesburg's distinctive quality of life the Town will:

- identify opportunities to enhances its single-family neighborhoods;
- create new walkable, mixed-use activity centers that serve adjacent residential neighborhoods;
- expand walkable access to public open space, recreation, and natural areas;
- continue to build an identity as a community that values arts and cultural resources.

Strategy 2.1.2 Expand the Supply and Diversity of Local Jobs

Expanding the supply and diversity of jobs requires policies and regulations that promote a wide range of physical work spaces. To increase physical spaces and opportunities for job growth, the Town will:

- develop a creative spaces' initiative focused on underutilized spaces such as places where the highest and best use is not being achieved;
- promote live/work opportunities such as those seen in the "Brickyard rezoning";
- promote new walkable, mixed-use activity centers, particularly in the Crescent District;
- promote new flex space developments, particularly in the Arc;
- promote the availability suitable spaces for entrepreneurs and start-up businesses;
- encourage creation of business incubators & co-working spaces;
- prepare an economic development strategy focused on attracting jobs and investment;
- continue to leverage the Mason Enterprise Center (a joint jurisdictional/educational institution business incubator in downtown) and/or similar ventures to continue helping small business grow and eventually become new Leesburg businesses.

- Develop a higher education and/or trade school initiative to support job growth in technology, the arts, and culinary arts.

Strategy 2.1.3 Reinforce the Leesburg Brand

The Town has a reputation for character and quality of life that should be aligned with targeted strategies to reinforce the Leesburg brand. This will include:
- ensuring that zoning enables the Town to achieve the desired development pattern;
- pursuing public private partnerships and other similar incentives;
- maintaining high quality urban design that conveys a clear sense of place;
- promoting new walkable and mixed-use development that reinforces the downtown;
- creating high quality open spaces connections.
- collaborating with local business group marketing initiatives to include the Leesburg 'experience' gained through events, the arts and cultural district, and tourist attractions to build the Leesburg brand.

The Town will work closely with the development community to provide a clear sense of the Town's expectations and seek opportunities to partner with the private sector to achieve its expectations.

In addition, the Town will work to develop a collective branding campaign with business groups and other business leaders and advocates. This campaign will be designed to build brand awareness and attract high-pay employers and compatible businesses.

Strategy 2.1.4 Locate & Shape Development in Ways That Promote the Vitality & Amenities That Attracts Talent, Jobs, & Investment

Focus new housing and jobs within a five-minute walk of mixed-use districts (e.g. the Crescent, Arc, and Downtown), to promote compact critical mass that supports retail vitality and walkability, and in turn attracts talent, jobs, and investment to Leesburg.

Strategy 2.1.5 Significantly Increase Light Industrial/Flex Space

Through Zoning, Land Use and Town Review and Permitting processes, e encourage development of light/industrial flex space throughout areas identified for transformation. This will help to diversify the Town's economy by providing readily adaptable, and highly accessible space to attract a wide variety of users. These users can include everything from tech startups to maker spaces to emerging industries and distribution. This will allow

WHAT IS FLEX SPACE?

"Flex" space as a land use term refers to relatively larger floor plate buildings (often 10,000SF or more), generally one or two stories, that offer a broad flexibility in terms of uses. They usually command lower rents than buildings specifically built to house offices or specialized manufacturing. While these spaces traditionally have housed light manufacturing, assembly, warehousing and distribution activities, their lower rents and flexible open space are increasingly in demand by a growing innovation economy. For example, tech startups, "makers" who fabricate prototypes for tech companies, shared work spaces geared to entrepreneurs, and similar users increasingly seek flex spaces. In addition to building new flex space, a growing number of real estate developers are converting outmoded industrial building into flex spaces to serve the growing innovation market.

The Town of Leesburg will have opportunities to support infill development and redevelopment in the future. And, it is important new buildings, open space, parking lots, landscaping, or outdoor facilities in new neighborhoods or activity centers complement existing development intensities and patterns to avoid incompatible adjacencies. Areas to prioritize new rules, requirements, or procedures that address development compatibility or site transition issues should include the "Areas to Transform or Evolve" presented on the General Growth Framework Map for the Town Plan (see pages 70-71 in the document).

On smaller infill or redevelopment sites where existing development patterns are established and expected to remain in the future, the massing and scale of new buildings should be similar to nearby surrounding buildings. On larger infill or redevelopment sites, new lots or buildings that are significantly different in mass or scale from adjacent development should be located toward the center of the site, with lots and building sizes near the perimeter graduating to transition to the massing or scale of existing surrounding development.

Where possible, new residential development should not be permitted in areas adjacent to new and/or existing light industrial and flex space developments. In those cases where this is not possible, new commercial, light industrial, or flex space developments in close proximity to residential areas should work to mitigate potential negative impacts, to the extent possible on nearby neighborhoods. The design of new activity centers should also transition effectively between residential and non-residential uses, and include safe and convenient pedestrian and bicycle access for nearby residents. Future development in larger activity centers should focus density and intensity around existing or new street intersections on or adjacent to the site, and provide appropriate transitions to less intense edges of the site compatible with existing development.

New development across the street from existing development should be complementary in lot size, building mass, and placement. Development in the Town's identified Areas to Transform should specifically follow a "like vs. like" approach, where buildings facing each other are similar in scale and massing. Changes in scale or massing may take place along the face of a street.

For example, taller, more dense buildings may occur at one end of the street (like in a town center), with medium, less dense buildings in between, and smaller, low-density buildings further away from the town center (as a transition to adjacent neighborhoods). Transitions may also take place at the rear lot line (especially in a site with alleyways), where one side of a block may have a different character and intensity than the opposite side of the block.

Architectural elements should also serve as important transitional features for new infill development or redevelopment sites. Where a clearly established building character is expected to remain in an area of Leesburg, new buildings and site design elements should be similar in size and architectural detail, including roof types, windows, doors, awnings, arcades, cornices, façade materials, outdoor furniture, or other building and site details.

E

SITIONS
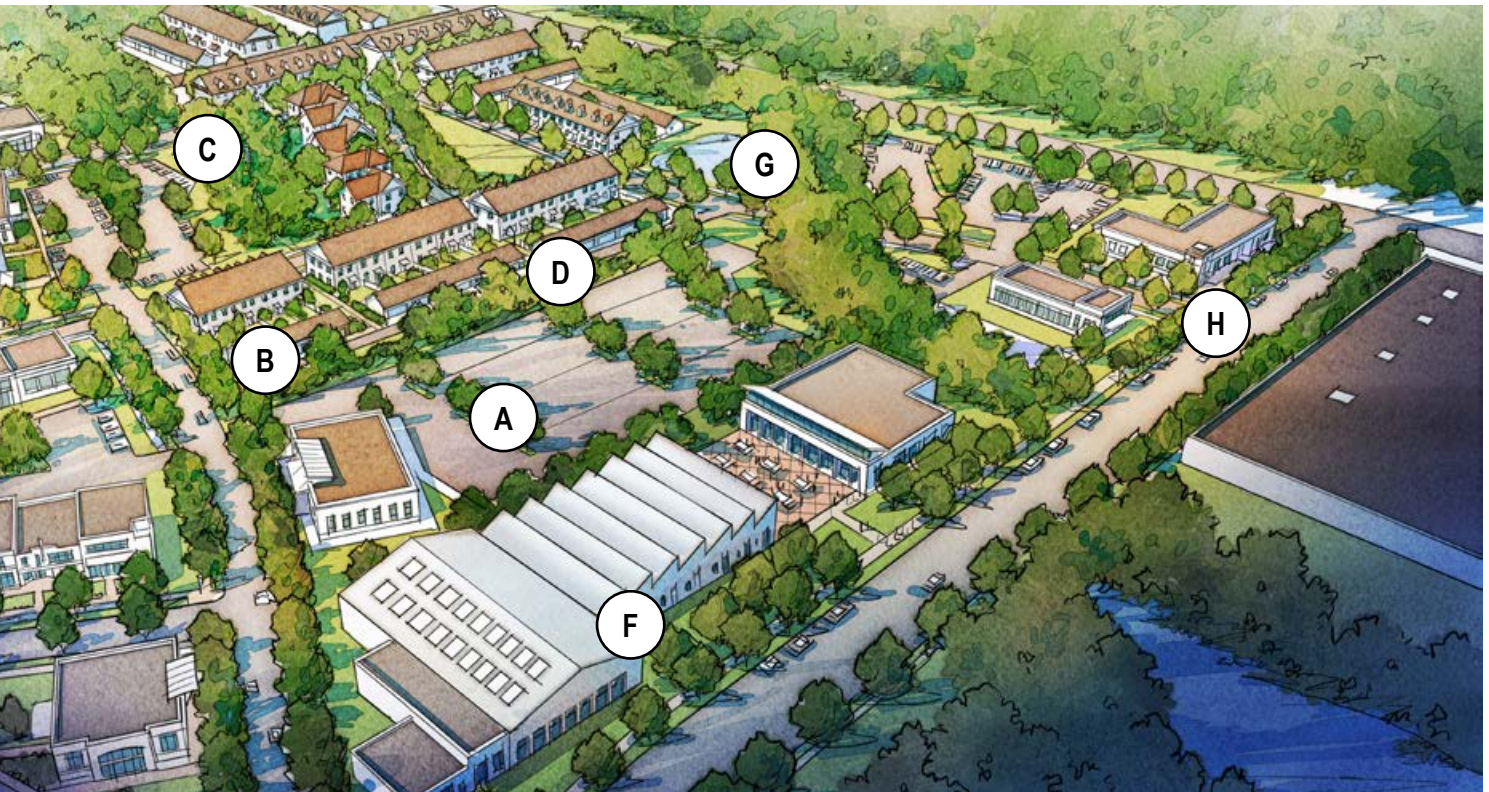
A An interior parking lot provides separation between light industrial or flex space uses in the buildings along the primary street and nearby townhomes interior to the site.

B Rear-facing garages serving the townhomes provide a physical and visual barrier between private home space and the parking lot.

C A community green with an abundance of trees (potentially a tree save area from the site's original condition) provides separation between single-family detached homes and a parking lot and adjacent low-profile office buildings.

D Bicycle and pedestrian access between buildings provides safe and efficient connections between destinations in the activity center and nearby homes.

E Public space is integrated into the overall design of the activity center, providing connected "outdoor rooms" for employees, residents, and visitors.

F Architecture for non-residential buildings in the development (in this case flex space/makers space) is interesting and complements more historic elements from older building periods.

G Stormwater features on the site are designed to be community amenities and include green space or walking trails adjacent to activate the space.

H Building heights in the new activity center reflect the condition of existing development across the street.

the Town to remain competitive in a rapidly evolving economy. While flex spaces can be supported in a wide range of locations throughout the Town, their compatibility with surrounding areas and seamless integration into the fabric of Leesburg will be key. Given this need for compatibility, flex uses will not be appropriate everywhere.

GOAL 2.2 USE ECONOMIC GROWTH TO EXPAND ECONOMIC OPPORTUNITY

Providing a foundation for attracting and growing businesses that will provide local employment opportunities is a critical component in the Town's pursuit to become a sub-regional center for jobs and innovation. This is about more than building the supply, quality, and diversity of local jobs. It is also about expanding opportunities for people in three key areas. The first involves expanding opportunities for those who want to open local Main Street businesses that bring the Town's streets to life. Vibrant Main Streets are an important component of a vibrant business community. The second area is about expanding new opportunities for people interested in the trades and vocational employment. Lastly it is about creating an environment for people who want to start new tech, innovation, maker or other businesses, that create jobs and build the local economy. The Town seeks to overcome obstacles that currently slow or impede these types of developments or exclude people from contributing to growing a stronger and more diverse local economy.

Strategy 2.2.1 Support Local Businesses & Entrepreneurship

Work with organizations to expand networking and collaboration opportunities for entrepreneurs, artists, startup businesses, technology, government contracting, and similar "new economy" businesses.

Take substantive steps to support local retail and related businesses (food, beverage, entertainment):

- Take advantage of the growing popularity of walkable retail nodes that mix a variety of food, shopping, and entertainment options to provide opportunities to grow new retail businesses
- Work with existing businesses that face an uncertain future with pressure for redevelopment to study potential relocation in the Town.
- The Town should invest in a high quality, and innovative public realm (including creative ways to involve the local arts community through digital public art and other venues) to enhance the experiential dimension of patronizing local businesses in Old and Historic District and new activity centers.
- In those areas already designated for residential development, take advantage of growing demand for higher density townhouses and multifamily housing to provide the most effective support for local retail and related businesses.
- Support seasonal and weekend businesses that enliven public open spaces and natural areas.
- Consider expanding areas in Town for food trucks in recognition that these ultimately serve a role in transitioning entrepreneur food businesses to brick and mortar locations.
- Work to support "popup" retail (e.g. retail intended to be temporary and "pop up" quickly).
- Provide electronic access to Town data, as appropriate, to help recruit businesses to Leesburg or support existing businesses.
- Identify sources for small business loans

and other strategies that encourage disadvantaged entrepreneurs lacking sufficient financial resources to start businesses.

- Promote place-based tourism—including at least one additional hotel near the downtown.
- Identify opportunities and connect businesses with organizations, such as the SBDC, that provide various business assistance programs and training for entrepreneurs and businesses located in Leesburg.

Strategy 2.2.2 Promote Economic Equity

The Town will take an active roll in providing more opportunities for people seeking to unlock opportunities in the Leesburg economy that will attract jobs and investment. This involves creating new opportunities for potential employers as well as working with educational organizations to provide training opportunities that match the needs of local businesses.

Like the rest of the United States, the Washington DC METRO faces a labor shortage at many points in the spectrum of skills and capabilities necessary to support a growing economy. Promoting economic equity is both right and pragmatic—and takes many forms. The Town will seek opportunists address these issues by promoting a variety of programs including:

- Workforce readiness to address a range of factors that include educational attainment, childcare, health, language barriers, criminal justice issues, and other obstacles to entering the workforce.
- Job training and internship programs to provide the skills directly required for specific types of local employment opportunities.
- Disadvantaged business support for

minority entrepreneurs and others lacking resources to participate in new business opportunities.

GOAL 2.3 MAINTAIN THE TOWN'S FISCAL POSITION

The Town currently has a Triple A bond rating. It aims to continually and regularly strengthen its fiscal position. Under any circumstances, it would be desirable to grow and diversify the Town's tax base to provide enhanced services, reduce the tax burden on homeowners, and expand public facilities.

However, the next two decades will provide additional reasons to look for ways to strengthen its fiscal position that related to demographic changes.

- Suburbs and smaller cities across the US, including communities in regions with robust knowledge-based economies like the Washington DC Metro that are projected to continue to outpace most other regions in economic growth for at least the next decade. Aging populations are creating a growing stress on the traditional reliance on real estate tax revenue as suburbs are projected to age faster than urban cores. As an increasing share of homeowners shift to fixed incomes, it will become increasingly difficult for Leesburg to increase real estate taxes on a growing share of residential tax base. In turn it will be increasingly critical to diversify the tax base by growing Leesburg's local economy and new sources of property tax growth.
- As the US ages, more than half of the country's population growth is projected to consist of individuals 65 years of age and older for the next two decades. This is a considerably higher share

than will be the case for Leesburg and Loudoun Country. Growing healthcare costs will demand a steadily growing share of discretionary Federal and State budgets, creating additional pressures to generate more revenue at a local level. An example would be the funding of costs for retrofitting the Town's streets for a new era of complete streets and autonomous mobility over the next two decades.

Strategy 2.3.1 Diversify the Town's Tax Base

- Encourage investment in office and innovation space in all areas, including new walkable, mixed-use activity centers that can leverage lively streets and nearby amenities to attract talent and the jobs and investment that follow.

- Create new opportunities for data centers and other high value commercial tax base opportunities.

- Work to identify locations for businesses for expansion or that are relocating from areas within Town that are being identified for redevelopment.

- Provided that land in the JLMA is incorporated, discourage new single-family residential development in areas 1 and 1A of the JLMA. Residential will produce less fiscal value in these areas as well as potential compatibility issues and should be avoided.

- Encourage development of light/industrial flex space, primarily in the Arc and the JLMA (provided that it is incorporated), to diversify the Town's economy and tax base by providing readily adaptable, highly accessible space to attract a wide variety of users—from tech startups to maker-spaces to emerging industries and distribution—to enable Leesburg to remain competitive in a rapidly evolving economy.

- Monitor the growth of virtual work following the Covid-19 pandemic. There is statistical evidence that teleworking due to telework requirements has been longer lasting in Leesburg than in some other markets (see StreetLight Data research conducted for this project, which suggests that traffic levels were down 46% in the summer months of 2020 compared to 2019; this value was much higher than in other markets that relied less on long-distance, white collar commuters). Leesburg can capitalize on teleworkers by improving broadband internet access in public places; installing public "hot spots" in public places; and considering the importance of service delivery, co-work spaces, and mixed-use development. Some states and communities are taking things a step further to lure more teleworkers by offering free desk space in co-work places, direct cash incentives, or moving allowances (Tulsa Remote at: https://tulsaremote.com/)

Dublin OH, new suburban mixed-use center. Note office on second floor, above retail and restaurants, with housing above.

Strategy 2.3.2 Invest Town Funds Strategically in Areas where the Town can Grow its Property Tax Base

The Town should invest in its own future and prioritize public investments, public/private partnerships, and improvements to the public realm that encourage and catalyze strategic redevelopment efforts. Creating new walkable, mixed-use activity centers to replace aging strip centers and other low value uses will provide rich dividends in terms of significantly increased valuations and expansion of the tax base in the future. Additionally, work with the owners of aging and/or former retail-based centers to create new local employment centers, while continuing to expand the commercial tax-base.

Strategy 2.3.3 Recognize the Significant Revenues Associated with Data Centers

One of the greatest assets to the Leesburg region is the excellent fiber infrastructure. With this infrastructure comes a strong market for data centers which provides a strong potential to increase the Town's tax base. Data centers have the added benefit of being strong tax revenue producers despite minimal traffic. The Town will support data centers within its "areas to transform" where they will not have an adverse impact on local residents. Efforts should be made to develop these facilities in a manner that will respect Leesburg's character.

GOAL 2.4 ENSURE PROACTIVE UTILITY PLANNING TO IMPROVE QUALITY OF LIFE AND MAINTAIN CAPACITY TO SERVE FUTURE DEVELOPMENT

Strategy 2.4.1 Work With Utility Providers to Make a Wide Range of Services Available

The town recognizes the value of providing residents with numerous choices of utilities and will work collaboratively with various utility providers to facilitate making their services available to Town residents. This includes obtaining new services and emerging technologies as well as extending existing utilities to parts of Town that are not currently served. All utilities including water, sewer, electric, natural gas, and telecommunications should be enhanced where necessary and possible.

Strategy 2.4.2 Refer to Pages 108-109 for Additional Information on Utilities in Leesburg and for specific Recommendations

The Town must be prepared to quickly react to evolving utility demands. Recommendations include conducting a detailed utility study and identifying alternatives to meet future needs.

UTILITIES

The subject of utilities - mainly public water and sewer, but also stormwater, electricity, and telecommunications – are not everyday topics of conversation among the citizens of Leesburg or anywhere else. However, if something goes wrong and these services stop working as expected then there are few things that cause more concern among the public and business community. The uses we have for clean water, from cooking to cleaning to agriculture, make fresh water the most valuable commodity on the planet when it becomes scarce. Modern water and sewage treatment systems are complex systems, much of which goes unseen by nearly everyone. Since most of these utilities are underground, costly to improve, or both, careful planning that considers the Town's water and sewer treatment capacity is crucial.

As Leesburg continues to grow and change over time it is critically important to ensure that any growth and redevelopment involve careful planning for utilities. Currently, the Town of Leesburg uses between 3.5 and 6.5 mgd (million gallons per day) of water for homes, businesses, and outdoor uses (mostly watering lawns and landscaping). A slightly smaller quantity of sewage is treated each day. Additional development and redevelopment proposed in Legacy Leesburg has been approximated as shown in Table 1 but exact figures will vary and will depend on specific land uses, private market forces, and water saving technologies over time. While there is capacity for growth today, water and sewer usage must be carefully monitored to ensure that future development accounts for water and sewer capacity upgrades given the time and funding required to construct them.

The Leesburg Department of Utilities monitors and reports on matters of consumption and capacity, as well as improvement projects undertaken by the Town.

Although further assessment is warranted, preliminary analysis shows that Leesburg's water and sewer capacity will exceed current thresholds if the full build-out occurs in conjunction with major water users. This puts the Town in a difficult position of choosing whether or not to make expensive investments to expand capacity. The Town is not at this point today, and it is possible that it never reaches this point depending on how quickly growth occurs and what uses are developed. But, the Town and developers must realize that things can change very quickly with major redevelopment projects or with demanding uses.

Area	Legacy Leesburg	Total (gpd)
Downtown		107,243
Dwelling Units	270	81,000
Office - sq ft	47,000	1,551
Hotel - sq ft	125,000	23,000
Retail - sq ft	47,000	1,692
Crescent District		2,286,279
Dwelling Units	5,144	1,543,200
Office - sq ft	805,000	26,565
Flex - sq ft	250,000	8,250
Hotel - sq ft	450,000	685,584
Retail - sq ft	630,000	22,680
ARC		666,465
Dwelling Units	1,904	571,200
Office - sq ft	607,000	20,031
Flex - sq ft	1,838,000	60,654
Retail - sq ft	405,000	14,580
TOTAL		3,059,987

Table 1. Estimated Daily Water Consumption, Legacy Leesburg

Leesburg has not significantly added to its utility capacity in several decades, so it is not surprising that this issue would arise at some point, especially in the evaluation of a 20-year planning horizon. An important part of the assessment is what will ultimately happen in the JLMA, and whether lower-consumption uses may make up a majority of future development. It is possible that some areas slated for higher levels of growth, such as the Crescent Design District, may require replacement of water and sewer mains or necessitate additional treatment capacity, water tanks, and personnel to maintain services to their current levels of quality. Careful and regular monitoring of the situation is critical to ensure capacity while avoiding unnecessary investments.

The following are recommended strategies for Leesburg to employ to ensure that utilities are maintained and can accommodate future development.

1. Ensure that all new development applications accurately document projected utility needs. Applicants must be transparent and work in partnership with the Town's Department of Utilities to ensure adequate utility plant capacity and that individual projects can be served with current infrastructure.
2. Regularly conduct detailed utility studies that incorporate supplies and foretasted demand as conditions evolve. Update the Utilities **Five-Year Strategic Plan as necessary.**
3. Based on the results of utility studies identifying specific needs, the Town should consider more detailed design efforts, refine cost estimates, and prepare recommendations for alternative funding mechanisms, such as proffers or raising current availability or connection fees to ensure that new development pays for any necessary new utility supplies.
4. The Town will be prepared to quickly react to any potential utility shortfalls that affect capacities by developing new policies as necessary, strategies for expansion, and potential moratoriums on new development until capacity issues are resolved.
5. Identify other alternatives to meet future, potential shortfalls, including working with Loudoun Water to meet peak demand periods or emergencies.
6. Encourage the use of water saving technology in all new development and redevelopment applications. This can include a variety of things like pretreatment of wastewater, recycling water, minimizing irrigation needs, harvesting rainwater, low-flow hardware, native plants, gray water reclamation, education / encouragement programs, and other methods of using water wisely.

GOAL 2.5 UTILIZE FEDERAL PROGRAMS AND LOCAL RESOURCES TO BOLSTER THE LOCAL ECONOMY

In 2010, census data related to Leesburg's traditionally less affluent geographic area between downtown and the bypass led to the creation of a U.S. Small Business Administration (SBA) "Historically Underutilized Business (HUBZone) Program. These zones were created to help small businesses gain preferential access to federal procurement opportunities. The only HUBZone in Loudoun County, the Leesburg HUBZone has been very successful in its mission to match new business and talent. Some of the requirements to qualify as a HUBZone business include:

- it must be a small business by SBA standards
- It must be owned and controlled at least 51% by U.S. citizens
- Its principal office must be located in a designated HUBZone
- At least 35% of its employees must reside in a HUBZone

In addition, the Town partnered with the State of Virginia, Loudoun County and George Mason University to create the Mason Enterprise Center (MEC) in downtown Leesburg. The Town's MEC provides a variety of services from traditional small incubation programs to "offices by the day" to virtual services. The MEC in Leesburg offers professional furnished office space, meeting rooms, and shared services.

Companies are connected to resources, business coaches, and to each other. This environment provides unique opportunities to network with and learn from other entrepreneurs, as well as our trained staff, and has been wildly successful in conjunction with the HUBZone.

Strategy 2.5.1 Foster and Nurture Existing Programs to Benefit Small Businesses

The Town will continue to support programs and resources like the HUBZone as a successful and unique way to meet goals of utilizing local workers and to foster new and growing small businesses within the Town. Work to ensure that the SBDC remains located in the Town of Leesburg, the County seat, and support programs and resources provided through this organization.

Strategy 2.5.2 Consider Establishment of an EDA or Similar Entity to Help the Town Achieve Economic Development Goals

An Economic Development Steering Committee which met prior to the start of the Legacy Leesburg Project developed a series of recommendations to bolster economic development efforts. One key recommendation that should be further explored is the creation of Economic Development Authority or similar agency.

GOAL 2.6 ENSURE PROVISION OF COMMUNITY FACILITIES TO SUPPORT A HIGH QUALITY OF LIFE

Strategy 2.6.1 Manage the Demands of New Development on Community Facilities and Services.

A critical part of managing the impact of new development is ensuring it does not have an impact on the provision of community

facilities and services or place a financial burden on the Town. A prerequisite for new development will be a strategy for providing the community facilities and services necessary to support that development. This may include agreed upon investments by the Town or proffered projects or cash contributions where allowed by state law.

The Town should consider adoption of proffer guidelines based on facilities standards and a capital intensity factor (CIF) in order to offset the impacts of development. Any such approach or factors should be tailored to meet the specific needs of the Town and should be regularly reviewed and updated.

Strategy 2.6.3 Develop a Town Facilities Master Plan.

The Town should develop a facilities master plan that considers all current and future facility needs. This master plan can address any current facility deficiencies as well as facilities or land that would be needed to support growth in the Town and continued improvements to quality-of-life. The master plan would facilitate development of the Capital Improvement Plan (CIP) and potentially provide guidance on proffers.

Strategy 2.6.3 Coordinate the CIP Process with the Vision of Legacy Leesburg.

The Town should work to ensure that the CIP and the process of developing the plan takes into account the vision of Legacy Leesburg. Projects should reflect the goals of the Town Plan and should be prioritized based on how they help to address needs and achieve the vision of Legacy Leesburg.

Strategy 2.6.4 Consider Special Assessment Districts and alternative

financing mechanisms.

The Town will be open to utilizing unconventional funding mechanisms such as a special assessment districts to offset capital improvements project costs that benefit neighborhood improvements and the character of the Town as a whole. Any such alternative financing methods deemed viable should be considered to fund improvements where appropriate.

Strategy 2.6.5 Promote and Support the Thomas Balch Library

The Town should continue to support provision of high quality, responsive special library services at Thomas Balch Library. It will be supported through continued reliance on general fund revenues. In addition the Town will continue to ensure that Thomas Balch Library has adequate space to serve the community and protect the collections.

PRINCIPLE 3: PLACES TO LIVE— ENHANCING & IMPROVING HOME CHOICES

Protect and enhance the quality and character of existing residential neighborhoods. Seek opportunities to offer a variety of housing types at a variety of price points that appeal to a wide range of households and enable residents to live in Leesburg throughout all stages of their life. Ensure that neighborhoods are connected to walkable destinations such as parks, open space, recreational facilities, and other activity centers.

Rapidly changing demographic and economic trends over the next two decades will bring significant opportunities, and challenges, for Leesburg neighborhoods. These same trends set the stage for implementing substantive strategies to support the long-term livability, character, and quality of every one of the Town's neighborhoods, both existing and new. At the same time, these strategies will also make Leesburg a place that people of every age, income, race, and culture can and will want to call home.

Rapidly growing demand to live in walkable, mixed-use activity centers will position the Town to add a new generation of housing-based activity centers that also attract jobs, innovation, unique new retail, restaurants, breweries, arts venues, and similar businesses that become amenities for these new and nearby existing neighborhoods. These new activity centers will provide a range of land uses to attract people for shopping, work, school, recreation and socializing and will represent a prime opportunity to introduce a new generation of mixed-income housing.

GOAL 3.1 ENHANCE EXISTING NEIGHBORHOODS

During the public engagement process, participants expressed concerns that new development might be incompatible with the design and character of existing neighborhoods. These neighborhoods are as much a part of the Town's valued legacy as any other element. A major focus of Legacy Leesburg is to ensure that these neighborhoods preserve their value as places to live, raise families, enjoy community, and encourage investment during the coming decades of rapid demographic, economic, and technological change. Furthermore, as some of the Town's housing stock begins to age, there may be new and emerging forces such as land values and pressure for tear downs at play that threaten existing neighborhood character.

Strategy 3.1.1 Ensure that Nearby Development Reinforces the Character & Quality of Existing Neighborhoods

The Town will work towards new processes to provide design review for infill development. The purpose is to ensure that any future development or redevelopment within existing neighborhoods maintains a character that is compatible and complementary to the neighborhood. In some instances, it may be appropriate to develop new Small Area Plans that specifically guide infill development in particular areas of Town.

New development should enhance the character and livability of nearby existing neighborhoods:

- Program uses, building types, building heights, parking solutions, landscaping, and similar elements that are compatible with adjacent neighborhoods. For example scale and density should decrease adjacent to existing lower density neighborhoods, new developments should avoid facing existing neighborhoods with parking or blank walls, and where possible, new developments should offer direct walkable connections to new parks and public spaces.

- Create street, bicycle, and pedestrian connections between new walkable, mixed-use activity centers and existing neighborhoods that provide access to the walkability, shopping, restaurants, parks and squares, services, and other amenities that these new centers will offer.
- Avoid channeling traffic generated by new development through existing residential neighborhoods.

Strategy 3.1.2 Expand Access to the Town's Most Important Resources— Its Historic Core and Open Spaces & Natural Areas

Expand walking and bike pathways to connect existing neighborhoods to the Old and Historic District and to the Town's open spaces and natural areas.

Where possible, as noted in 1.1.4 Active parks and squares above, explore opportunities to add new publicly accessible green spaces as part of new development adjacent to an existing neighborhood.

Cottage court" development in a suburban setting to address economic diversity and enable older residents to age in their community.

Strategy 3.1.3 Survey Residents to Find Out If and How, They would like their Neighborhoods to Evolve

The population of every Leesburg neighborhood, whether in the historic downtown, primarily single-family neighborhoods that grew up across Leesburg over the past several decades, or a new generation of mixed-use, mixed income neighborhoods to come, changes with time and with these changes come evolving needs and aspirations. One way to support quality of life for all neighborhoods over time would be to conduct a Neighborhood Satisfaction Survey approximately every five years to target ways in which the Town's policies and investments in neighborhoods can better support them in adapting to changing circumstances that could help address new opportunities.

Strategy 3.1.4 Develop a Community Outreach Program

While surveys are helpful in understanding community issues and desires, it is also important to reach out to the various neighborhoods in Leesburg on a regular basis to understand ways in which the Town's policies, programs, and capital projects are aligned with community needs. Such a program can also help identify issues that are easily articulated through a survey. At the conclusion of each outreach "event" a report can be prepared for the community and the Town Council to more fully understand community needs. In some respects, this program can augment existing outreach efforts currently conducted by the Leesburg Police Department.

Strategy 3.1.5 Consider Additional Opportunities for Public Input During Legislative Application Review.

The Town will consider additional opportunities for the public to provide input on significant legislative applications. Public input at the beginning of a legislative application could help better define Town expectations for the project, especially when it has the potential to result in major changes to the neighborhood. The traditional approach only invites public comment near the end of review process. Any such input process will need to be consistent with state and local codes and ordinances.

Strategy 3.1.6 Align Zoning Ordinance Standards with Desired Neighborhood Character

As the Town's housing stock begins to age there will be new pressures to make significant physical changes to some houses. As neighborhoods transition, new owners may seek to make additions to homes or even tear down homes and rebuild new and significantly larger homes. Some communities across the country have already seen this occur, resulting in changes to neighborhood character and houses that are out of scale with the existing neighborhood. While in some cases, this change is desirable, in others, long time residents see the neighborhoods they chose to live in transform to something that is very different.

GOAL 3.2 CREATE A NEW GENERATION OF WALKABLE, MIXED-USE AND MIXED-INCOME NEIGHBORHOODS

For the next two decades, changing demographics will support strong demand for living and working in walkable, mixed-use, and diverse neighborhoods. These new neighborhoods will be oriented around lively "Main Streets" that invite people to live, work, play and innovate—often in the same

WALKABLE COMMUNITIES

Walkable communities offer walkable* access to a wide variety of destinations that contribute directly to quality of life:

5-minute (quarter mile)—amenities such as food/coffee/beer, neighborhood parks, friends, diversity, gym

10-minute (half mile)—services such as food market, local Main Street, daycare, daily commute transit, school

20-minute (one mile)—work and civic life such as jobs, major parks, recreation, culture, gathering places

*based on typical walking speeds and assuming safe and inviting walking routes

BENEFITS

Economic Opportunity

Knowledge industries drive economic growth, and knowledge workers strongly prefer to live and work in lively, mixed-use, amenitized—and above all—walkable places (in cities and suburbs alike). Increasingly, jobs and investment are following talent to regions, and communities, that offer these live/work/play/innovate walkable places. As Brad Neumann, Michigan State University-based economic development advisor to state and local governments, notes: "In the New Economy, it is all about creating communities with amenities and high quality of life to retain and attract talent."

Real Estate and Fiscal Value

National real estate firm JLL reports that between 2000 and 2017 commercial property values rose almost 50% faster in "Highly Walkable" versus "Car Dependent" suburban places. Walkable neighborhoods are also seeing significant jumps in residential property values. A 2015 ULI study reported that 50% of Americans place a high priority on walkability in choosing a place to live. A one-point increase on Walkscore, a website that rates the walkability of U.S. neighborhoods on a 1 to 100 scale, translates into $3,250 more in value, according to the influential real estate database Redfin.

Health

A widely referenced article in the Journal of the American Planning Association, (Vol. 72, No. 1, Winter 2006) reports that "each additional hour spent in a car per day was associated with a 6% increase in the odds of being obese" and that obesity and inactivity are both directly

associated with increased risk of common chronic diseases. The article goes on to note that "People who live in neighborhoods with 'traditional' or 'walkable' designs [street grid, retail and other frequent destinations within a 5-10 minute walk] report about 30 minutes more walking…each week and more total physical activity compared to those who live in neighborhoods with less walkable… designs."

Environment

The single most effective step a community can take to reduce its greenhouse gas emissions is to reduce total vehicle miles driven. While expanding transit to provide an alternative to longer-haul trips can reduce these emissions, the most intense emissions are associated with short, local trips with frequent stops—the types of trips that can be reduced in a walkable community.

Sense of Community

Leesburg residents place great value in the Town's feeling of community. As the Town grows, it is increasingly important to find new ways to maintain and build upon that sense of community. Research has shown that there is an integral connection between enhanced walkablility and greater sense of community. According to a recent study from the University of Western Australia, "the frequency of walking within neighborhoods was associated with more unplanned interactions with neighbors, which can in turn contribute to relationship formation and development."

*See P. 121 for additional strategies

STRATEGIES*

Basics like tree-lined sidewalks, night lighting, and safe and convenient street crossings represent the foundation for making walking more inviting across every part of Leesburg. Building on the foundation, more specific strategies apply to promoting walkability at different scales:

5-minute walkshed—Expanding access to services ranging from supermarkets to daycare, major parks, regional transit, and similar destinations that residents frequent.

10- and 20-minute walksheds—Redeveloping parts of the Crescent area together with outmoded retail centers, office parks, surface parking lots, and other areas ripe for redevelopment into a new generation of live/work/play/learn/innovate walkable centers, marked by a mix of uses, density sufficient to support a block of "Main Street" retail, and a public realm consisting of public streets together with lively small parks, squares, and other public spaces.

building and always in close proximity. These neighborhoods are most successful when they offer a wide range of experiences, and chances to interact with a diverse community, within a five-minute walk (roughly one-quarter mile).

Strategy 3.2.1 Create a new Generation of Walkable Neighborhoods That Address Changing Demographics

New neighborhoods should create compact critical mass to support walkability, local retail, and similar amenities that attract talent, jobs, and investment.

New neighborhoods should create lively, walkable places that all Leesburg residents will value.

The Town will work to develop urban design guidelines that ensure new development provides a mix of uses, programming, and design that enlivens the street, and architecture that does not mimic any particular style or period but conveys Leesburg's enduring commitment to character and quality.

New neighborhoods should provide opportunities for artists, musicians, performers, makers, chefs, and others who embody Leesburg's living culture. These opportunities can bolstered through density bonuses or other incentives to provide these "culture bearers" with affordable space.

Strategy 3.2.2 Promote a Diverse Range of New Housing Options (Based on Income, Age, Household Types and Sizes, Etc.)

While diversity and inclusion are addressed for all of Leesburg below, it is critical to

note that this new generation of walkable neighborhoods will represent Leesburg's best opportunity in decades to create a housing supply that meets the varying needs of an increasingly diverse population. New neighborhoods should have a demonstrable strategy for addressing a variety of housing needs. A development that simply provides housing does not automatically mean it should be approved. Each development application will need to be evaluated on its own size and merits to justify how it addresses this strategy.

GOAL 3.3 PROMOTE DIVERSITY & INCLUSION IN EVERY NEIGHBORHOOD

The Town's housing needs are as diverse

New walkable, mixed-use centers will offer an excellent opportunity to provide a broader mix of economically diverse housing options for people spanning a wide range of ages.

as its community, including those who live and work in Leesburg. Affordability and attainability are central to understanding diversity challenges, but they also include age, race, ethnicity, and culture. Ideally, every neighborhood in Leesburg should reflect the full diversity of all of Leesburg. For many reasons that relate to housing types and costs as well as other factors, this will remain a longer-term goal beyond the two decades envisioned in Legacy Leesburg. However, Leesburg can take substantive steps in making Leesburg a community in which people of every income, age, race, ethnicity, and background can call home.

From a housing market perspective, addressing affordability at all levels and the unique needs of older residents are the two challenges that require proactive policy actions by the Town. From a placemaking perspective, promoting inclusion and creating a public realm that does not just welcome, but actively invites people from all backgrounds to come together is critical.

Strategy 3.3.1 Provide Affordability for All

50% of all renters and 25% of all homeowners in the Town are spending more than 30% of their household income on housing needs (exceeding the threshold for cost-burdened established by the US Department of Housing and Urban Development)[1]. Evidence across the United States, in both suburban and urban settings, demonstrates that the most effective way to foster successful mixed-income communities is to mix units within the same buildings, and where possible on the same floors.[2] Equally important is the "infrastructure of income diversity"—an inclusive public realm that actively invites people of very different

backgrounds to interact, retail options geared to a range of incomes, and mobility options that do not require owning a car to get to jobs, education, health care, and similar essential destinations.

A growing housing market, a growing interest among market rate renters and homeowners in living in diverse environments, and Leesburg's status as a desirable place for a variety of mixed-use development models, offers the Town a variety of tools for meeting the full range of its housing affordability needs. The following methods should be considered to meet Leesburg's affordability needs:

- Density bonuses and/or Public Private Partnership incentives to support a wide range of ownership and rental affordability in new mixed-use, mixed-income activity centers.
- Real estate tax abatements for older homeowners, tied to income thresholds.
- Incentives and/or regulations to create small units in multifamily buildings, accessory rental units in new townhouses, and as infill housing in existing neighborhoods. Developments like cottage courts that emphasize smaller homes do not provide deep affordability, but can address needs for more workforce housing.

Expanding housing affordability does not happen on its own. New construction creates housing costs out of reach of a majority of households and "trickle down" strategies (assuming that lower income households can buy older homes) only works in neighborhoods that offer lower quality of life and are less competitive in the marketplace. To address this the Town will work towards establishing Town-wide affordability goals

[1]*American Community Survey 2013-2017; W-ZHA*
[2]*"What Works for Building and Sustaining Mixed-Income Communities; A perspective from the Development Community" Vicki Davis, Daryl J. Carter, Rosemarie Hepner, Urban Land Institute Terwilliger Center for Housing, April 24, 2020*

and strategies (including incentives and/ or public investment in many cases) for attaining those goals, and updating both on an annual or semi-annual basis is critical for expanding affordability over the mid and longer-term.

Strategy 3.3.2 Introduce Expanded Opportunities for Residents to Age in Place

Explore a variety of options for Leesburg residents to age in place:

- Incorporate a mix of independent and assisted living facilities, units focused on older residents, units for residents with special needs, and senior housing into new development proposals.
- The Town will consider establishing requirements for larger mixed-income developments to include senior housing units.
- The Town will study opportunities to create accessory dwelling units, through local community-based planning processes in established neighborhoods to help support housing costs and provide a greater range of housing opportunities.

For all neighborhoods, the Town will recognize that:

- Leesburg's aging population--like all communities—will require a variety of expanded services over the next two decades.
- Housing for older residents should be focused toward areas within a short walk (typically within five-minutes at most) of parks and retail—and that have populations that represent a diverse mix of ages.

Strategy 3.3.3 Create Public Places That Promote a Sense of Community for an Increasingly Diverse Population

Every neighborhood in Leesburg should have close access to a public space that promotes a sense of community. Simply creating a park extended a natural invitation to everyone in the neighborhood to use and share the space. Today, to create places that engender a genuine sense of community, our increasingly diverse neighborhoods need places planned, programmed, and designed to achieve at a minimum two closely interrelated goals:

- Tell everyone's stories. It is critical to program spaces with public art that tells the diverse stories of people who live in a neighborhood, so everyone feels public space is about them.

A play fountain can attracts kids of all ages, backgrounds, and races and help makes a public square that everyone can call "mine"

- Provide spaces that invite people who bring very different cultural attitudes about socializing in public spaces (to some, a backyard is the place of choice for a family gathering, to others a public park), and activities that invite informal interaction (for example a play fountain in which children of every age begin to play with each other, while their nearby families informally meet and begin to talk).

From a Town-wide perspective, Leesburg would benefit from additional "common ground" (a civic space similarly planned, programmed and designed to belong to everyone). This common ground can bring the entire Leesburg community, which will become increasingly diverse, together for community-wide events and celebrations.

Strategy 3.3.4 Develop an Affordable Housing Plan

A key step in addressing the affordable housing issues identified by Town Residents is better defining the problem and identifying tailored solutions to address the problem. This may mean making distinctions between different types of housing or developing definitions that define often used terms like "workforce housing," "starter housing," attainable housing," "low income housing" and even "affordable housing."

All of these terms mean different things to different people and they need to be defined for Leesburg specifically. Once the issues and challenges are more specifically identified, the Town can work to address strategies to address the issues. This task lends itself to development of an "Affordable Housing Plan" and perhaps establishment of an affordable housing task force to begin working through these issues.

Strategy 3.3.5 Focus New Housing to Address Unmet Needs in Strategic Locations

The town will strive to provide a diverse housing supply that is adequate to meet determined housing needs and demands. Residential uses will be encouraged in the Downtown Area and Crescent District, both as compatible infill in existing residential areas and as a component of mixed use redevelopment in business areas. The Town will continue to consider current demographic trends and consumer demand for smaller dwellings to meet the needs for smaller household size, first time buyers, and empty-nesters. However, the use of planned and/or zoned non-residential land to address unmet housing needs is not supported unless the project provides significant amenities or benefits as described elsewhere in this plan.

Accessory Dwelling Units help support housing costs and provide a greater range of housing options.

PRINCIPLE 4: MOVING AROUND TOWN—TRANSPORTATION & MOBILITY

Provide a safe, reliable, and efficient transportation system that promotes and enhances mobility and connectivity between neighborhoods and destinations. Create a multi-modal network of complete, safe, and connected walkable streets, sidewalks, and trails that serves transit riders, pedestrians, and cyclists.

Transportation connects people with their jobs, schools, and Leesburg's economy which, in turn, is a major beneficiary to people throughout Loudoun County and surrounding areas. However, transportation is often not connected to community objectives. For many years, officials, citizens, and businesses handed over the development of the transportation system to developers, engineers, and planners with the directive to help cars cross long distances, fast. They did a tremendous job with their assignment; the current generation has enjoyed a higher average level of mobility than any other before them. The tight grid system represented by Leesburg's charming downtown gave way to wide roadways, cul-de-sacs resulting in isolated

communities, and snout-houses (garage with an attached house) as automobile-driven design, lending institutions, ordinances, and cultural preferences collaborated to create a very different kind of development pattern and transportation systems to serve it. While automobile mobility improved, pedestrian mobility suffered.

Challenges to the many communities that took this path emerged. Engineers and decision makers had few tools to predict these challenges before they happened or to address them, successfully afterwards. The biggest challenge was lack of mobility for some populations without access to a reliable car of their own:

As Leesburg grew, its transportation network spread out to better serve auto-dominated land uses. Distances became too far to easily walk, separated by larger parking areas and networks that didn't favor walking, biking, or public transportation as much as the tight original grid pattern of streets in the downtown. This led to further changes with longer distances between people and places they want to be. The graph shows how later stages of development impacted how fine-grained the street network is, and how it does or doesn't support non-auto trip-making.
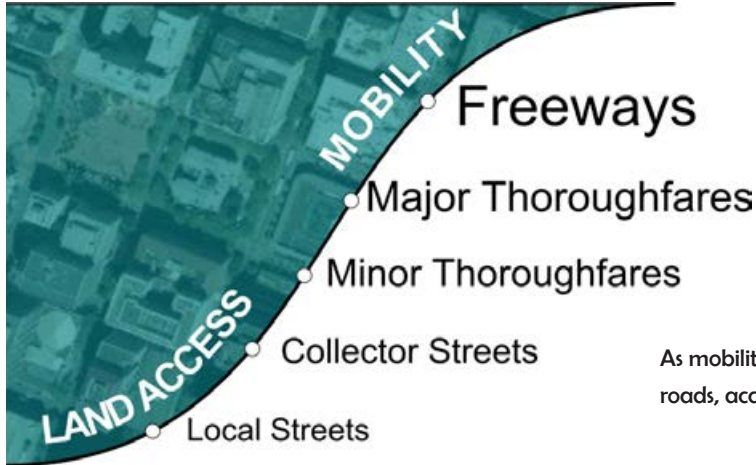
As mobility and speeds increase with different types of roads, access to buildings and land uses typically decreases

- elderly that are increasingly a bigger part of society, and who expect to keep a high level of mobility going forward;
- youth that are often waiting to get their drivers' license;
- people without the financial means to afford a car.

Another common problem is that many roads no longer serve their original purpose as moving cars fast they were never designed to be good, walkable streets. In fact, many road performance problems that people tend to cite, whether neighborhood speeding, stop-and-go recurring congestion, or non-recurring delays created by crashes, are the result of a road that was designed to do one thing that is now doing something else.

Other challenges are less complex. Simply put, many people expressed during the workshops that they WANT to be able to walk more and have alternatives to driving, but their communities are designed in such a way that driving is the only option.
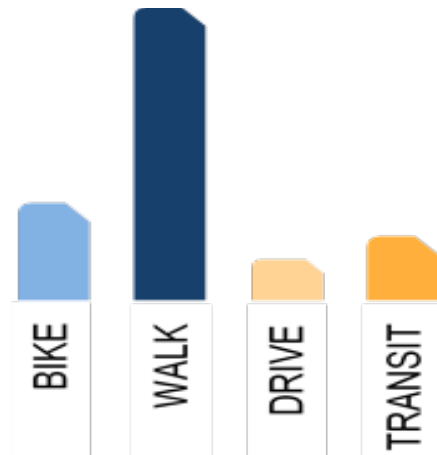
The proportion of people at the Community Ideas Exchange Workshop that expressed how they wanted to get to and from different places around Leesburg.

Workshop attendees discuss transportation issues

WHY WE LIKE WALKING SO MUCH

It's likely that no means of transportation is taken for granted to the degree that walking is assumed. Part of the reason that walking doesn't get the attention it deserves is that people seldom count walking as a trip when asked about the trips they make during the day. But walking is crucial to Leesburg for many reasons.

- Many of the car trips taken in Leesburg are less than one mile (7%) or between one and two miles (15%). Converting a fourth of those trips from cars to walking or biking would equal the combined AADT (Average Annual Daily Traffic) of Catoctin Circle, Battlefield Parkway, and Fort Evans Road... combined (VDOT, 2019 AADT).
- When we see people walking, we are more likely to do it ourselves and we know that people feel safe outside of their cars.
- Walking is the equivalent of the "canary in the coal mine" for livable places. People walk when there are facilities for them to walk on and places to walk near home, school, shopping, or work.
- Walking is good for you: walking helps to manage weight, improve mental health, and avoid contracting diabetes, too.

- During the pandemic, bicycle shops were sold out of bicycles, and traveling by bike on multi-use paths, bike lanes, and other places went up substantially. Time will tell if this trend "sticks" or not, but having great-quality biking and walking facilities has shown how important is the concept of resilience, not just vehicular delay, to transportation performance.

It's important to discuss intersections when we talk about making a place more walkable. Sooner or later, finishing a walking trip requires crossing an intersection with a major roadway (loosely defined as three lanes or greater in width plus turning lanes, often posted for speeds of 25 or 35 miles per hour). Great intersections, like great walkable places, share some common traits:

- Appropriate Crosswalks (see graphic);
- Narrow-as-Possible Crossing Distances;
- Good Lighting Levels;
- Pedestrian "Islands," Usually concrete and raised above the road level; and
- Lead Pedestrian Intervals to give walkers a head start before cars move.

HAWK Signal
- Consult Tucson Example and MUTCD
- Example has No Parallel Striping
- Mostly for Mid-Block Trail Crossings
- Higher-Volume Streets

Lighted Crosswalk
- With Ladder Markings
- Pedestrian-Activated or Auotmated

Standard Crosswalk
- Low-Volume Intersections
- Primarily STOP-Controlled Intersection

Embedded Signage
- Breakaway Mount | SCHOOL | MUTCD S4-3
- MUTCD Standard | STATE LAW
| YES TO | MUTCD R1-6
| WITHIN CROSSWALK

Offset Crosswalk
- Example has Textured Surface
- Level Surface for ADA Accessibility
- Median Required

Zebra Crosswalk
- With or Without Parallel Striping
- Signalized or Higher-Volume Intersections

4 WAYS OF CROSSING THE STREET

Making a Walkable Place

We instinctively know when we are in a place that is walkable. But what specifically are the key parts of a walkable place?

Illustration:
Zanetta Illustrations

What do people actually mean when they use the term "walkability?" The definition of a walkable place may not be that different for the majority of people, and many people can accurately assign the characteristic to places as they move through them. The rendering above is used to help break down the various elements of walkability.

The first ingredient that many people will mention is sidewalks (A) but not all sidewalks are created equal: there are many sidewalks placed immediately behind the curb-and-gutter and a scant two feet from high volumes of fast-moving car traffic. These sidewalks are wide and textured. Street trees (B) create a barrier between walkers and traffic and are a key ingredient to shield us from sun and rain, and, along with vegetative groundcover (C) go a long way to prevent flooding and create clearly defined public space

(as opposed to private or semi-private spaces). The design of ground-level retail (D), especially eating places, is crucial and contributes to the most-important and most-overlooked element: walkable places need to strongly exhibit other people walking (or eating, shopping, etc.). Low-level lighting (E) contribute to security at dusk and night-times, while ground-level windows (F) and variable surfaces (building "setbacks") create visual interest and invite passers-by to linger in the space. At the end of the day, it is the mix of complementary land uses near to each other (G) that generates traffic and impels that traffic to be on foot or by biking - retail, offices, and residences on the same or nearby (and connected) sites are the strands that are woven together to make a memorable and walkable place.
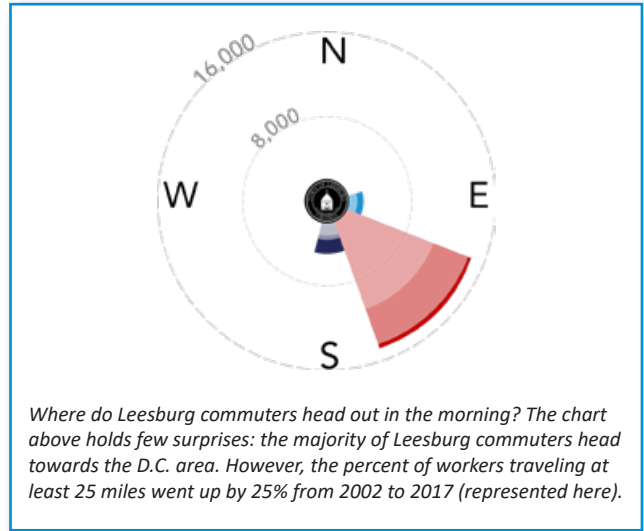
Some communities work with a cross–section of residents and business owners to conduct walk audits of key corridors to identify improvements; others redesign their traffic impact analysis (TIA) procedures to be more multi–modal.

IT'S STILL ABOUT THE AUTOS (for now) ●●●●●●●●●●●●

People that spoke during the development of the Legacy Leesburg Plan made it clear that they want to go more places on foot, by bicycle, or transit. Going into the COVID-19 pandemic, the reality is that about 90% of all commuting trips from Leesburg are made in a car, either as the driver or as a passenger (carpooling). In fact, about 80% of commuter trips are done in a car, alone. Worse, they seem to be getting a little longer over time (see graphic at right).

The design of roads, new or redeveloped building sites, neighborhoods, and policies have created a nearly insatiable demand for auto-oriented transportation mobility. But cultural preferences, the desires of workers, economic disparities, and the recognition that environmental, social, and worsening economic trade-offs are making traditional roadway capacity improvements less feasible. While roadway capacity and safety improvements (at least 25% of all vehicular delay is due to non-recurring congestion such as crashes, weather, and construction) will always be necessary and part of the Leesburg slate of capital improvements, the realization that continually improving mobility by making roads faster isn't

Where do Leesburg commuters head out in the morning? The chart above holds few surprises: the majority of Leesburg commuters head towards the D.C. area. However, the percent of workers traveling at least 25 miles went up by 25% from 2002 to 2017 (represented here).

in the best interests of growing towns that want to preserve character, create memorable spaces, and foster alternatives to car-based mobility that are readily accessible and affordable.

Mobility options that should be explored in Leesburg are not always new, but may need to be applied more vigorously than in the past. The following are sound practices that avoid many of the negative trade-offs associated with traditional roadway capacity improvements.

Prediction is hard, and some trends take a long time to mature: casual ridesharing ("slugging") in the 1970's avoided San Franciscan tolls; it took 40 years before a San Francisco-based company let us call for an Uber ride.* Here are several trends and ideas that support Legacy Leesburg recommendations:

Micromobility
Occasionally a nuisance, no one is calling them toys now: 190 bikeshare and eScooter systems have been deployed across the U.S.

study now for a pilot launch

Smart Parking
Pay-by-plate kiosks open up using revenues for community improvements, big-car / little-car pricing, and know-before-you-go parking space availability.

work with businesses to move forward

Signal Synching
New tech tells if a bus is fully loaded to give it signal priority, or can route emergency vehicles through complex routes and with signal priority.

move forward now with VDOT assistance

Long-Term Leasing
Shifting mobility needs imply long-term payouts to finance parking decks, construction bonds, or mobility provider contracts are more risky

avoid entering into long-term agreements

*Nelson D. Chan & Susan A. Shaheen (2011): Ridesharing in North America: Past, Present, and Future, Transport Reviews, DOI:10.1080/01441647.2011.621557.

GOAL 4.1 COORDINATE TRANSPORTATION PLANNING WITH LAND USE INITIATIVES

Future transportation planning efforts and decision making in Leesburg will broadly consider the impacts of transportation changes on other elements of life in Leesburg and the Town's Character. The role of transportation is always that of a supporting actor: when it takes the lead role it can dominate the storyline of a community too easily. Excellent transportation systems are those that operate so smoothly they are hardly noticed, optimizing safety / security of people while moving things into and through the Town easily (and preferably without taking up a through lane of traffic during unloading.

Legacy Leesburg calls for an integrated approach to transportation, and that's a role where it can excel. Smaller, more-connected street networks support people that drive, ride, walk, bike, or scooter.

Mixed-use environments suggested throughout this plan support more walking and biking to be sure, but even if not one more person walked or biked the resulting auto trips would be much shorter, reducing miles of travel, congestion, delays, and mobile emissions. A renewed emphasis on accessibility (as opposed to long-distance personal mobility) supports local businesses, regional supply chains, and enhancing the diversity of services and goods offered here in Leesburg. This helps businesses and people here. Spending money on gas (and maintenance, insurance, repairs, etc.) for a car trip to buy coffee in bulk at a big-box retailer supports companies far away; walking to King Street Coffee supports my neighbors and my community. Leesburg should also begin to plan for the introduction of connected and then shared autonomous mobility. Some communities are already considering low speed automated shuttles that can operate in mixed traffic and provide inexpensive, high frequency connections along fixed routes.

Strategy 4.1.1 Evaluate Transportation Decisions Against the Entire Legacy Leesburg Document.

Future decisions regarding transportation should carefully consider other parts of this plan document— particularity the guiding principles. While the promise of lower traffic congestion is a good goal, changes to roadway configurations should also be considered in the context of things like community character, the environment, and pedestrian mobility.

Leesburg, like many towns in Northern Virginia, is struggling to balance its historic character, quality of life, and ever-increasing traffic demands within the community. Pass-through traffic and the increasing amount of low-density residential development in the surrounding County contribute significantly to the amount of automobile traffic on local roadways. These impacts are compounded by limited mode choices (i.e. pedestrian, bicycle, and transit) for travel within the Town that forces many residents to clog already congested roadways even for short trips.

The difference between land use and transportation planning in Virginia often places local and regional government agencies at odds over critical issues. Examples for Leesburg include adopted level of service standards, context sensitive design for major transportation corridors, and funding. Legacy Leesburg stresses coordination among local, county, state,

and regional transportation agencies to ensure successful implementation of the transportation objectives within the framework of desired character set forth in this document.

Strategy 4.1.2 Mitigation of Transportation Impacts

New development is expected to mitigate resulting transportation impacts through appropriate transportation infrastructure improvements. Some potential projects are identified in the Transportation Improvement Plan along with cost estimates. Where cash proffer contributions can be accepted subject to state and local policies and ordinances, the Town will seek contributions for roadways and transit in the general vicinity of a residential development site on a per-unit basis. The amounts of any such contribution will be guided by analysis of projected costs of improvements, projected funding levels through the plan horizon, and the impact a particular project will have in terms of volume capacity ratios and utilization transportation infrastructure. Regional improvements made as a part of a development can be deducted from this contribution amount. Improvements necessary to mitigate site-generated impacts shall not be considered as regional improvements.

Cash contributions provided as part of a development application, either for regional improvements or in lieu of completed improvements, will be utilized in a geographic area of reasonable size and relationship to a project site, such as a boundary defined by major roads.

GOAL 4.2 EXPAND MOBILITY OPTIONS TO ADDRESS COMMUNITY CHARACTER

There are many sources of change with respect to transportation planning in the future. A few examples include connected and autonomous systems, cultural preferences, movements towards teleworking (highlighted during the pandemic taking place as this plan was being developed), and aging populations. These things all have to be considered when developing transportation strategies for Leesburg.

Strategy 4.2.1 Walkable Communities Designation

Walk Friendly Communities is a national recognition program developed to encourage towns and cities across the U.S. to establish or recommit to a high priority for supporting safer walking environments. The WFC program recognizes communities like Arlington, Charlottesville, and Alexandria, Virginia that are working to improve a wide range of conditions related to walking, including safety, mobility, access, and comfort.

Being designated a walk-friendly community is well within Leesburg's reach. Having such a designation is meaningful for attracting investment from residents, business and tourists that want to walk or bike more—and drive less. To qualify as Walk Friendly, a community must address and prioritize pedestrian needs in all program areas, from developing plans and building sidewalks to establishing and monitoring performance measures and evaluating projects.

Strategy 4.2.2 Improve Bicycle and Pedestrian Infrastructure

The Town is committed to enhancing bicycle and pedestrian mobility throughout the Town. This will involve capital projects to make a range of specific improvements identified over time as well as a commitment from developers to enhance bicycle and pedestrian connectivity and bike parking where possible. Use of bike rental stations can also be considered in appropriate locations. Removal of utility poles and undergrounding utilities that affect accessibility can also be considered where feasible.

GOAL 4.3 IMPROVE THE RESILIENCY OF THE TRANSPORTATION SYSTEM

Resiliency is about identifying problems with the Town's transportation system and finding solutions that improve the system or possibly make it operate better then before. Traffic congestion happens, but changes to the system can fix some recurring problems and give people new alternatives so that typical traffic congestion is less of an issue. Alternatives can mean alternate routes but alternatives to private car travel can also help create a more resilient and reliable transportation system. As areas mature, consistent and reliable transportation is important.

Strategy 4.3.1 Transportation Improvement Plan

With the creation of Legacy Leesburg, The Town has also developed a Transportation Improvement Plan under separate cover as a companion document. This document identifies specific projects that can be implemented/completed throughout the

Town to achieve a wide range of specific goals. The Transportation Improvement Plan will also serve as guidance to developers looking to make proffered transportation improvements.

This document should be dynamic and amended as projects are completed and as new projects are identified. In preparing this plan and keeping it up to date, it is critical to recognize that it is more cost-effective to think about existing processes and improving them now rather than to wait for a need to arise. How are projects prioritized now? Does that prioritization align with the goals stated in Legacy Leesburg? Is the Town taking full advantage of available data and resources from partners like VDOT and MWCOG, or could those relationships be bolstered? Loudoun Transit is another partner of tremendous importance, and the Town must continue to work with them to participate in transit and Mobility as a Service (MaaS) solutions that they are currently considering that may deeply affect or benefit the Town.

Strategy 4.3.2 Support Teleworking

Transportation isn't only about cars and bikes and buses. People that work from home all week or part of the week are numerous in Leesburg and getting more so as time goes on, following trends well-established in Loudoun County and Virginia as a whole. Increasingly difficult traffic conditions are an ally to travel options. To make it happen, Leesburg can encourage co-working spaces or providing meeting and wi-fi hot spot "flex" space, which are great for filling up struggling retail spaces. The Town can inventory public and private working places (e.g., coffee shops, libraries, and so on) to help advertise this important product to potential workers.

Example of a co-working space where people can come together to collaborate..

Strategy 4.3.2a Monitor Telework Patterns

COVID-19 has resulted in major changes in the way many Leesburg residents work. As shown in the chart below, the number of people working from home had been increasing even before the start of the pandemic. With COVID-19, some people have become permanent teleworkers while others have transitioned to a hybrid telework schedule. The Town should monitor post-pandemic trends and patterns as new data emerges to ensure that the Town supports teleworkers, provides appropriate amenities, and maximizes the efficiency of the transportation network accordingly.
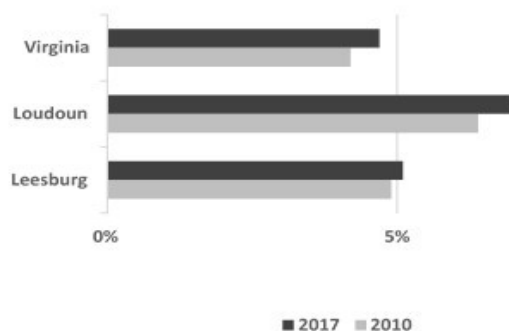
Adult Employees Working from Home
(source: US Census Five-Year Estimates, 2017)

Strategy 4.3.3 Continue Planning for the Future of the Leesburg Airport

The Town-owned airport serves an important role to provide capacity relief for the heavily congested airspace in the Washington, D.C., metropolitan area and specifically Dulles International airport. Locally, the airport is critical for the overall economic development and diversification initiatives of the Town and Loudoun County. In 2018, the airport completed an update to its master plan. The plan addresses future growth and land uses at the airport, the accommodation of a runway expansion, and the installation of an Instrument Landing System (ILS). Growth and expansion at the airport, as well as encroaching residential development, are major concerns for the sustainable operation of the airport in the future. The master plan for the airport is a document intended to provide guidance for growth and development at the airport, as well as for future capital improvement projects related to the airport.

Strategy 4.3.4 Safe Routes to School Program

The Safe Routes to School (SRTS) Program is a federal program, Administered statewide by the Virginia Department of Transportation in collaboration with local municipalities and public school entities. SRTS not just about enhancing safety of school children traveling to/from school, it is also about providing additional travel options and accommodating school traffic. Much of the local traffic in Leesburg is associated with schools. The Town should work with the Loudoun County Public Schools (LCPS) to participate in this program so that it could potentially obtain grant funding from this VDOT program. Education, encouragement, and evaluation activities are partially funded by the SRTS program with grant amounts historically ranging from $5,000 to $65,000 (for multiple schools). Using a low cost mini-grant to help finance a walk/bike audit (which would support the final infrastructure recommendations) and conducting a walk / bike to school day are initial steps. Loudoun County has an SRTS coordinator, so working first with the county is advisable before

moving forward. Any such projects resulting from the program can have countless benefits including providing an alternative to cars, pulling cars of the street, reducing traffic, addressing safety issues and even providing new bicycle/pedestrian routes that do more than get students to school.

Strategy 4.3.4a Partner with Loudoun County Public Schools to reduce demands on parking and local roadways.

The Town of Leesburg is home to a relatively high proportion of schools compared to its population. Traffic from students heading to Leesburg's high schools place significant demand on local roadways. At the same time, these vehicles require significant land be dedicated to parking. The Town should work with LCPS to find ways to reduce private automobile trips to/from schools.

Strategy 4.3.5 Pilot Micromobility Projects

The Town should take an active roll in facilitating new micromobility technologies that can help address the range of challenges that come with sole reliance on private automobiles. These challenges include traffic, high parking costs, inconvenience, and inaccessibility. Increased micromobility options can give residents and visitors options to improve quality of life in Leesburg. As such the Town should work with appropriate entities to learn more about emerging technologies and determine what technologies and micromobility options are best suited for Leesburg.

Strategy 4.3.6 Explore Transit

The Town will focus on coordination with Loudoun County for improving public transit options in Leesburg. This will begin replacing automobile trips with transit trips for longer travel and shorter trips. Improvements to the transportation system that provide modal choice for the residents of Leesburg could improve mobility and reduce traffic congestion.

Micromobility

Micromobility refers to a range of small, lightweight vehicles operating at speeds typically below 15 mph and driven by users personally. Micromobility devices include bicycles, e-bikes, electric scooters, electric skateboards, shared bicycles, and electric pedal assisted bicycles.

Strategy 4.3.7 Charging Stations for Cars

Hybrid and electric cars are growing in popularity in Northern Virginia. To ensure availability of charging stations as demand increases the Town should:
- Seek out grant opportunities to put charging ports into public parking areas;
- Encourage inclusion of charging ports in new commercial development where appropriate.

Example of a slow-speed automated shuttle that can operate in mixed traffic and provide inexpensive, high frequency connections along fixed routes.

GOAL 4.4 CONSIDER THE SAFETY OF TRAVELERS

The Town will adopt a safety-first mindset during project planning, design, and maintenance. Lives are precious. Not all congestion is weighted the same since unexpected delays caused by safety issues such as crashes or weather events often create more problems, missed appointments, and changes to plans than recurring, peak-period congestion people become accustomed to. Reducing crashes and crash severity is good for people and for auto mobility.

Strategy 4.4.1 Crash Diet

One place where being number one isn't good is having the highest number of

crashes in Loudoun County. Leesburg and the surrounding area have this distinction, but some crashes are preventable with different roadway designs. Leesburg can join a growing number of cities by adopting a VisionZero (as in zero fatalities or crashes) policy that designs projects to put safety first when determining speeds, intersection crossing treatments, planning / designing streets, multi-use paths (MUPs), sidewalks, school loading areas, and bus stops. A second beneficial policy is creating and adopting a Complete Street policy, which has also been accomplished by a large number of municipalities and states. The first resource is the National Complete Streets Coalition, which has a number of examples and highlights the benefits of adopting a Complete Street policy.

This figure shows major crash locations in the year 2018. High speed roadways like Route 7 and the Leesburg Bypass are often the locations with the most vehicular crashes. There is no temporal or characteristic pattern but Market Street at King Street and Route 7 stand out as problem areas for vehicular crashes.. While many crashes shown are on VDOT controlled roadways, the figure shows the general distribution of crashes throughout the Town.

Strategy 4.4.2 Prioritize Pedestrian and Bicycle Safety and Comfort

The design for streets throughout the Town should prioritize pedestrian and bicycle safety and comfort in addition to moving cars efficiently. Any potential projects to build, modify, or improve roads (whether public or private) should start with the consideration of how the potential project will impact or benefit pedestrian and bicycle mobility. Potential adverse impacts can include more difficult (longer) road crossings, reduce space for bicycles and pedestrians, and real or perceived safety issues that can make the road less desirable for other people looking to walk to walk or bike. At the same time, the Town should consider projects where the primary intent is to improve bicycle and pedestrian conditions.

GOAL 4.5 MAKE TRANSPORTATION MORE EFFICIENT

Moving traffic may mean adding roadway capacity, but increasingly the cost of those improvements is making technology, program, or service-oriented solutions more attractive. Advances in public transportation as well as intelligent signalization have made major impacts on air quality, mobility levels, and cost-effectiveness of limited transportation dollars.

Physical improvements to the transportation system in Leesburg – as well as major arterials connecting it to other places in the region – will retain their importance, but their number and frequency will decline as other strategies, costs, and impacts to people and the environment rise. Furthermore, since so much of Leesburg is built-out, the strategies will move away from building roads and more towards making existing roads

better. The Transportation Improvement Plan provides a complete overview of transportation planning in Leesburg, but the following strategies are recommended for implementing at a broader scale throughout the Town.

Strategy 4.5.1 Intersection Improvement Program

The Town should develop a program of intersection improvements in and around the historic downtown. Intersections are where people meet and talk, wait to cross a street, and interact with automobiles. The program would identify two intersections per year to address safety, lighting/security, pedestrian access, and aesthetics. Collaborations across the Public Art Commission, Residential Traffic Committee, and staff can establish guidelines and priorities. One such candidate intersection that has been identified is North King Street/North streets.

Other options to improve efficiency at various intersections include but are not limited to:
1. Coordination of signal timings
2. Removal of stop signs for designated streets
3. Removal of loading zones in certain areas
4. Removal of on-street parking in certain areas
5. Instant reset of lights after EMS vehicles manually change light(s).

Strategy 4.5.2 Flexible Streets

Design streets in new walkable, mixed-use activity centers as flexible streets. For example streets that can be adapted to outdoor dining and enhanced pedestrian use on weekends and holidays while serving vehicles during peak travel times.

Strategy 4.5.3 Consider a One-Way Pair in the Downtown

The possibility of converting Market and Loudoun streets from two-way to one-way operations has been discussed previously. Operationally, there is little to prevent this action from happening: there are good transition points at either end that already exist, and numerous "crossover" streets in-between. The benefits would be fewer conflict points and crashes (and less delay resulting from crashes), faster throughput of cars, and simplified operations, including at the only two signalized intersections with King Street. However, the town will need to understand what the priorities really are for downtown to determine if the expense is worthwhile, and just how much expense would be applied to the project. If wider sidewalks, streetscaping, multiuse paths, and other amenities are included then the price goes up quickly and the typical travel speeds likely go down from a simplified application of paint and signage. The recommendation therefore is to do a visualization-heavy study that clearly identifies priorities for these streets so that the correct recommendation – including the possibility of doing nothing – is produced. Although the intent of the study would be to ensure the benefit of one-way operations, it could be implemented as a "pilot" situation if there were questions surrounding it's viability.

Design flexible streets in new, walkable, mixed-use activity centers

Strategy 4.5.4 Use Smart Technology to Support Transportation

Continue to use technology to track and guide traffic to help traffic efficiently navigate through town. Use technology to support shared mobility options and public transportation.

GOAL 4.6 PROVIDE ATTRACTIVE AND FUNCTIONAL PARKING IN THE DOWNTOWN

Parking is one of those things people always seem to want more of, and no matter how much parking there is, it never seems to be in the right place or convenient. This topic has been the source of debate for years as Downtown Leesburg has grappled with the enviable problem of being successful. People like Downtown Leesburg for its charm, its narrow roads, its walkability, and its historic buildings and they all want to come and visit and park within its heart. On the other hand, nobody seems to enjoy walking through or along parking lots. Furthermore, various studies have shown that Downtown already has sufficient parking, especially when factoring in alternative parking.

Strategy 4.6.1 Develop a Downtown Parking Plan

The Town should develop a comprehensive downtown parking strategy that studies all aspects of parking in the Downtown. This can address parking issues that are both real and perceived by finding strategies to first maximize efficiency of existing parking, and then consider potential investment in new parking. Strategies can include improved way finding, ensuring convenient access, comfort of walkability between parking facilities and destinations, and ways of conveying

information about parking availability.

Strategy 4.6.2 Work With Owners of Alternative Parking

Shared parking arrangements should be explored and encouraged between the owners of existing surface lots to maximize their usefulness in downtown. For example office uses with parking might not need their parking later in the evening when restaurants and retail uses might need parking. Shared parking agreements may provide additional revenue to the owners of downtown properties.

Strategy 4.6.3 Direct Vehicles to Available Parking

For most days of the year, there is already sufficient parking available. The challenge most drivers face is quickly finding it. The Town should develop a short-term strategy to allow motorists to quickly find available parking that is not as well known within the community. This may include things like social media posts, collaboration with business owners, use of popular mapping apps, and signage.

Strategy 4.6.4 Parking Technology

With the number of public parking facilities (both surface lots and garages) and potentially more to come, the Town should consider creating an on-line and telephone application ("app") to facilitate finding available parking spaces. There is already considerable "searching" behavior happening with drivers looking for spaces downtown so using technology to direct people to off-street (easy) and on-street (harder, but doable) available parking spaces will reduce congestion downtown and help out businesses.

PRINCIPLE 5: ALL THINGS GREEN PARKS, OPEN SPACES, GREENWAYS, & NATURAL RESOURCES

Preserve, conserve, and enhance Leesburg's natural resources, parks, and streetscapes (public realm) to support the health and well-being of the community and environment. Establish Leesburg as a sustainable community that encourages the use of renewable energy, reuse and recycling of resources, reduction of waste and pollution, wildlife friendly landscaping practices, water conservation, low carbon mobility, and adopt sustainability metric and goals.

When it comes to the environment, Leesburg has a legacy in agriculture, cultural heritage, and recreational areas like the W&OD trail. The environment includes the natural environment such as parks, greenways, and environmentally sensitive areas, as well as the built environment including sustainable building design. In addition, it encompasses important cultural landmarks that contribute to sense of place. Demonstrated through community outreach efforts, there is recognized importance of environmental benefits including the economic, social and physical gains brought on by preserving, expanding, and enhancing open space within Leesburg.

Development over the past decade has led to decline in the Town's tree canopy and ad hoc open space. Further, there is limited consideration of the full spectrum of environmental benefits when considering development decisions. There is opportunity to increase and bind together the natural environment to create an interconnected network of greenspace that offers an experience to be enjoyed. This provides tremendous ancillary benefits such as stormwater management, biodiversity, wellness opportunities, and opportunities for social interaction. Coupled with a

commitment to building sustainably through green codes, setting of environmental performance targets, green streets and green infrastructure, Leesburg can set a path towards a greener future with homage to their rich legacy.

GOAL 5.1 FOCUS ON EXPANDING ACCESSIBILITY, VARIETY & CONNECTIVITY FOR THE TOWN'S RICH HERITAGE OF PUBLIC SPACES

The Town should update the Comprehensive 20-Year Parks, Recreation, Open Space, Trails and Greenways Master Plan to help acquire new parkland and to ensure that existing parks are well maintained. Consider a set of public/private partnership strategies for creating the next chapter in Leesburg's growing legacy of public open spaces and natural areas.

Strategy 5.1.1 Expand the Type & Number of Parks, Greenways, & Open Spaces Throughout the Town

Residents made it clear: they want more

parks and open space. The Town will actively purse opportunities to increase such resources in the future. Three clear ways for the Town to get new parks and open space are to purchase it outright, to get new facilities through proffers when development occurs, and to work with other entities. Option 1, which is to buy land, is viable, but expensive. With the scarcity of land resources in Leesburg, viable parkland/open space is difficult to come by and it will come with high a price tag if suitable land is found. Despite this high cost, pursuing opportunities to purchase land for future generations is seen as a worthwhile investment in Leesburg's future and the Town will pursue such opportunities.

Option 2 is to secure new parkland and open space through development and redevelopment. Under this option, the Town can add new facilities for residents at little to no cost. New development should include substantial park and open space facilities to benefit all Leesburg residents. Redevelopment resulting in mixed-use communities should also provide parks and open space. New parks and open space resulting from redevelopment are particularly attractive since the Town gains these spaces in areas that were otherwise lost to buildings and pavement.

Option 3 is partnering with other entities. For example, the Town has encouraged Loudoun County to purchase a former golf course property within Town limts. Similarly, land associated with the Harris property on Edwards Ferry Road will be dedicated to the NoVa Parks.

Strategy 5.1.1a Launch a "Green Print" Initiative

A Green Print Initiative for the Town represents a vision for creating a complete and connected network of open space that includes natural areas, floodplains, protected open space, parks, greenway corridors, and public spaces in developed areas. These spaces are essential to protecting Leesburg's drinking water quality and quantity, providing flood water storage, preserving scenic views, providing outdoor recreation opportunities, and increasing the quantity and quality of public open space targeted in areas identified for future infill development and redevelopment. Limited opportunities to acquire large parcels for open space in the Town's planning area should be supplemented by strategic, primarily smaller-scale, initiatives to improve and expand open space opportunities throughout the community. Strategic initiatives to increase open space in developed areas may include 1) safe and well-marked pedestrian and bicycle connections to nearby parks or greenways, 2) new plazas, lawns, parks, or water features that are accessible to the public, or 3) converting a portion of existing developed land to open space as part of developer initiated redevelopment projects.

Projects identified to improve or expand open space in the Town should prioritize connections to the existing open space network, or promote more contiguous open space in the future, by locating new areas or facilities with the intent of connecting them to adjoining areas in the future (similar to how a street may stub out for a connection to develop on an adjacent property sometime in the future).

Strategy 5.1.1b Public Strategies: Approach Public Expenditures on Public Space as an Investment

Investments in parks, open spaces, and greenway connections pay rich dividends in terms of enhancing Leesburg's standing as a place in which people want to live, work, and therefore innovate and invest. The Town

should quantify the benefits of acquiring and investing in additional open space that fits into the Town's Plan for a comprehensive and connected open space system. This will allow the Town to move quickly, when necessary, to acquire key properties, negotiate a public access agreement, facilitate open space preservation, and/or develop open space criteria for redevelopment.

Strategy 5.1.1c Coordinate with Loudoun County's Emerald Ribbon initiative

Loudoun County has adopted an Emerald Ribbon initiative to develop a linear parks and trails system. The Town will coordinate with the County on efforts to advance this program and connect Leesburg parks and trails with other portions of the County.

Strategy 5.1.1d Create a Plan for an Interconnected Network of Green Space

Individual development applications before the Town should be reviewed with the intent of providing a continuous, connected system of green infrastructure in the community using floodplains (where present) as a primary area for open space preservation. The Town should work to expand areas of contiguous open space where possible by preserving and acquiring new open space adjacent to existing floodplain areas.

Strategy 5.1.1e Explore the Purchase of Large Tracts of Land When Opportunities Arise

(P) Work with sellers to purchase land that provides long lasting ecological, economical, and quality of life benefits for the Town such as interconnected greenway or park expansion.

(S) Encourage trail-oriented development with frontage on the Washington & Old Dominion Railroad Regional Park (W&OD Trail).

Explore the possibility of creating additional civic facilities and open spaces in the

(E) Old and Historic District. Since opportunities to create new public open spaces are limited, privately owned facilities that contribute to civic functions are highly valued.

(T) Explore opportunities to provide new parks, publicly accessible open space, and greenway connections in existing neighborhoods. This will primarily be a Town and community led initiative.

Integrate parks, squares, and similar active public spaces as a central element into development of new walkable, mixed-use activity centers (see 1.1.4 "Plan, program, and design a public realm that exemplifies Leesburg's unique character and quality of life—active parks and squares").

Strategy 5.1.2 Maximize Access to Open Spaces

There are several areas to preserve identified in Legacy Leesburg that serve open space functions and offer recreation opportunities without necessarily being public land. This includes HOA open spaces, schools, and floodplain areas as well ans many other areas on private property. The Town should work with appropriate parties to maximize access to these lands where they provide amenities and to allow enjoyment of natural areas.

GOAL 5.2 MINIMIZE THE IMPACT OF NEW DEVELOPMENT ON THE ENVIRONMENT

While opportunities for new development are limited in Leesburg, it can have a significant impact on the environment. The Town seeks to preserve the environment and enhance environmental quality where possible. To the extent redevelopment occurs, it has the potential to improve the environment by addressing environmental considerations that were not previously an area of focus.

Strategy 5.2.1 Preserve & Protect the Environment by encouraging good site design practices

- Minimize the amount of tree loss and impervious cover for new projects or redevelopment consistent with planned and permitted land use intensity.
- Encourage on-site stormwater retention to reduce runoff and nonpoint source pollution.
- Wherever design parameters permit, convey drainage from impervious surfaces to pervious areas via sheet flow.
- Locate buildings to minimize driveway length and to preserve trees.
- Provide the minimum amount of parking required and encourage shared parking between adjacent uses. Encourage the use of structured parking to increase the amount of pervious surface for high intensity land uses.
- Encourage clustering of development on less environmentally sensitive land to preserve ecologically valuable land such as woodlands and wetlands and steep slopes.
- Minimize and phase clearing and grading to limit erosion during construction.

- Add incentives to Town ordinances and codes to achieve natural resource objectives.

Strategy 5.2.2 Protect people from unhealthful levels of highway and aircraft noise.

- Prohibit the construction of residential and other noise sensitive uses in locations exposed to highway noise levels in excess of 75 dBA Ldn.
- Prohibit the construction of residential uses in locations with aircraft noise level projections in excess of 65 dBA Ldn.
- Require noise mitigation for new residential construction and other noise sensitive uses in locations exposed to highway noise levels between 65 and 75 dBA Ldn. Mitigation measures should be engineered to achieve a maximum interior noise standard of 45 dBA Ldn and an exterior noise exposure no greater than 65 dBA Ldn in an area suitable for quiet outdoor uses, such as a required rear or side yard of impacted single-family homes.

Strategy 5.2.3 Minimize outdoor lighting consistent with public safety requirements to reduce glare and impacts on the night sky.

Regularly review and update the zoning ordinance to ensure that lighting standards incorporate the most up-to-date recommendations from leading experts such as the International Dark Sky Association. Exterior lighting should minimize glare, blue light emissions, and lighting of unnecessary areas at unnecessary times. Lighting should be fully shielded, no brighter than necessary, and no taller than necessary. Commercial uses should reduce outdoor lighting levels by late evening to enhance the view of the night sky.

Strategy 5.2.4 Conduct a Town Wide Assessment of Environmental Resources

There are wide range of environmental resources in Town that benefit residents through ecological, recreational, and aesthetic purposes. The Town should identify these resources and assess them to document there value and ultimately identify strategies to protect and enhance those resources.

Strategy 5.2.5 Conduct environmental assessments of development proposals.

- Design an environmental assessment process and apply it to development applications
- Identify land that should be preserved as natural open space.
- Identify cost-effective mitigation measures for environmental impacts.
- Identify lands for inclusion in the Town's green infrastructure.
- Determine potential environmental impacts and recommend mitigation measures.
- For commercial development with no residential component, as well as residential development within a qualifying small area comprehensive plan, seek proffers and conditions to mitigate the environmental impacts of new development and redevelopment and to preserve ecologically valuable land for the Town's open space network.

Strategy 5.2.6 Avoid Development in the Floodplain & Riparian Buffer

Protected floodplains provide a continuous, natural infrastructure to offset some of the impacts associated with an expanding development footprint (e.g., flood control, water filtration, wildlife habitat, water supply provisions, etc.).Permanently protecting these areas from development offers an opportunity to implement a complete and continuous system of green infrastructure throughout the town.

GOAL 5.3 REDUCE ENERGY USE

The benefits of reduced energy use include reduce costs as well a healthier environment. In the future, the Town seeks to reduce its own energy use and develop strategies to provide others with additional options to reduce energy use. These efforts are intended to provide lasting benefits to future generations.

Strategy 5.3.1 Work toward new measures that achieve energy savings and air quality benefits for new development.

- Encourage energy-saving site design, building, and land use planning practices.
- Plan mixed-used development on vacant and redevelopable properties where mixed uses would be compatible with adjacent land uses to encourage a walkable community and reduced vehicle trips.
- Promote the use of green building techniques such as the Leadership in Energy and Environmental Design (LEED) standards for new construction to achieve energy efficiency.

Strategy 5.3.2 Use site design techniques to achieve energy efficiency consistent with other plan policies.

- Orient buildings north and south for passive solar gain.
- Plant deciduous trees to shade southern exposures in summer.
- Plant evergreen trees to shield northern

and northwestern exposures from winter winds.

- Plant shade trees in parking lots to reduce summer temperatures.
- Encourage bicycle commuting by providing bicycle parking facilities, showers, and lockers for employment and multi-family residential uses.
- Encourage the use of mass transit by providing bus shelters and turnouts in appropriate locations.
- Promote measures to protect people from unhealthful levels of air pollution through leveraging educational resources from regional and state sources.

Strategy 5.3.3 Conserve energy in Town facilities, in vehicles, and in annual operations.

- Include energy-saving site design and building practices on town facilities and retrofit existing buildings as able
- Evaluate renewable energy sources for lighting, restrooms, and other electronic amenities at parks and on trails as appropriate.
- Adopt, utilize, and periodically update an Energy Conservation and Management Policy to support conservation of energy at public facilities.

GOAL 5.4 PROTECT AND ENHANCE SURFACE WATER QUALITY

The Town's surface water resources include Town Branch, Cattail Branch, Dry Mill Branch, Tuscarora Creek, the Potomac River, and several smaller ponds and tributaries. The Town must work to protect these water resources and downstream receiving waters including Goose Creek, the Potomac River, and the Chesapeake Bay from the impacts of non-point source pollution.

Strategy 5.4.1 Protect the Town's water resources during development.

- Develop incentives that encourage development to minimize stormwater runoff quantity and quality and to exceed state requirements.
- Use natural approaches for stormwater and erosion control where possible.

Strategy 5.4.2 Develop and enhance best practices to preserve water quality.

Residents and business owners should be regularly informed of best practices to minimize water quality impacts. This can include minimizing the application of fertilizers, pesticides, and herbicides to lawns and landscaped areas. In addition, for large turf intensive uses, the development, implementation, and monitoring of integrated pest, vegetation, and nutrient management plans can be developed to further identify specific strategies to prevent impacts.

GOAL 5.4 PRESERVE, PROTECT AND RESTORE TREE CANOPY

Strategy 5.4.1 Increase the Urban Tree Canopy & Maintain the Existing Coverage

In 2012, high resolution aerial imagery was used to estimate that 28% of Leesburg was shaded by tree canopy. Tree canopy has been disappearing since then, and it is now estimated that approximately 18% remains. As climate change drives global warming, the public health hazards associated with heat islands—particularly in suburban communities—represent a growing concern.

Expanding tree canopy is the single most effective tool available to reduce the incidence and impacts of heat islands and the Town will work towards efforts to increase the tree canopy.

Future development should strive to help obtain an estimated tree canopy coverage of 30% for the Town. A 35% cover is preferable and would require plantings by private landowners.

Clear cutting of trees should be avoided. Where trees must be removed as part of development or utility project restoration of the tree canopy to extent possible should be considered.

Except for when professional urban forestry practices dictate otherwise, applications for new development and redevelopment should select indigenous trees as a landscape material to contribute to restoration of the tree canopy on private property.

Strategy 5.4.2 The Town should keep the Urban Forestry Management Plan up to date to set goals and maintain existing inventory.

- The Town's 2006 Urban Forestry Management Plan is now obsolete and should be updated. Put in perspective, the Plan was developed when there were 96 road miles in the whereas there are currently 273. Several specific strategies should be considered in an updated plan.
- Enhance and restore tree canopy within the areas designated as stream corridors.
- Make tree preservation and the planting of indigenous tree species an objective in public projects except for when professional urban forestry practices dictate otherwise.
- Establish street standards to accommodate street trees in accordance with a street tree plan.
- Take advantage of Loudoun County Public Schools efforts to digitize the entire tree canopy.
- Consider funding to proactively remove

invasive species that adversely affect the tree canopy.

- Consider funding to remove dead trees.
- Consider additional proactive steps to prevent adverse effects of insects.
- Consider proactive pruning plans to protect trees.
- Study the potential positive benefits of street trees and improved tree canopy coverage including improved aesthetics and tourism enhancements.
- Pursue use of silva cells for street trees to allow for larger trees.
- Implement the objectives of the Town's Urban Forestry Management Plan.

GOAL 5.5 GIVE NATURAL RESOURCES EQUAL PRIORITY

All too often, natural resources can be easy to forget or ignore when considering all of the ways to achieve progress in the Town. To avoid this, natural resources, and all things green need to be weighted equally in comparison to other guiding principle items like character, economic development, housing, and transportation.

Strategy 5.5.1 Avoid, minimize, and mitigate impacts to natural resources when designing and implementing capital projects and in Town programs.

Town led projects should respect the environment as much as project led by the private sector. In some respects, the Town is in a better position to lead the way on retrofit projects that will preserve or enhance environmental quality. As capital projects are designed, the environment should be among the top priorities in ensuring a good design.

Strategy 5.5.2 Establish and Maintain an environmental monitoring system to measure progress toward achieving the goals of the natural resources element.

In order to measure successes and shortcomings with respect to the environment, the Town will work towards developing an environmental monitoring system that quantifies and reports environmental health. The system should use a wide range of indicators and measures to assess things like tree canopy, water quality, open space, and energy use.

GOAL 5.6 IMPROVE WILDLIFE HABITAT

Habitat loss is one of the biggest threats to biodiversity - it is the primary reason species go extinct. Improving wildlife habitat within the Town not only helps to curb habitat loss in our region it improves our human environment too. Beyond the direct benefits of trees (air quality, shade, aesthetics, etc.), spending time in nature is linked to cognitive benefits and improvement in mood, mental health, and emotional well being.

Strategy 5.5.1 Urban Wildlife Plan

Consider creating an urban wildlife plan that identifies species in the Town, their habitat, and maps wildlife corridors and hubs in and around the Town that need to be maintained and enhanced.

Strategy 5.5.2 Riparian Corridors

Encourage use of riparian areas for wildlife corridors to promote connectivity and limit fragmentation of habitat.

Strategy 5.5.3 Sustainable Landscaping

Encourage sustainable landscaping practices such as use of native plants, lawn reduction, water conservation in new development and existing development. Reduce chemical/fertilizer/pesticide use on Town property.

Strategy 5.5.4 Preserve Habitat

Encourage new development to preserve existing habitat where feasible and create new wildlife habitat by incorporating native landscaping that is layered (trees, bushes, and ground level herbaceous plants), connects to adjacent habitat corridors (e.g. stream corridors), and is appropriate for the area.

GOAL 5.7 ENCOURAGE GREEN BUILDING PRACTICES

Green Building Practices will help to ensure Leesburg has a more sustainable future. Some of these practices contribute to global sustainability through measures that reduce energy consumption and the amount of resources consumed in buildings while others enhance our local sustainability. Actions such as increasing tree canopy, capturing and improving water quality on site, and taking advantage of historic rehabilitation and redevelopment opportunities enhances and preserves our local forest, wildlife, and water resources.

Strategy 5.7.1 Recognize the value of investments in Green Building Practices

The Town and development community should recognize the value of investment in Green Building Practices for saving money over time and for ensuring a more sustainable future.

Strategy 5.7.2 Pursue opportunities for green building practices and technologies

There are a wide range of Green Building Practices that are encouraged to be used with new development and redevelopment throughout the Town. The Town will place a high value on use of such practices that exceed local, state, and federal requirements. Examples of appropriate practices include.

- Enhancing and restoring tree canopy within the areas designated as stream corridors.
- Energy conservation (e.g. solar, geothermal, improved insulation).
- Water conservation (e.g. rainwater harvesting and gray water recycling).
- Green infrastructure (e.g. green roofs, rain gardens, bioswales, permeable pavement).
- Encourage incorporation of green infrastructure practices that increase on site infiltration and storage/reuse of stormwater in new development, in both public and private facilities.
- Historic preservation that minimizes waste.
- Redevelopment of developed sites that minimizes sprawl and habitat loss/degradation.
- Use of recycled building materials and avoidance of materials with large environmental footprint.
- Encouraging energy intensive uses to include some on-site production of renewable energy (e.g. data centers, hospitals, airport).
- Integrated pollution and waste reduction measures in new buildings.
- Building orientation that takes advantage of passive heating and cooling opportunities and natural lighting.
- Ensuring good air quality that reduces both chemical and biological pollutants that harm human health.

Strategy 5.7.3 Pursue Alternative Energy

The Town will work to pursue alternative and renewable energy to avoid being totally dependent on a single form of energy. In addition, the Town will work collaboratively with utility providers to support a dependable and sustainable system for distribution.

GOAL 5.8 SUPPORT URBAN AGRICULTURE

Urban Agriculture is important because it connects residences to the land, their food, and often each other. It helps to provide access to locally sourced fresh healthy foods by encouraging local production on private property, public facilities such as orchards and garden plots, and consumer options such as local farmers markets. Urban agriculture can also provide a sense of security during crisis (e.g. victory gardens) and can encourage healthier diets. Public gardens and orchards extend this opportunity to grow food to urban residences without yards or adequate sunlight.

Strategy 5.8.1 Urban Agriculture Plan

Consider creating an Urban Agriculture plan that encourages urban agriculture and ensures that ordinances and regulations in residential areas allow for reasonable urban agricultural practices.

Strategy 5.8.2 Farmers Market

Ensure a permanent, well designed for year-round operation, centrally located venue for the Leesburg Farmers Market.

Strategy 5.8.3 Community Gardens and Orchards

Consider enhancing and expanding the Community Garden plot concept at Ida Lee and elsewhere in Town. Also evaluate opportunities for a Community Orchard at Ida Lee and other locations throughout the Town.

CHAPTER FOUR: PLACE-BASED RECOMMENDATIONS

Development Opportunity Areas

DEVELOPMENT OPPORTUNITY AREAS

The Areas to Transform represent significant opportunity for development in ways that brings new benefits and amenities to Leesburg. These areas include Leesburg's few remaining undeveloped areas as well as redevelopment of outmoded strip retail, older industrial facilities, outmoded office buildings, and other candidate sites ripe for redevelopment. It should be noted that many of these areas do not currently represent the Town's goals for its character and quality. Therefore, development and redevelopment are planned to result in improvements to Leesburg's overall character. The Areas to Transform break down into five distinct Opportunity Areas.

Taken together these Opportunity Areas will host the large majority of all new development across Leesburg over the next decade. They will absorb most of the projected market demand discussed in Chapter 2. They will also provide the sites for the new generation of walkable, mixed-use, activity centers discussed throughout Legacy Leesburg that will accommodate most of the new townhouse and multifamily housing, jobs, and retail anticipated over the next decade.

These Opportunity Areas will play a significant role in achieving the Guiding Principles that define the Legacy Leesburg's vision in Chapter 1 and which are translated into a series of more specific goals and strategies in the Planning Framework provided in Chapter 3.

Chapter 4 supplements the Planning Framework chapter with additional information and a series of specific study areas that illustrate the spirit, as well as the letter, of how to apply the principles to shape character-driven growth and change that embodies the core value of Leesburg's legacy. Each Development Opportunity Area has a series of concept sketches and site specific strategies that can help achieve the vision. While development proposals are not necessarily expected to replicate the concept sketches, future development proposals should emulate the spirit of these concepts in terms of land uses, urban design, unit types, provision of open space, and other amenities.

Development Opportunity Areas
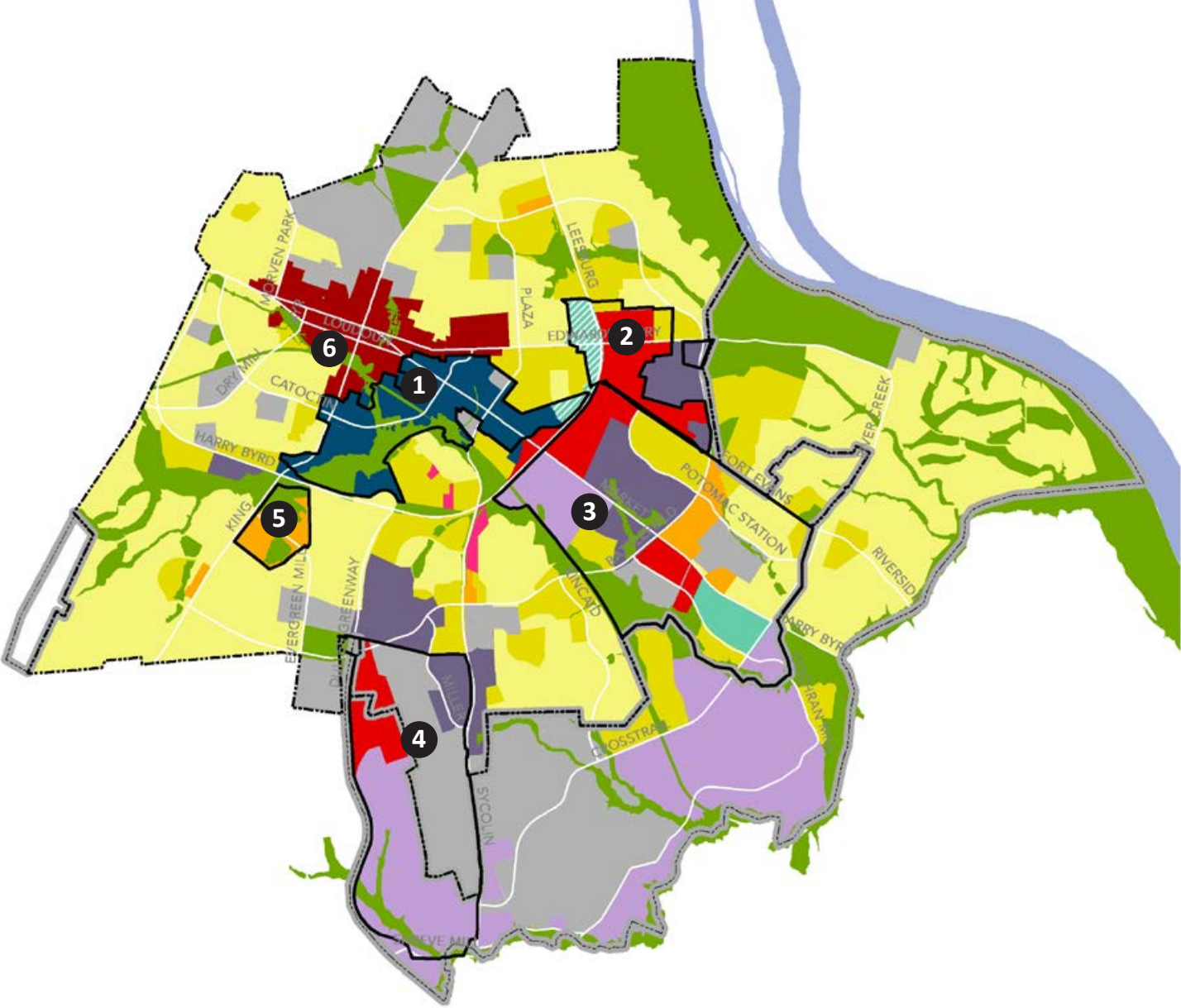
1. Crescent Area
2. Edward's Ferry/US 15 Activity Center
3. Eastern Gateway District
4. Leesburg Executive Airport
5. Meadowbrook Area
6. Liberty Street Lot

Opportunity Area No. 1—Crescent Area

The Crescent Area includes land immediately south and east of the Old and Historic Downtown. Two major roads —Catoctin Circle and East Market Street—organize the overall development pattern. Uses today are generally low-density, single-use, and non-residential. Visitors drive to and between destinations because they are not well-connected. Great location between the downtown and routes US 15 and VA 7 makes the Crescent Area both a destination and gateway to historic and iconic Leesburg. This area is anticipated to see pressure to (re)develop in the future. Therefore, forward-thinking to transform it into something special is necessary.

The Town Plan recommends full implementation of the Crescent District Master Plan for this area. It will become one of the iconic destinations in Leesburg complementing the character and energy of the Old and Historic District. Infill development and redevelopment should be wide spread—up to 50% of the Area—and represented by low- to mid-rise buildings up to five stories tall.

Taller buildings and more urban parking strategies —on-street parking, parking decks, and shared-use parking strategies —should reduce the future development footprint (lot coverage) and provide more opportunities for connected open space throughout the Area. New open spaces are expected to be provided by developers. Pocket parks, public plazas, community gathering areas, community parks, and greenways throughout the area will make open space a prevalent feature in the Area. New land uses in the area should be mixed-use and moderate-density. More walkable development patterns and intensities should favor a mix of residential dwelling units and nearby office, restaurant, and retail destinations either block-by-block or in the same building.

Recommendations for the Crescent Area embrace changing market conditions and community preferences to make the area an important destination in Leesburg that complements the Downtown.

1 Mix Land Uses to Support Economic Vitality

The mix of land uses throughout the Area should be widespread and intended to support the economic vitality of walkable retail uses in the area. Generally speaking, a goal of one thousand homes within a five-minute walk of retail destinations along Catoctin Circle or the large-scale mixed-use activity centers envisioned for the area should support an economic viability.

2 Appreciate Different Scales of Development

Reinvestment in the Area will occur at different scales because of the size and ownership of property. Large-scale redevelopment of existing shopping centers in the area will have the potential to quickly transform the character of the area, and be catalytic for investment by smaller, private landowners for the properties in between. The Town should acknowledge opportunities to introduce small differences in the character of buildings and other site design elements that come with redevelopment of smaller parcels in the Area as one means to make the area more authentic (similar to the variety of buildings in the downtown).

The map details character areas assigned to the Cresce Area in the Future Land Use Map (see Chapter 3).

East Market Street

W&OD Trail

Circle
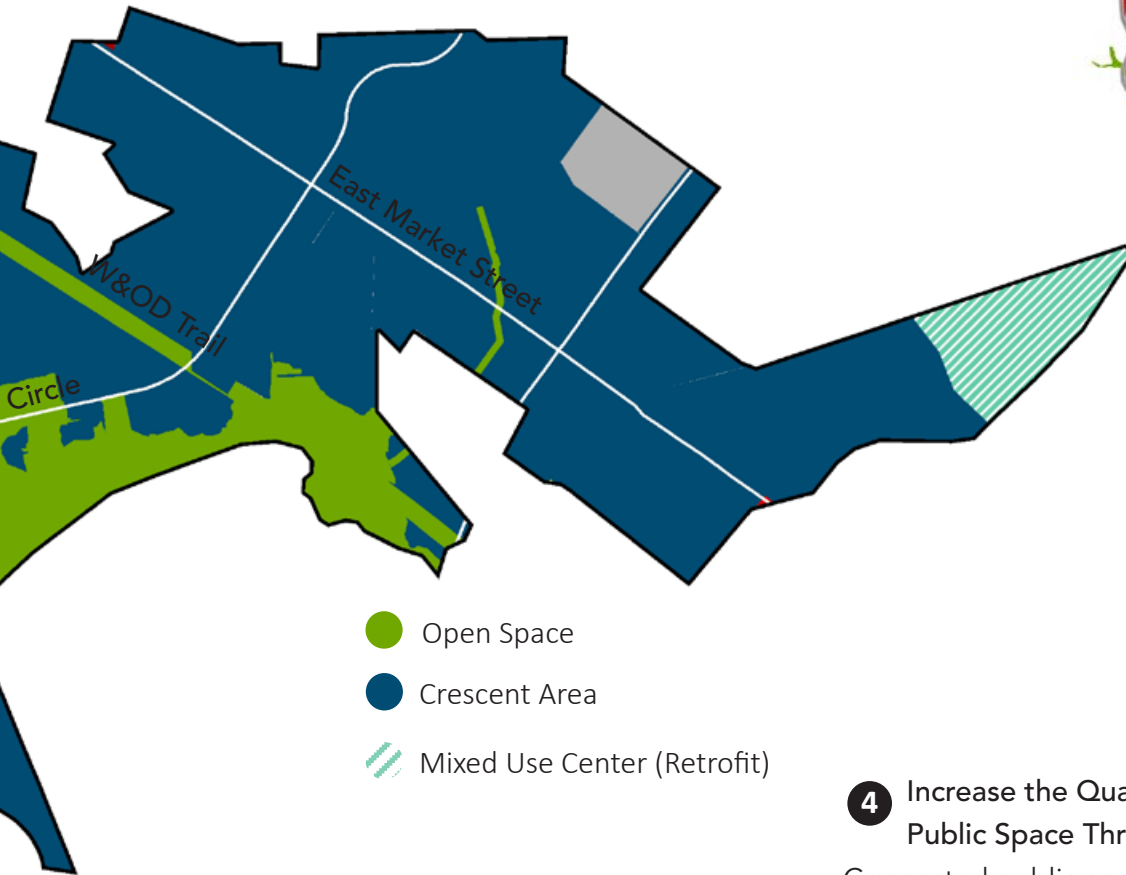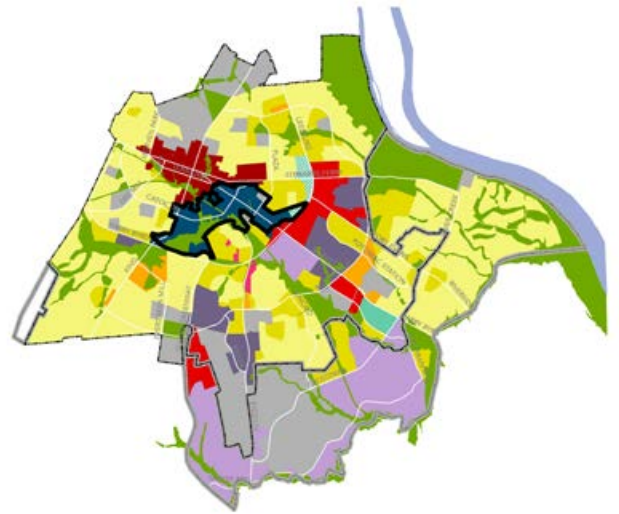
- 🟢 Open Space
- 🔵 Crescent Area
- ▨ Mixed Use Center (Retrofit)

③ Improve Synergy Between Downtown & Crescent Area

Above all, preferred land uses and development intensities in the Crescent Area should complement Downtown Leesburg, including new home choices, business location alternatives, and shopping and dining opportunities that support the area as a logical extension of the historic downtown.

④ Increase the Quantity & Quality of Public Space Throughout the Area

Connected public space throughout the Area should be a priority for the (re)development initiative. Redevelopment of larger properties offer opportunities to create destination-oriented public spaces large enough for community events or informal gathering. Smaller properties, often supporting one building and the required parking, may need to provide public spaces in locations adjacent to public streets or at adjoining property lines to create larger, contiguous spaces. The design and placement of public spaces for individual properties should reinforce a complete and connected system with planned improvements, allowing for future connections to adjacent properties.

CATOCTIN CIRCLE & SOUTH KING STREET

This subarea of the Crescent District is generally bound by Catoctin Circle to the north, South King Street to the west, Second Street SW to the south, and Harrison Street SE to the east. Current uses include low-density commercial and light industrial, with significant open space assets (primarily floodplain) to the south and east. The site's proximity to Downtown and South King Street make it both a destination and a southern gateway into historic Leesburg.

The proposed neighborhood center provides commercial and public space amenities to immediate residents and employees. Pedestrian and bicycle-friendly streets, sidewalks, and trails will provide convenient connections to these centers for surrounding area populations. Employment and commercial uses should be located along major corridors and benefit from street visibility. The density of development lessens from block to block moving away from the major corridors and toward adjacent neighborhoods. Transition of scale should occur so that development adjacent to existing neighborhoods is compatible with the current massing of the built environment.

Redevelopment Concept Sketch

MAJOR CORRIDOR
NEW STREET GRID
NEIGHBORHOOD MAIN STREET
ACTIVE FRONTAGES
OPEN SPACE CONNECTIONS
OPEN SPACE

SK1 Create a common central gathering place.

The neighborhood center concept includes inviting park spaces designed to support a variety of programming as well as informal uses. The parks should be lined on at least two sides by public streets and adjacent uses should face out onto the park to provide a sense of safety and activity within the space.

For one of the parks, the concept includes a mixed use market-style building adjacent to the park to provide retail space, but it could also be available for civic uses related to community gatherings. The retail should be neighborhood focused commercial that provides daily needs and is differentiated from the retail provided along Catoctin Circle. The market and park would have a symbiotic relationship and mutually benefit from co-programming and co-location. The park and associated outdoor plazas would also serve as extensions of the market spaces so retail and restaurant uses could "spill out" onto the sidewalks, blurring the lines between public and private or indoor and outdoor space. This dynamic relationship would encourage community vibrancy.

SK2 Where possible, capitalize on natural open space as an amenity.

The conceptual design treats the Town Branch and Tuscarora Creek open spaces as a public amenity and promotes development frontage onto this network of public spaces. A proposed system of public trails along the creeks connects to other nearby destinations, open spaces, and neighborhoods.

Access to these natural areas will encourage stewardship, activation, and safety while enhancing the quality of life for residents, employees, and patrons of surrounding areas.

SK3 Provide high quality intersections to encourage walkability and improve safety.

The plan encourages walkability through pedestrian-scale design which includes safe crossings at regular intervals on King Street and Catoctin Circle. High-quality pedestrian friendly intersections should include:

- King Street at Second Street SW
- King Street at Catoctin Circle SW & SE
- King Street at Fairfax Street SE
- King Street and Unnamed New Street at Virginia Village Entrance (signalized)

Wide expanse pedestrian crossings should include mid-point safety refuges, and interior streets and blocks should also be highly walkable. As the southern gateway to downtown Leesburg, the intersection of King Street and Catoctin Circle could also include public art, clear wayfinding signage, and decorative streetscape elements including artistic crosswalks.

Redevelopment Concept Sketch

Legend:
- TOWNHOME
- MIXED USE
- CIVIC
- STRUCTURED PARKING
- PARK

1. High Quality Pedestrian Crossing
2. Central Community Park & Market
3. Trail Connections to Park System
4. Raflo Park
5. W&OD Trailhead

SK4 Implement High Quality Pedestrian Streetscapes

The streetscape along South King Street has continuous sidewalks set back from the curb with a planting strip, overhead streetlights and intermittent planted medians. Over time and through new development, the Town will implement continuous street trees and decorative pedestrian level lighting to encourage walking and pedestrian safety.

The existing streetscape along Catoctin Circle has continuous sidewalks and intermittent street trees, but the sidewalks are not separated from the curb, which results in less pedestrian safety and comfort. In addition, several curb cuts cross the sidewalk, which increases conflict opportunities between pedestrians and motor vehicles. As development occurs, the Catoctin Circle streetscape should be renovated with wide sidewalks separated from the back of curb by a generous planting strip, continuous street trees and decorative pedestrian level lighting. New curb cuts should be minimized by providing access to the site via a new street grid.

SK5 Create a compact, walkable grid of streets connecting to adjacent development.

There is very little street connectivity currently in this opportunity area. Parking lot circulation provides most of the current connections. A new grid network of walkable streets and blocks that connect to existing streets and blocks in adjacent development should be created where possible. Block sizes should be roughly no more than 400 feet by 400 feet in order to provide a highly walkable environment.

EAST MARKET STREET (OLD & HISTORIC DISTRICT TO CATOCTIN CIRCLE)

This focus area is immediately south and east of downtown and straddles two major roads, Catoctin Circle and East Market Street. This subarea of the Crescent District is generally bound by East Market Street to the north, Harrison Street to the west, the W & OD Trail to the south, and Catoctin Circle to the east. Current uses include low-density commercial, light industrial, and residential manufactured homes. The site's proximity to downtown and East Market Street make it both a destination and an eastern gateway into historic Leesburg.

The site is within a 10-15 minute walk of downtown, and a proposed network of pedestrian facilities on the site connect it to the historic grid and complete sidewalk system in downtown. Redevelopment should have a robust mix of new housing opportunities including multifamily units, townhomes, and two-over-twos. A mix of uses that provide neighborhood commercial opportunities at higher densities should be provided along Market Street and Catoctin Circle

frontages. The commercial opportunities should include offices as well as ground floor retail and restaurants to capitalize on visibility from these major corridors. Neighborhood-scaled community open spaces should be located toward the interior of the site and distributed throughout to provide a variety of gathering spaces. New streets in the development should have sidewalks, street trees, and pedestrian level lighting. Key intersections along Market Street and Catoctin Circle should have enhanced pedestrian crossings to support safety and walkability.

The site's phased development should respond to market conditions. For example, the existing light industrial uses may remain and be adaptively reused over time until market forces look for higher density development typologies in the area. New development should capitalize on the proximity to the Washington & Old Dominion (W & OD) Trail by fronting onto the regional park and providing convenient access to the trail with associated amenities. 0

↔ MAJOR CORRIDOR
↔ NEW STREET GRID
— ACTIVE FRONTAGES
→ OPEN SPACE CONNECTIONS
■ OPEN SPACE

CCW1 Encourage a variety of neighborhood-scale open space.

Neighborhood scaled community open spaces should be distributed throughout the site to provide a variety of gathering spaces for employees, residents, and patrons. The concept plan illustration includes a range of space from neighborhood parks roughly one block in size to small pocket parks and plazas that are roughly 40 feet by 40 feet to mid-block tree-lined pedestrian paseos that provide enhanced connectivity and intimate gathering places.

CCW2 Create unique gateways.

The intersection of East Market Street and Catoctin Circle is one of the most prominent eastern entrances to Downtown Leesburg and it provides a key opportunity for gateway treatments. Along with this intersection, the parcels that surround it should be curated in a manner that shows a positive image of the Town and reinforces its identity. The urban design around the intersection, the streetscape treatment of the corridors leading up to the area, and the intersection design all play a vital role in accomplishing this goal. Additionally, the integration of iconic public art will promote a sense of place to make the gateway memorable.

CCW3 Where possible, capitalize on existing open space as an amenity.

The W&OD Trail is part of a signature regional park and connects 45 miles of communities, natural open spaces, and town centers. New development in Leesburg should have frontage on this amenity. Studies show that real estate adjacent to high-quality open space is more successful, and frequent exposure to such open spaces has a positive impact on quality of life and public health.

Development should address the trail while also maintaining an appropriate setback and establishing or preserving naturally wooded or landscaped buffers. Convenient access to the trail should be provided for each development without disturbing the natural beauty that has been established along much of the system. As the trail moves through the town centers of Herndon and Vienna, the trail's context is relatively urban. However, through Leesburg, the trail is buffered extensively and access points seem to be limited to fewer trailheads at road crossings.

CCW4 Focus on walkability & pedestrian safety.

As development occurs and establishes a new network of streets and blocks across the site, a signalized intersection (fixed or actuated) should be considered between Catoctin Circle and Loudoun Street SE along Market Street. This high quality crossing would serve to calm traffic as it nears downtown and provide a safety for pedestrians accessing the north and south sides of Market Street.

Redevelopment Concept Sketch

Legend:

- HOTEL
- MULTIFAMILY
- TOWNHOME & 2 OVER 2
- MIXED USE OFFICE
- PARK PAVILIONS
- PARK

1 Neighborhood Park

2 Gateway & High Quality Crossing

3 Full or Actuated Signal & High Quality Crossing

CCW5 Encourage a mix of housing types at a variety of price points.

New housing in this area should attract a wide variety of residents to establish and maintain a diverse population in Leesburg. Retirees, empty-nesters, families, and young professionals are all looking for housing in more active, mixed-use environments. Attached housing in mixed use, walkable environments offers lower maintenance coupled with convenient access to commercial and open space. Housing types may vary by block, but the layout of the neighborhood should locate housing so that building types of similar massing and scale face each other. At the edges, the scale and massing of new development should relate well to existing development on adjacent lots. The Town should ensure existing regulations allow and support a mix of residential typologies within a single development and ensure fronts face fronts and backs face backs.

CCW6 Provide a grid of connected streets & blocks that weaves into the adjacent neighborhood.

The current street network is limited across the site, but remnants of the historic block pattern remain along the western edge where South Street SE and Royal Street SE connect to Harrison Street SE. A new network of pedestrian- and neighborhood-scaled streets and blocks should be established with all new development. New streets should connect to the existing block network established along the Harrison edge of the site, and block sizes should be roughly no more than 400 feet by 400 feet in order to provide a highly walkable environment.

CCW7 Implement high quality pedestrian streetscapes.

The streetscapes along Catoctin Circle and East Market Street have continuous sidewalks and intermittent street trees, but the sidewalks are not separated from the curb, which results in less pedestrian safety and comfort. In addition, several curb cuts cross the sidewalk, which increases conflict

opportunities between pedestrians and motor vehicles. As development occurs, or with Town led projects, the Catoctin Circle streetscape should be renovated with wide sidewalks separated from the back of curb by a generous planting strip, continuous street trees and decorative pedestrian level lighting. Curb cuts should be minimized by providing access to the site via a new street grid.

EAST MARKET STREET (CATOCTIN CIRCLE TO PLAZA STREET)

This subarea of the Crescent District is generally bound by Catoctin Circle to the west, East Market Street to the south, Plaza Street to the east and a host of properties along Edwards Ferry Road NE to the north. Current uses include low-density commercial with a retail emphasis. The site's proximity to downtown and E Market Street makes it both a destination and an eastern gateway into historic Leesburg.

Similar to other areas along the East Market Street corridor, this area has the potential to support new development and redevelopment that benefits the larger Leesburg Community. A combination of regional and local-serving commercial, residential units, office space, and civic uses will create a robust, centrally located mixed-use center for Leesburg. Regional employment, shopping, and hospitality uses will be drawn to this location due to its position

along a major corridor and proximity to downtown. Neighborhood-scale retail, services, and office uses will also have a place in this center alongside larger regional and national brands. The range of housing types should be primarily multifamily and townhomes which will appeal to a diverse range of demographic groups. A connected system of multi-modal streets will provide on-street parking, wide sidewalks, street trees, pedestrian-level lighting and other amenities typically found in urban neighborhoods. Blocks should be scaled to encourage walkability and connectivity

throughout the regional center, as well as provide connectivity to adjacent areas. Shared parking in structured decks should be provided throughout the development. A central park will anchor the core of the district and provide a public space that is large enough to host town-wide events, but small enough for daily neighborhood activities.

Given the size of this area, it also provides opportunities for a large civic or cultural space which is strongly desired by Town residents.

↔ MAJOR CORRIDOR

↔ NEW STREET GRID

— ACTIVE FRONTAGES

■ CIVIC/CULTURAL ANCHOR

■ OPEN SPACE

CCE1 Establish a new town center.

The proposed concept illustrates a vibrant "town center" with a carefully curated mixture of uses that include employment, retail, restaurant, and entertainment facilities. The design is also characterized by a series of high-quality streets and public spaces including the district's central green and civic building. The plan encourages active ground floor uses and a high degree of transparency on building façades that line public spaces to provide visual permeability and enhance interest and safety. Public entrances to buildings should also be easily identifiable and accessible.

CCE2 Encourage a new cultural facility in the new town center.

The town center concept plan is anchored by a signature civic hub—a cultural center that will establish and preserve Leesburg's heart, heritage, and social fabric while increasing the quality of life for the community. The iconic structure should support a memorable sense of place and also have significant economic development impacts for Leesburg. The facility should be utilized to attract talent and provide residents with a variety of inclusive programming, educational opportunities, and events.

CCE3 Provide a variety of public gathering spaces.

The plan strives to ensure all citizens are within a 5-10-minute walk of a park, playground, or other green space. The central park space should be flexible enough to host community-wide festivals as well as support everyday neighborhood activities. Public streets encircle the park and buildings front on the space. The proposed cultural facility's programming should promote the use of the green space during events such as movie nights and farmers markets. The concept plan promotes the creation of smaller, more intimate neighborhood spaces that foster casual meetings and activities.

These will become local "places" in their own right and impart distinct senses of identity to the various neighborhoods. Public art is an effective tool for turning space into "place" by creating a sense of identity and memorability. This extends beyond the traditional notion of a statue in a plaza and can include sensory installations using sound and light, interactive art, and the intersection of physical and digital worlds. District-level art programs and event planning within the varying scales of public spaces should both serve the needs of Leesburg residents and become a regional focus in creative placemaking.

CCE4 Create a compact, walkable grid of streets connecting to adjacent developments.

There is no street network currently on the site, only parking lot circulation. Create a new grid network of walkable streets and blocks that connect to existing streets and blocks in adjacent development where possible. Block sizes should be roughly no more than 400 feet by 400 feet in order to provide a highly walkable environment.

Redevelopment Concept Sketch

Legend:
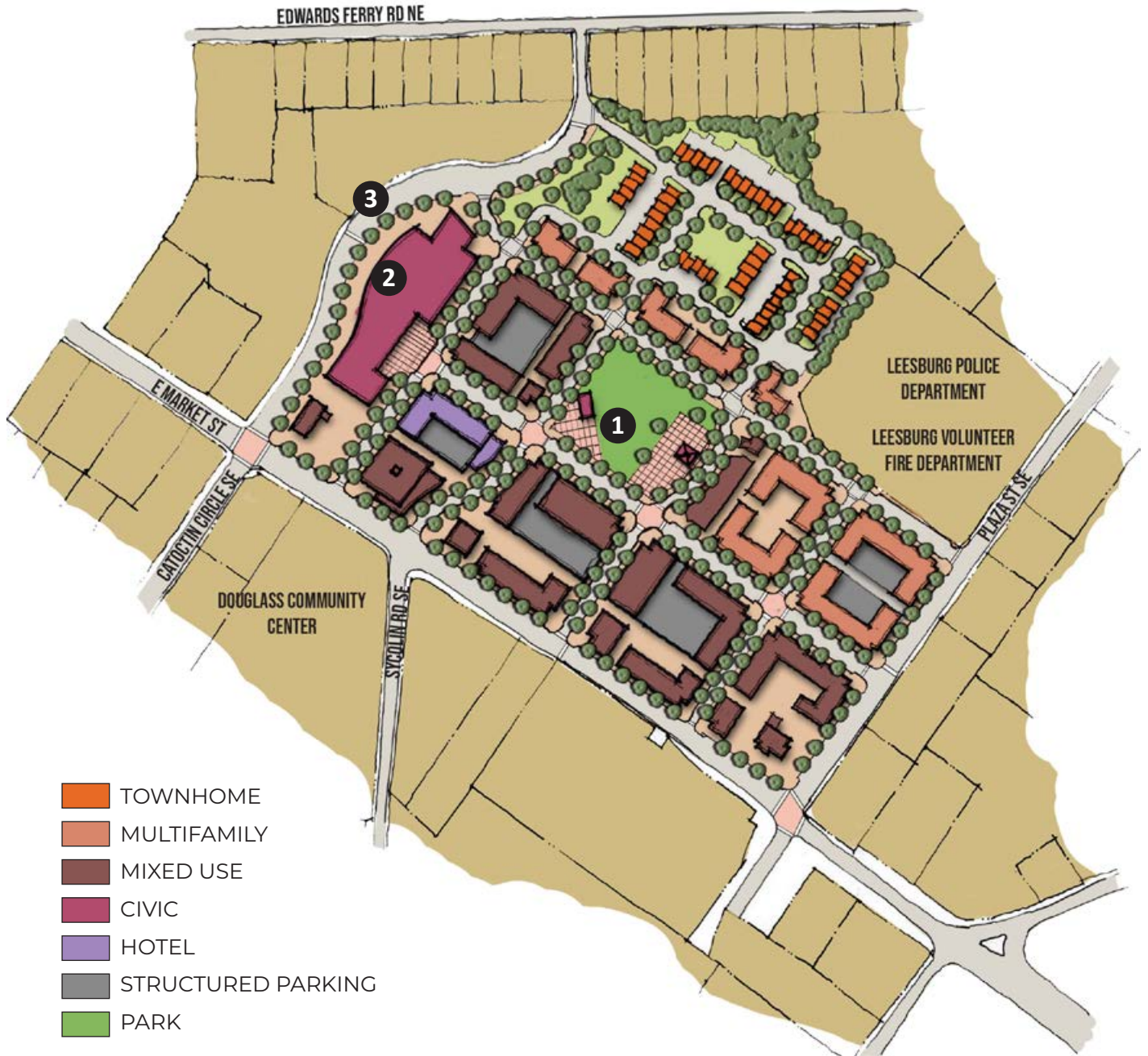
- ■ TOWNHOME
- ■ MULTIFAMILY
- ■ MIXED USE
- ■ CIVIC
- ■ HOTEL
- ■ STRUCTURED PARKING
- ■ PARK

1 Central Community Park

2 High-Quality Pedestrian Crossing

3 Significant Cultural Facility

CCE5   Focus on walkability & pedestrian safety.

Inside the regional center, streets and blocks should be highly walkable, but pedestrians and bicyclists also need safe access into the development, which means crossing exterior roads comfortably. While many of these crossings will either be enhanced existing crossings or new crossings at existing intersections, Catoctin Circle between the intersections with East Market Street and Edwards Ferry Road NE will require a mid-block crossing that will likely need pedestrian signalization such as the High Intensity Activated Crosswalk (HAWK) / Pedestrian Hybrid Beacons (PHB). All wide expanse pedestrian crossings should include mid-point safety refuges.

CCE6   Implement high quality pedestrian streetscapes.

The streetscape along Catoctin Circle has continuous sidewalks set back from the curb with a planting strip, overhead streetlights and intermittent street trees. Continuous street trees and decorative pedestrian level lighting to encourage walking and pedestrian safety should be implemented.

The existing streetscape along East Market Street has continuous sidewalks and street trees, but the sidewalks are not separated from the curb, which results in less pedestrian safety and comfort. As development occurs or through Town projects, the East Market Street streetscape should be renovated with wide sidewalks separated from the back of the curb by a generous planting strip, continuous street trees and decorative pedestrian level lighting.

Opportunity Area No.2—Edward's Ferry & US 15 Bypass Activity Center

This area surrounds the intersection of Edwards Ferry Road NE and the US 15 Bypass and runs south along Fort Evans Road. Current uses in the area are generally big box and regional commercial. Visitors drive to and between destinations because they are not well-connected. The area is largely built out, but as businesses move out, there is potential for more pedestrian-friendly redevelopment in the area with amenities that serve the community.

The Town Plan recommends reinvestment in the activity center to become a more walkable destination —primarily a drive-to, park-once environment —with a mix of complementary land uses and integrated open space. Infill development and redevelopment should be widespread—up to 40% of the activity center— and represented by low- and mid-rise buildings up to four stories tall. Taller buildings and more urban parking strategies—on-street parking, parking decks, and shared-use parking strategies—should reduce the future development footprint (lot coverage) and provide more opportunities for connected-open-space throughout the activity center (returned to the Town via requirements in the development review process). Pocket parks, public plazas, and community gathering areas should be added throughout the activity center to make open space a prevalent feature in the area.

New uses in the activity center should be mixed-use and moderate-density. More walkable development patterns and intensities should favor a mix of residential dwelling units and nearby office, restaurant, and retail destinations either block-by-block or in the same building. Surrounding residential neighborhoods should be physically and visually connected to the activity center.

Recommendations for the new activity center embrace changing market conditions and community preferences to make the Edwards Ferry and US 15 Bypass Activity Center an important destination in East Leesburg.
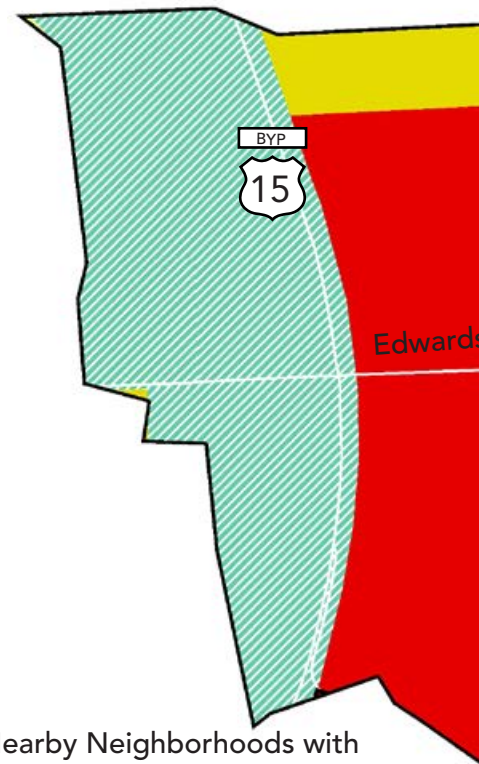

1 Integrate Nearby Neighborhoods with New Mixed Use Activity Centers

The mixed-use activity centers recommended west of the US 15 Bypass should be connected to, and serve the needs of, nearby neighborhoods along Edward's Ferry Road west of Plaza Street. Development in both areas should be oriented toward Edward's Ferry Road and Heritage Way using a scale and character that acknowledges the adjacent neighborhoods and their needs to connect with the activity centers.

2 Redevelop Existing Shopping Centers into Destinations that Promote Different Experiences

Existing shopping centers in the area should redevelop as more desirable destinations in the community, and owners should rethink their design to include uses, themes, and features that are more immersive, interactive, and technology-enhanced for visitors. Emphasis on the experience of the visit will keep the centers vibrant and popular as trends for traditional brick-and-mortar retail centers continue to change.

Innovation Center

Retail Center

Mixed Use Center (Retrofit)
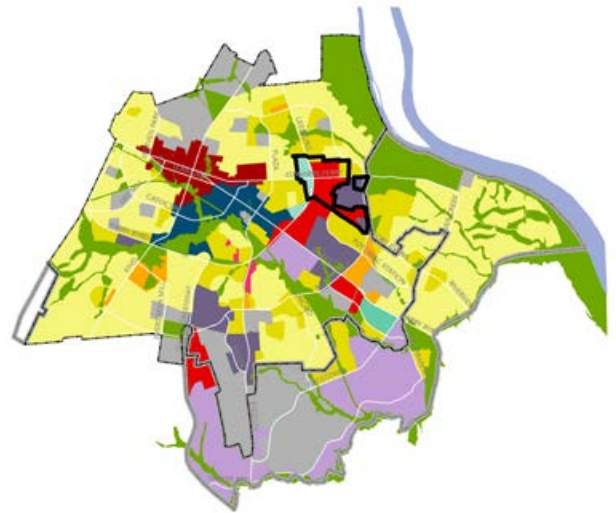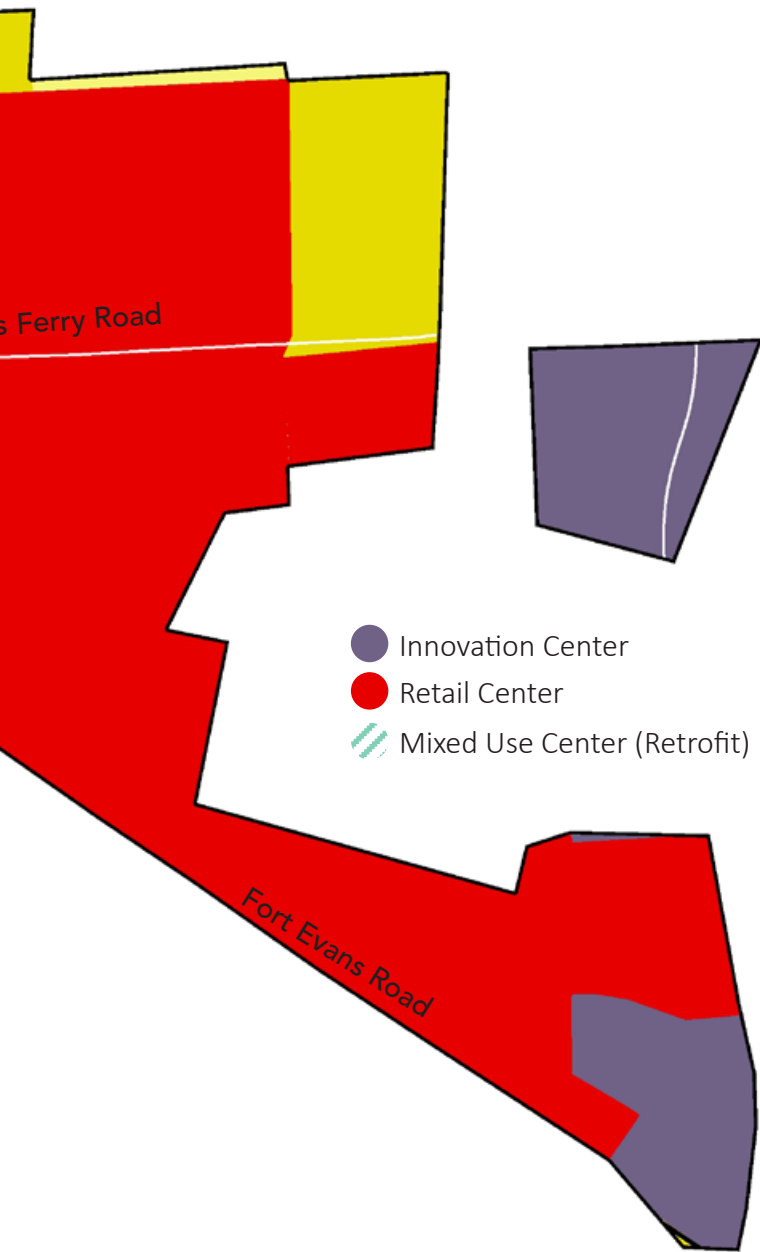
The map details character areas assigned to the Edward's Ferry & US 15 Bypass Activity Center in the Future Land Use Map (see Chapter 3).

s Ferry Road

Fort Evans Road

3 Acknowledge Visitors to the Centers Will Largely Drive to Them in the Future

The location of the new activity centers in Leesburg and their proximity to US 15 Bypass and Battlefield Parkway favors automobile travel for most visitors. However, the visitors' experience once arriving at the centers should be at the pedestrian-scale, and the placement of parking, design of internal streets, orientation of buildings, and emphasis on public space in the centers should all reinforce a safe and interesting walkable environment.

4 Identify Opportunities to Connect All Four Activity Centers at the Intersection

Explore intersection improvements, or future internal street connections, that would safely and efficiently connect one or more of the new activity centers by automobile or walking trip.

EDWARDS FERRY &
LEESBURG BYPASS

The Edwards Ferry/US 15 Opportunity Area is on the east side of town at the intersection of Edwards Ferry Road NE and the US 15 Bypass. The area is generally bound by Heritage Way NE on the west, Fort Evans Parkway NE on the south, Battlefield Parkway NE on the east, and the boundaries of the commercial properties on the north. The area is characterized by low density uses surrounded by surface parking areas. Buildings are aging and as businesses (such as Walmart) move out, there is potential for new development that benefits the surrounding community. This new development could be accomplished through infill development to phase in across the site as conceptualized on the following pages.

The site's location is within one mile of historic downtown and is surrounded by residential

Edwards Ferry Road NE
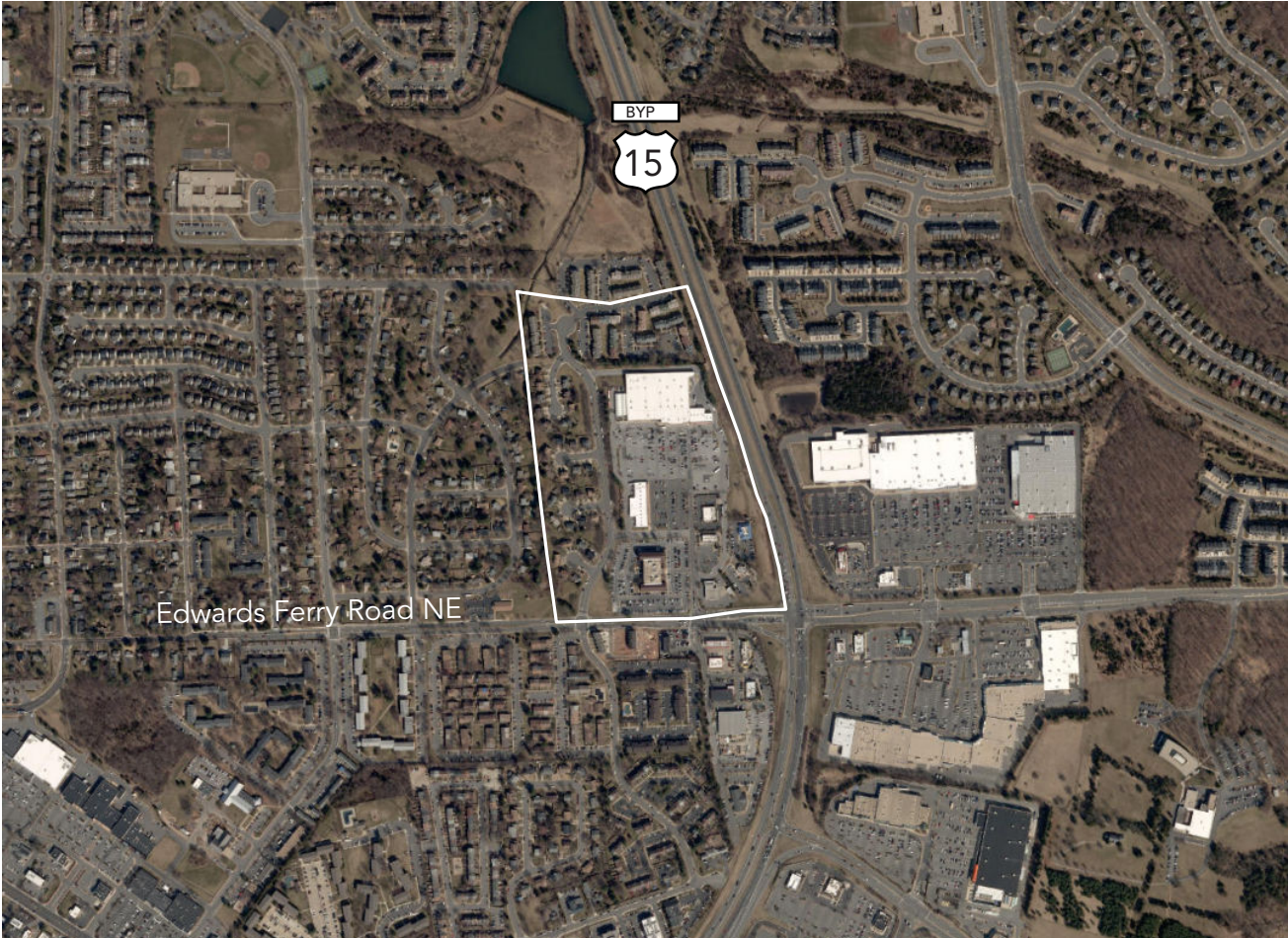
neighborhoods which presents interesting opportunities for future redevelopment. Redevelopment should have a mix of uses that serve the surrounding neighborhoods. These residents currently lack access to public open space and daily commercial amenities within walking distance. An employment campus should anchor the development with supportive uses such as hospitality and structured parking that serves multiple uses on the site including public parking for community open space. New

streets in the development should have wide sidewalks, street trees, and pedestrian level lighting. Key intersections along surrounding roads should have enhanced pedestrian crossings to support safety and walkability. The site should be developed in phases to respond to market conditions and existing lease terms.

⟷ MAJOR CORRIDOR
⟷ NEW STREET GRID
— ACTIVE FRONTAGES
▆ OPEN SPACE
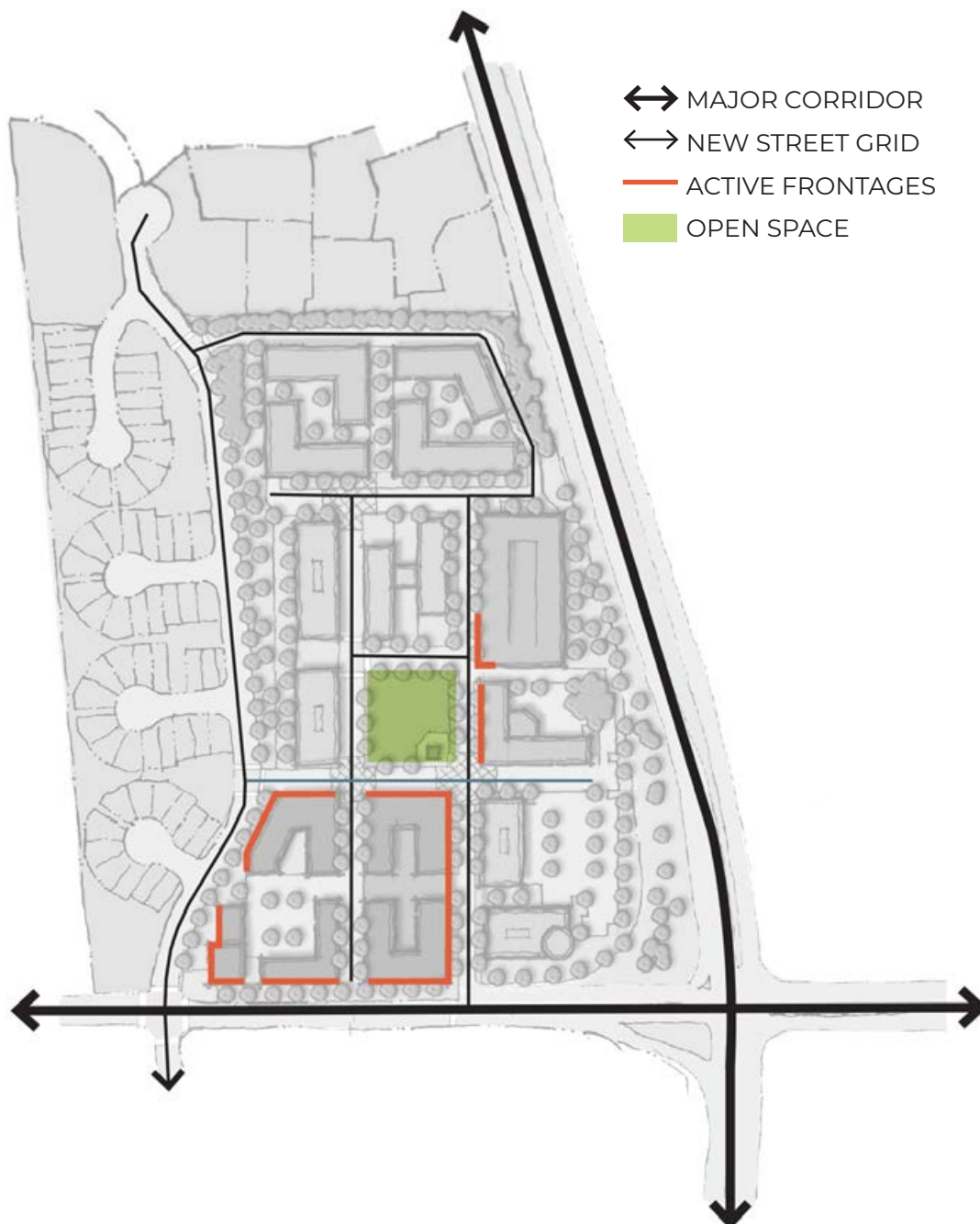
Phase 1

Typical layout for a conventional big box retail store, located several hundred feet back from the street with a large surface parking lot.
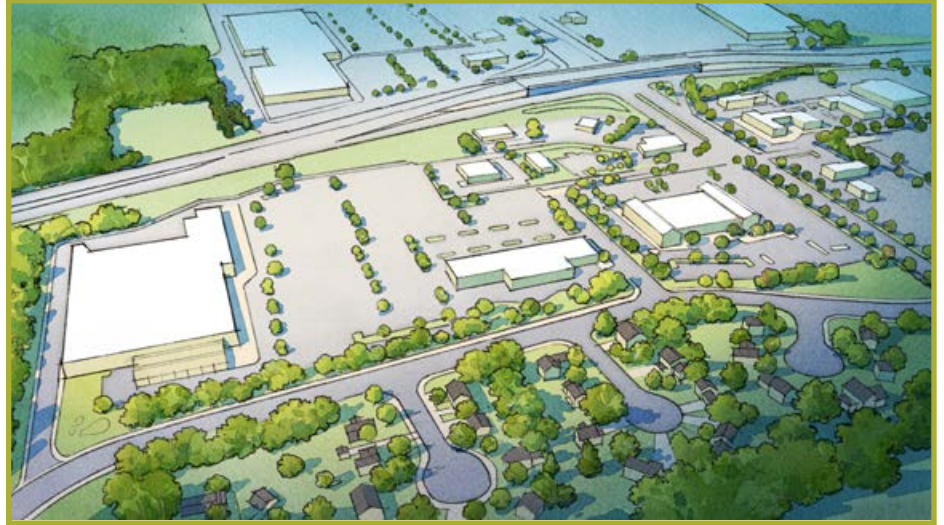
Phase 2

Outparcels begin to develop with small retail, including sidewalks and green spaces.

Phase 3

Conversion of surface parking lot to small retail begins, with parking provided in the rear. Residential is added to the mix.

Phase 4

Parking conversion continues. New buildings support a mix of uses and intensities; multi-family residential, office, retail, and entertainment.

Phase 5

Continued conversion, with multiple mixed-use blocks, walkable streets, and central plazas.

Phase 6

Big box store is demolished and replaced with additional mixed-use. Full development potential is realized.

EF1 Provide connectivity and open space opportunities with new development.

The plan depicts a three-quarter acre green space surrounded by public streets as a central feature of the area. A neighborhood gathering space enhances the value of surrounding development and provides a necessary amenity for the proposed employment, residential, retail, and hospitality uses in the area. Surrounding buildings front onto the space and provide "eyes" which promote safety. Whether publicly or privately built and/or managed, the space should be publicly accessible. In addition to a primary central open space, a network of small plazas and courtyards provide a range of public space types that give options to visitors, employees, and residents to enjoy.

In neighborhoods to the west along Heritage Way NE, the concept plan integrates green spaces as organizing elements and utilizes abundant common areas between blocks for community open space. The neighborhoods should be linked by a network of off-street pedestrian paths in these common areas that will provide pedestrian and bicycle connectivity for residents to other nearby multi-use facilities.

EF2 Encourage a regional employment center and a vibrant mix of uses.

Loudoun County currently has public offices housed on the site, and the plan exploits this as an opportunity to create a government employment cluster. With the site's proximity to US 15, corporate office and hospitality with highway visibility should be encouraged along the eastern edge of the site with a structured parking deck that supports

the entire site. The former Walmart could be adaptively reused as additional office space or house a new retail tenant while new office buildings with structured parking infill on the large surface parking areas. Given the proximity to adjacent residential neighborhoods, a portion of the site should be redeveloped with mixed use buildings having residential units on upper floors and neighborhood serving retail activating the ground floors.

EF3 Provide enhanced pedestrian crossing at key intersections and connected sidewalks around and through the site to encourage walkability and safety.

The plan promotes high-quality pedestrian crossings at three intersections around the site: Heritage Way NE/Unnamed entry road just north of Wythe Court NE; Heritage Way NE/Edwards Ferry Road NE; and Edwards Ferry Road NE/Unnamed entry road just west of US 15. Some crosswalks and pedestrian countdown signals exist, but upgrading crosswalks to high-visibility, decorative, or otherwise enhanced facilities and adding new facilities where none exist promotes walkability in the area and between developments.

EF4 Prioritize Employment Uses.

The concept plan for this area depicts residential uses but this should not be the focus of redevelopment efforts. Given limited availability of land in the area, this area should be prioritized for employment uses and uses that benefit the surrounding community. Residential uses should be viewed as a component of redevelopment efforts rather than the rationale.

Redevelopment Concept Sketch

OFFICE
MIXED USE
STRUCTURED PARKING
HOTEL
MULTIFAMILY
PARK

HERITAGE WAY NE

HERITAGE WAY NE

LEESBURG BYPASS

EDWARDS FERRY RD NE

Opportunity Area No.3—Eastern Gateway District

The Eastern Gateway District includes land along East Market Street outside of the US 15 Bypass. Land uses in the area today include regional shopping and employment centers, as well as a mixed-use development, including retail, residential, and offices (Village at Leesburg). In a portion of the district, visitors drive to and between destinations because they are not well-connected. However, the Village at Leesburg is an area where visitors can park once and walk to many destinations. Future development in this area would take place on primarily on vacant parcels and through redevelopment in the vicinity of Cardinal Park Drive.

This area is further guided by the Eastern Gateway District Small Area Plan. It should include a mix of suburban uses and intensities that have evolved over time in the area, while also targeting employment uses for the remaining vacant properties as a means to encourage economic development and increase the number of jobs in Leesburg. Future development in the employment centers should emphasize an innovation village concept with a design, scale, character, and intensity that emphasizes technology, creativity, and forward-thinking.

Land uses in the area could support a corporate headquarters, research and development campus, manufacturing center, or other centers of excellence, and the nearby retail businesses and housing options needed to serve its employees. Office, retail, and potentially a limited number of residential uses—primarily above retail or office space on the first floor of the building—should be mixed within the center either in the same building or nearby blocks.

Taller buildings and more urban parking strategies—on-street parking, parking decks, and shared-use parking strategies—should reduce the future development footprint (lot coverage) and provide more opportunities for connected open space throughout the new employment centers. Pocket parks, public plazas, and community gathering areas should be added to the overall design of the centers to make open space a prevalent feature in the area.
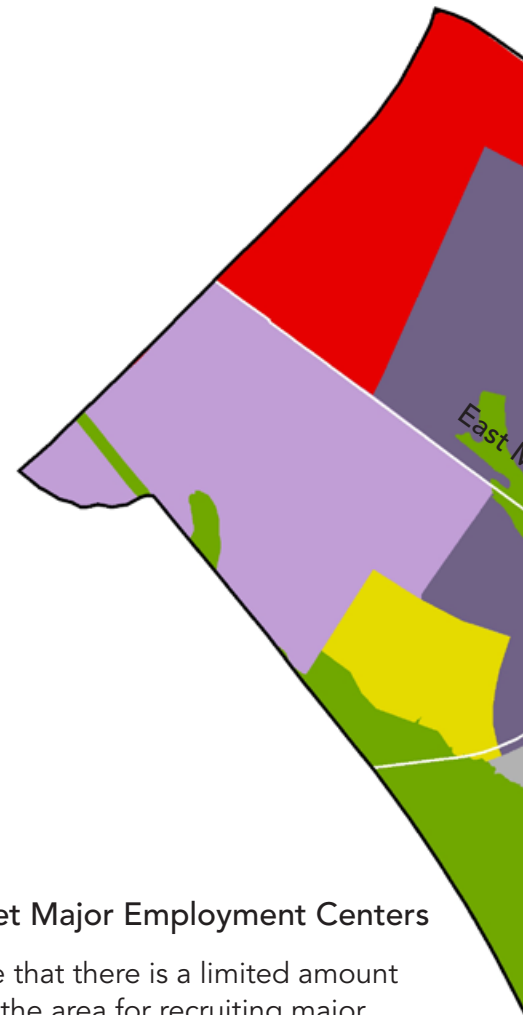
1 Target Major Employment Centers

Recognize that there is a limited amount of land in the area for recruiting major employers to the Town, and safeguard these locations for development as "innovation centers" described in Chapter 3 of the Town Plan.

2 Redevelop Existing Shopping Centers into Destinations that Promote Different Experiences

Existing shopping centers in the area should redevelop over time as more desirable destinations in the community, and owners should rethink their design to include uses, themes, and features that are more immersive, interactive, and technology-enhanced for visitors. Emphasis on the experience of the visit will keep the centers vibrant and popular as trends for traditional brick-and-mortar retail centers continue to change.
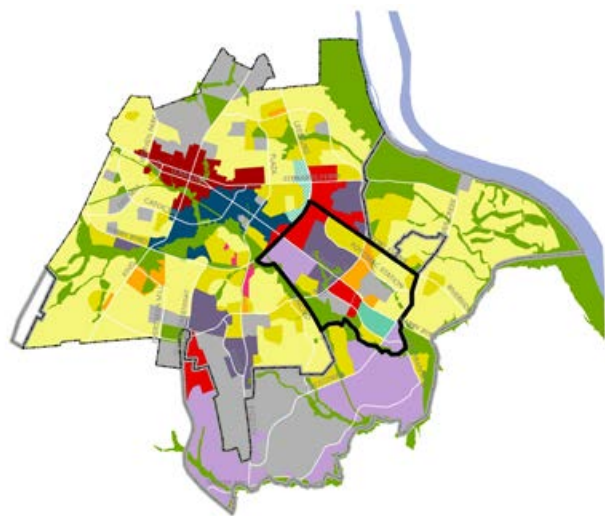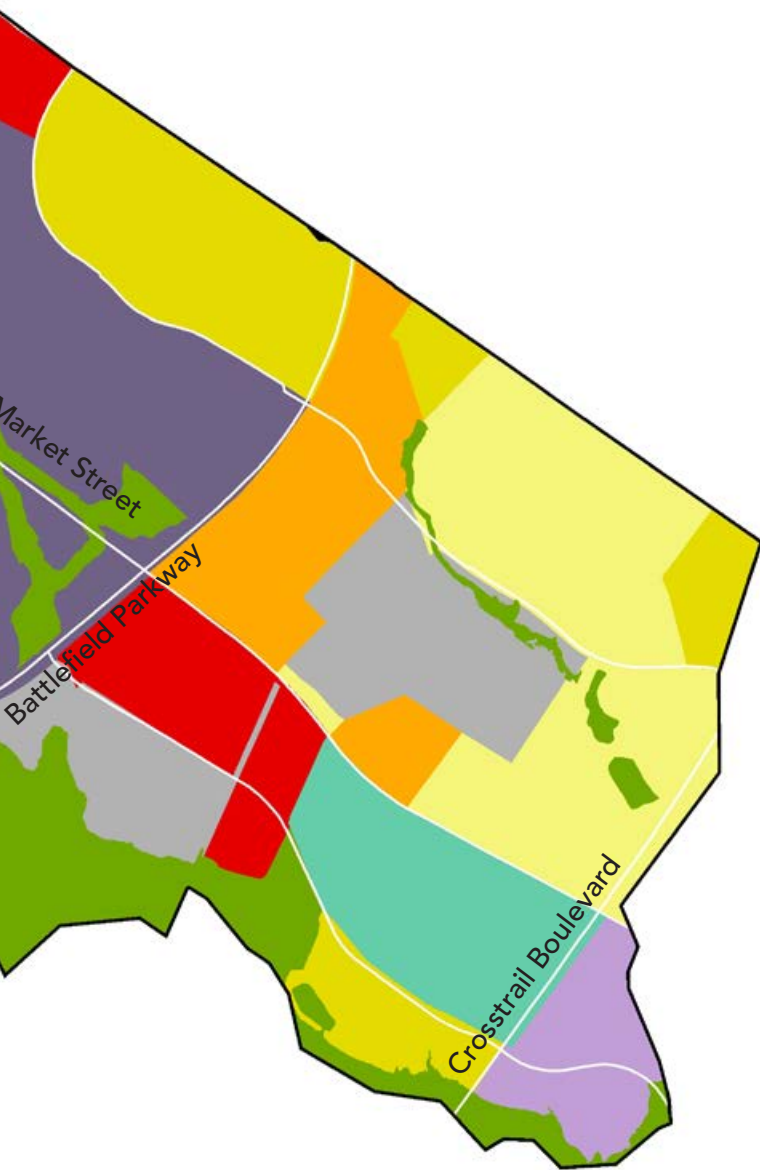
The map details character areas assigned to the Eastern Gateway District in the Future Land Use Map (see Chapter 3).

- 🟣 Innovation Center
- 🔴 Retail Center
- 🟢 Mixed Use Center
- 🟣 Business & Industrial
- 🟠 Neighborhood Center
- ⚪ Special Use
- 🟢 Open Space

3 **Implement Gateway District and Eastern Gateway Small Area Plan**

The Eastern Gateway District Small Area Plan and Gateway District Overlay Zone provide additional guidance for development in this area. In addition, the Streetscape Plan provides guidance to improve the appearance of East Market Street through the District.

4 **Use the District as an Opportunity to Expand the Town's Development Portfolio**

Areas identified for Business & Industrial as well as employment centers offer some of the last opportunities in Leesburg to build and recruit businesses that require either a campus development pattern or an integration of uses and buildings that support real innovation centers. The Town will protect and promote these areas with economic development strategies that highlight the advantages of business proximity, economies-of-scale, or opportunities to be centers of excellence.

Opportunity Area No.4—Leesburg Executive Airport

The Leesburg Executive Airport area is generally south of Battlefield Parkway with portions both in Town limits and the Joint Land Management Area. The area offers a unique location in the region for recruiting economic development interests. Airport and related activities should be targeted for portions of the area identified for office and light industrial development. The majority of office uses in the area are currently occupied by Loudoun County Government. Compass Creek is a master planned community that includes office, retail, flex industrial, hotel, and supporting land uses. Major arrivals to the area are the new Walmart and Ion International Training Center, and a number of fast food restaurants recently approved for construction.

The remainder of the site is envisioned as an innovation village with a design, scale, character, and intensity that emphasizes technology, creativity, and innovation. This area is one of the single most important areas in the Town for Economic Development related efforts. Uses in the area should support a corporate headquarters, research and development campus, manufacturing center, or other centers of excellence and the nearby retail businesses and housing options (sometimes above retail or office space on the first floor of a building) needed to serve its employees. Given the proximity to the airport and the intensity and type of uses envisioned here, residential development would not be compatible.

Taller buildings (minimum of three stories) and more urban parking strategies—on-street parking, parking decks, and shared-use parking strategies—reduce the future development footprint (lot coverage) and provide more opportunities for connected open space throughout the activity center (returned to the Town via requirements in the development review process). Pocket parks, public plazas, and community gathering areas should be added throughout the area to make open space a prevalent feature in the activity center.

Recommendations for the new activity center acknowledge market trends that are changing to meet the needs of a more creative class of workers anticipated in the future.

**1 Support Operations at Leesburg Executive Airport**

Continue to support long-term plans and operations at the Leesburg Executive Airport captured in the Airport Master Plan, including land use and building height compatibility around the airport and protection of designated runway protection zones.

2 Use the District as an Opportunity to Expand the Town's Development Portfolio

Areas identified for employment centers in the Compass Creek community offer some of the last opportunities in Leesburg to build and recruit businesses that require a large development footprint. Protect and promote the centers with economic development strategies that highlight the advantages of a large, single site and close and convenient access to major transportation corridors. Uses targeted for the centers should be compatible with the Leesburg Executive Airport.

3 Annex the Land into the Town

Town officials should formally annex the land generally bounded by the Leesburg Executive Airport on the east, Shreve Mill Road on the south, Dulles Greenway on the west, and Dulles Greenway Exit Ramp 2B on the north for the purposes of economic development and local tax base increases.
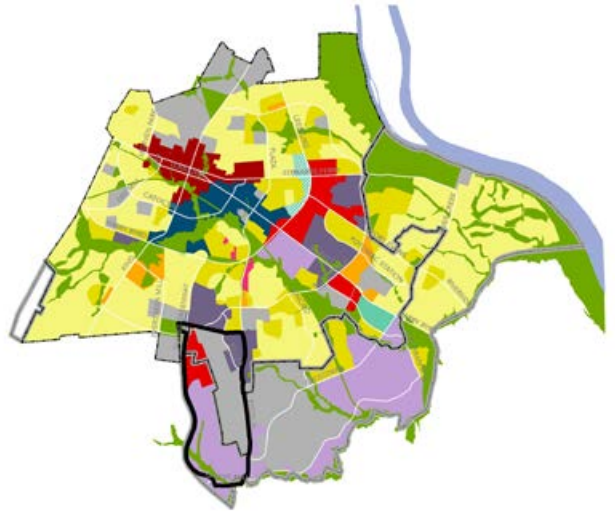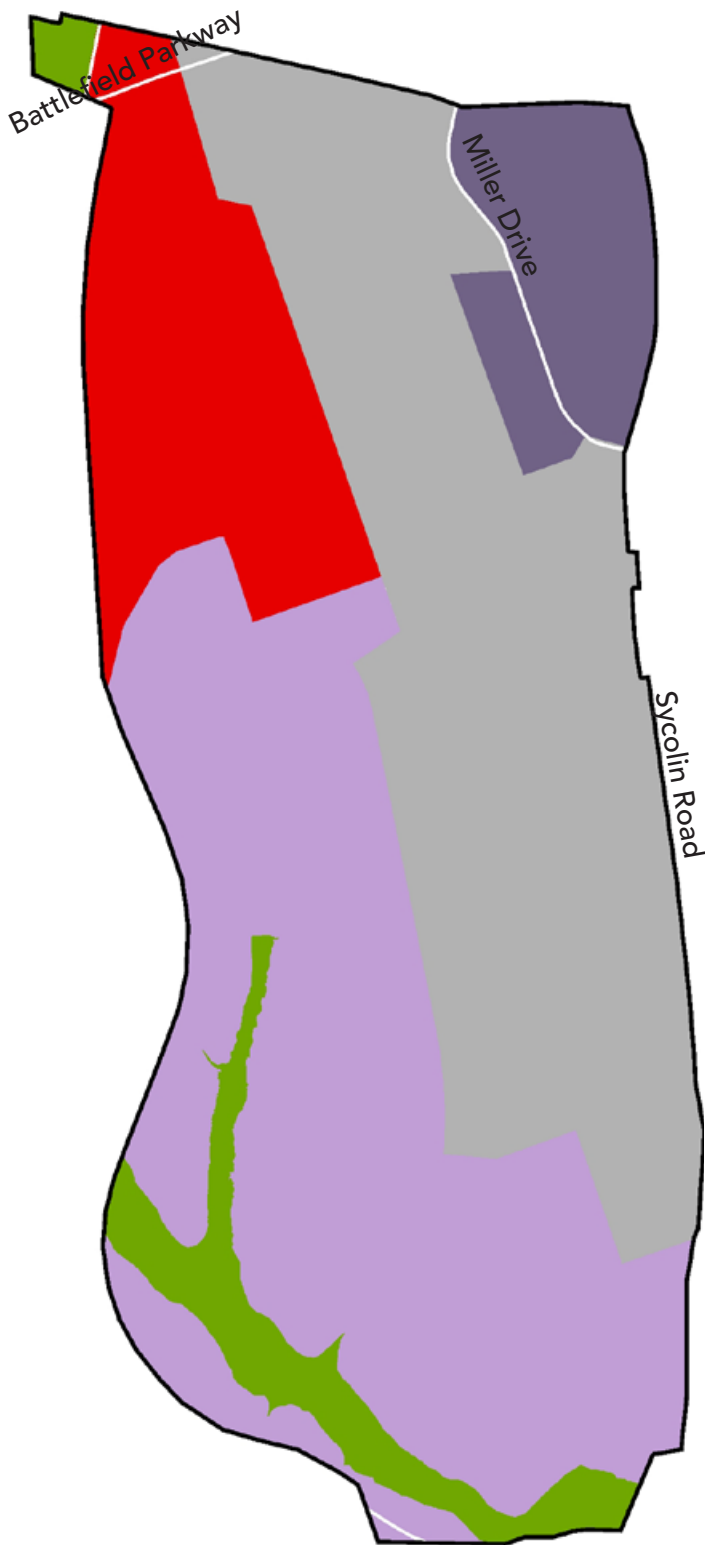
The map details character areas assigned to Leesburg Executive Airport in the Future Land Use Map (see Chapter 3).

Legend

- Innovation Center
- Retail Center
- Business & Industrial

Opportunity Area No.5—Meadowbrook Area

The Meadowbrook area borders South King Street and Route 7 and is completely undeveloped. It is surrounded by residential uses. The Town Plan recommends a neighborhood center in this area with a mix of small-scale commercial and residential uses to help fulfill the daily needs of the surrounding community.
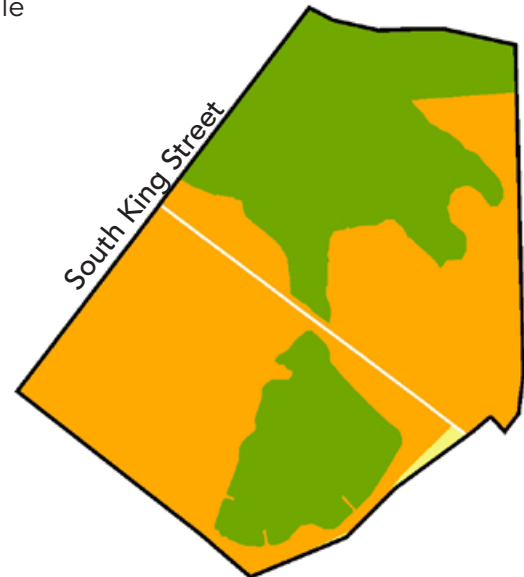
1 Maintain Compatibility with Residential Uses

Neighborhood commercial uses in close proximity to existing neighborhoods should be limited to operations that are low-intensity, unobtrusive, and at a scale and design compatible with nearby residential development. The design of the neighborhood center should transition effectively between residential and non-residential uses, and focus density and intensity toward US 15 with appropriate transitions to less intense edges of the neighborhood center.

The map details character areas assigned to the Meadowbrook Area in the Future Land Use Map (see Chapter 3).

🟧 Neighborhood Center

🟩 Open Space

2 Provide Safe & Convenient Access to the Center

Provide safe and convenient bicycle and pedestrian access to the neighborhood center from surrounding residential areas. Internal street connections, if-when-where physically-feasible, between the neighborhood center and adjacent residential areas should be evaluated, and concerns mitigated, to minimize cut-through traffic in the residential areas. In some cases, the connection between the neighborhood center and adjacent residential areas might prohibit vehicle access between the two areas in favor of bicycle and pedestrian connections only.

An example of a bicycle-pedestrian only connection between a CVS Pharmacy and adjacent neighborhood in Jupiter, Florida is provided on the following page. This application was used to mitigate cut-through traffic concerns for the neighborhood while maintaining convenient access to the nearby center for residents.

3 Consider Building Architecture as a Transitional Element

Architectural elements can serve as important transitional features for new neighborhood centers or new homes surrounding them. Where a clearly established building character is established in existing residential neighborhoods adjacent to the center, new development should blend with nearby buildings through the use of similarly sized and patterned architectural features such as windows, doors, awnings, porches, cornices, façade materials, roof types, or other details.
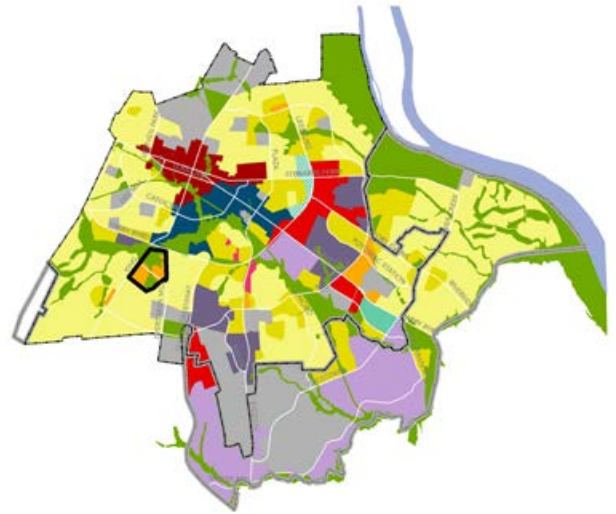
4 Serve the Daily Needs of Surrounding Neighborhoods

Favor land uses and destinations in the neighborhood center that serve the daily needs of surrounding neighborhoods versus attracting visitors driving from points further away in Leesburg.

5 Provide Appropriate Open Spaces

New development occurring on the Meadowbook property should provide well integrated open spaces serving a variety of functions. While land associated with floodplain areas should be preserved in its natural state, some land should also be dedicated to usable open spaces such as parks and plazas that could benefit the surrounding community.
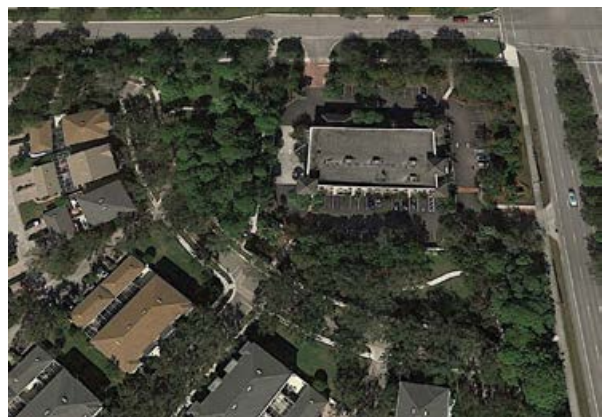
Example of bicycle/pedestrian connections in Jupiter, Florida. (Images courtesy of Google Earth and Google Maps.)

Opportunity Area #6 - Liberty Street Lot

The Liberty Street public parking lot is an example of a downtown infill redevelopment opportunity that can rely on a Public Private Partnership. This Town owned parking area is on the south side of historic downtown only two blocks from the core. The area in the images below include public parking, private parking, vacant lots, and existing buildings.

Increased reliance on shared parking as proposed throughout this document could free up land in this area for future infill development that can strengthen the downtown core. Additional residential and hospitality uses will activate downtown and should be constructed in an appropriate scale and designed in accordance with the Old and Historic District Guidelines.

LS1 Encourage residential, hospitality, and mixed use infill development to further activate downtown.

The plan encourages downtown to be a vibrant people place. New development should fit within the historic character of downtown while also introducing modern architectural materials and design features. The concept promotes additional residential and hospitality uses in downtown, which is currently characterized by abundant civic, employment, and restaurant/retail uses.

Current employment downtown provides daytime activity on the streets and within the shops, but future residential and hospitality patrons will activate the area with 18 hours of vibrancy. Shops and restaurants will be compelled to stay open longer for new residents and visitors staying in hotels.

⟷ MAJOR CORRIDOR
⟷ NEW STREET GRID
— ACTIVE FRONTAGES
→ OPEN SPACE CONNECTIONS
▇ OPEN SPACE
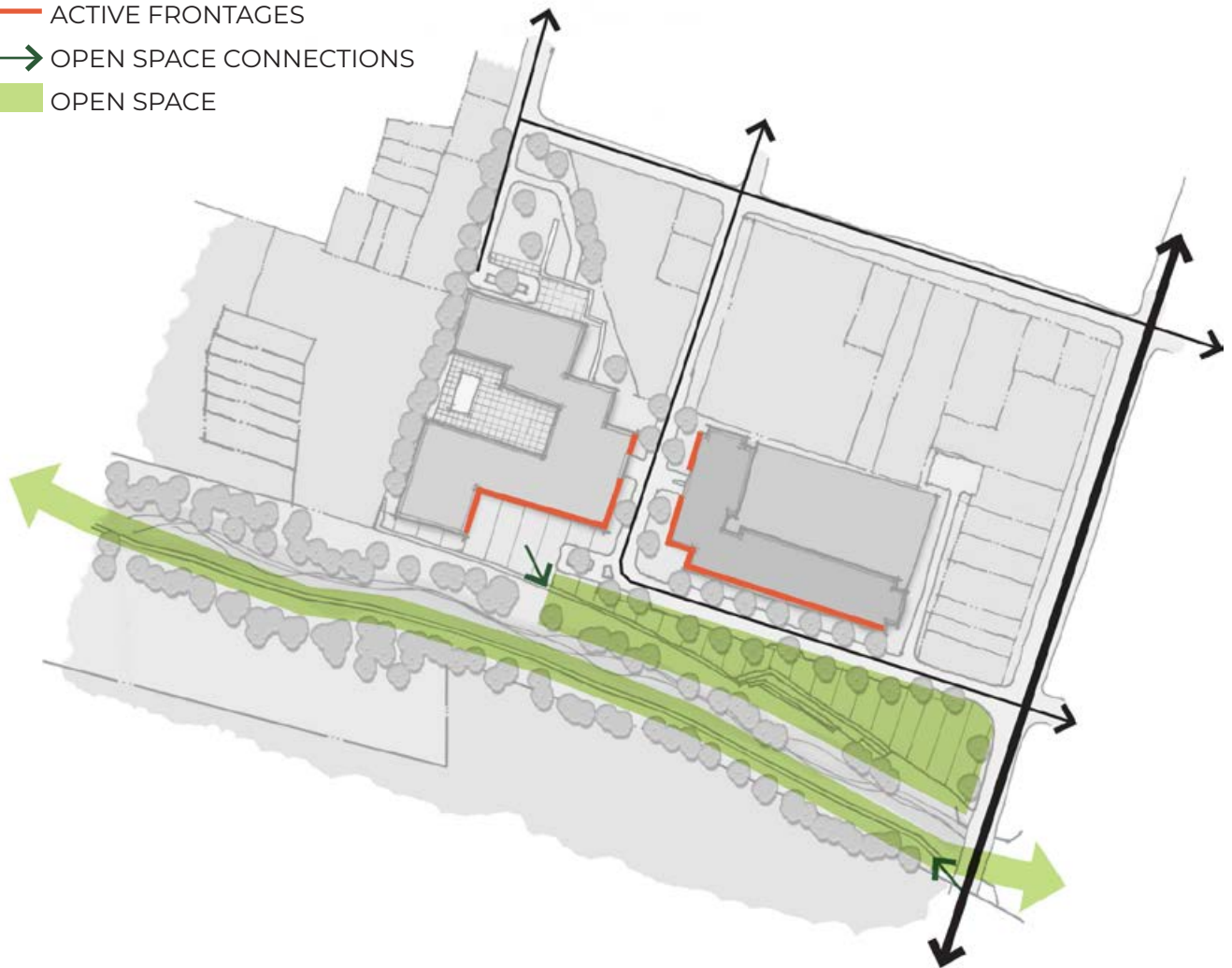
LS2 **Site and public space design should engage the open space along Town Branch and the W&OD Trail as a natural amenity, where appropriate.**

The W&OD Trail is part of a signature regional park and connects 45 miles of communities, natural open spaces, and town centers. The Town and Development community should would closely with the Northern Virginia Regional Park Authority to better relate development to the trail. Ideally, Downtown infill development would engage the trail as an amenity and front buildings on the trail where possible instead of turning a back door to it. Public spaces should be designed and oriented toward the trail-facing side of the development as well as those facades facing public streets.

Public access points should be provided from the existing grid of streets to the trail at regular intervals, at least one per block. Development should address the trail while also maintaining an appropriate setback and establishing an urban landscaped or hardscaped buffer. As the trail moves through the town centers of Herndon and Vienna, for example, development and public open spaces, like town greens and plazas, interact with the trail and the buffer condition is urban in character. The same conditions are appropriate for segments of the trail that pass through downtown and other active urban centers in Leesburg.

LS3 **Develop a district-wide parking strategy for downtown.**

While some level of site specific parking should be provided in downtown, common parking areas that serve the entire district should be the ultimate goal for this compact, walkable destination. Ample on-street parking should also be provided throughout downtown to support centralized parking locations. As previously discussed, surface parking is not the highest and best use for downtown property in many cases. Strategically located common parking areas for the district should encourage a "park once and walk" environment.

The Liberty Street area as shown in the map on the following page should play an integral role in the downtown parking strategy. Existing parking on the Town's surface lot should be replaced with new structured parking available to the general public.

Redevelopment Concept Sketch

Legend:
- HOTEL
- MIXED USE
- PLAZA
- PARK
- STRUCTURED PARKING
- P PUBLIC PARKING

Artistic impression of an enlivened and enriched South Street SW including pedestrian/open space improvements and amenities supported by active ground floor uses.

OTHER PARCELS FOR SPECIAL CONSIDERATION

Several smaller parcels in Town have a unique set of issues and constraints that should be considered in planning for their future. These issues can include anything from special design considerations to environmental features to particular needs of the adjacent community. These parcels are identified here.

THIS SECTION WILL BE REFINED OVER TIME WITH PLANNING COMMISSION INPUT AND A MAP SHOWING SPECIAL PARCELS WILL BE ADDED.

1 Westpark

The old Westpark Golf Club has closed. The Town should work to make this property accessible to the public as a park. This may include working with the County and other appropriate entities to that can preserve the land and make it available as open space.

In addition, the site of the old clubhouse should be redeveloped with commercial uses that will benefit from proximity to and visibility from the Leesburg Bypass. This may include a hotel, office, or other commercial facility that benefits from the preserved open space.

2 Ida Lee Expansion

The parcel located immediately north of the Idea Lee Recreation Center should be targeted for preservation as open space and potentially expansion of recreational facilities. This parcel plays and important role in creating a gateway into Leesburg characterized by undeveloped land, forested areas, and open vistas. The Town will work to preserve this character.

3 Greenway Manor

Greenway Manor is part of the Old and Historic District. Any development that occurs on this property must provide high quality architecture consistent with the Old and Historic District Guidelines.

It should be noted that this property provides an opportunity for compatible neighborhood serving commercial uses that benefit the adjacent residential community.

4 Gateway Drive Storage Facility

The storage facility along Gateway Drive is a viable light industrial use that has existed within a residential neighborhood for several years. While this use contributes to the local economy, there may come a time in the future when the land becomes more valuable for other uses and redevelopment opportunities are sought.

Legacy Leesburg recognizes the opportunity to redevelop this storage facility as a neighborhood center that provides amenities to the surrounding community like convenience grocery needs and restaurants developed in a pedestrian friendly manner that is compatible with the character of the surrounding Neighborhood.

5 Exeter Shopping Center

The Exeter Shopping Center provides strip retail development located at a key crossroads in the Town. This property has the potential to be redeveloped in a way that better serves the adjacent residential neighborhoods with neighborhood commercial uses. Any such redevelopment should prioritize a pedestrian friendly site plan, improved connections with the surrounding community, and a design that integrates the surrounding neighborhoods.

7 Parcel on Edwards Ferry Road

This property along Edwards Ferry Road was previously approved for retail uses. It is located between an existing retail center and a suburban office campus. Any development that occurs on this property should result in compatible nonresidential uses. Development should be designed in a way that anticipates the eventual redevelopment of the adjacent retail center and the potential to integrate the site with a larger redevelopment.

8 Davis Avenue Properties

Several properties at the intersection Davis Avenue and South King Street provide an opportunity for redevelopment in a manner that better serves a gateway function and provides uses that serve the surrounding residential neighborhoods.

9 Rehau Property

The Rehau Property is a suburban office campus surrounded by green space and a civil war fort. In the future this property is envisioned to maintain an office environment that will evolve over time as current and future users expand. Any future development on this property should be sensitive to its topography and history and preserve these elements.

THIS SECTION WILL BE REFINED OVER TIME WITH PLANNING COMMISSION INPUT.

CHAPTER FIVE:
MOVING FORWARD RECOMMENDATIONS

MOVING THE LEGACY FORWARD

Implementing ideas, policies, and concepts from the Town Plan depends greatly on the ability of property owners, developers, Town staff, elected officials, and the general public to work together for a common purpose. The "action plan" presented in this document organizes projects and action items important to building a long and lasting legacy in Leesburg. The intent of the action plan is three-fold; first it provides decision-makers with a playbook for implementation. Second, clearly defined projects and action items identify public or private investment opportunities that are healthy, sustainable, and achievable. Third, regularly measuring achievements against the action plan enables stakeholders the opportunity to track progress and hold elected officials accountable for implementing the Town Plan.

The structure of the action plans does not require all projects or action items be completed in sequence. Instead, it promotes flexibility and partnership opportunities between the Town and other stakeholders for implementing the vision in several phases; consistent with the pace of growth, emerging local or regional initiatives, and available funding.

The information that follows summarizes key components of the Town's action plan.

Plan Implementation Matrix

A plan implementation matrix helps stakeholders move forward recommendations in the Town Plan. Each project, policy, or initiative identified in the document is also listed in the matrix. A brief description, budget estimate, funding options, timeframe, and responsible party provided for each item will help guide Town officials with implementation activities.

Many items in the matrix are underway, while others should be started with adoption of the Town Plan. Near-term and long-term items address new challenges anticipated for the area.

(Insert Plan Implementation Matrix here once recommendations in previous chapters of the document have been approved.)

Partnering with Others

Implementation of some recommendations in the Town Plan will require collaboration and coordination with private, county, or state service providers. Regular coordination with other organizations such as Loudoun County, the Virginia Department of Transportation, and others will be needed to ensure the effective implementation of recommendations in the Town Plan.

Integrating Recommendations from the Town Plan in Other Documents

The Town has several other plans, policies, and ordinances that should be regularly reviewed and updated to ensure they are consistent with the Legacy Leesburg Town Plan, including its:

- Zoning Ordinance;
- Subdivision and Land Development Regulations;
- Design and Construction Standards Manual;
- Six-Year Capital Improvements Program;
- Department of Utilities Five-Year Strategic Plan; and
- Comprehensive Twenty-Year Parks, Recreation, Open Space, Trails, and Greenways Master Plan.

The Town Plan should be used as the overarching plan that can be used to guide and inform other plans, policies, and ordinances to support the achievements of the community's shared vision and adherence to its guiding principles.

Monitoring the Town Plan

A community report card will monitor and evaluate progress for implementing recommendations in the Town Plan. It should give a full and honest assessment of conditions in the planning area; and be used specifically to monitor performance, measure achievement, and reflect change generated by the Plan.

Formal presentation of the document review should be made to the Town's Council at the first meeting of each year. Adjustments to the Plan's implementation program, if necessary, should be made in the months following the presentation.

Updating the Town Plan

An update to the Town Plan should occur every five years to take advantage of changing technologies, new market and economic development realities, or other opportunities when they present themselves. Some parts of the document such as the shared vision statement and guiding principles should remain constant to keep Leesburg focused on its legacy and path for success. Other parts of the document, such as Plan recommendations or the Growth and Conservation Map, may need to evolve over time as conditions change that were not contemplated at the time this Plan was adopted. Changes considered for the Plan should be evaluated against the shared community vision and guiding principles to determine if they are in the best long-term interests of the Town's residents, businesses, and property owners.

Patience may be needed for some aspects of the Town Plan to evolve as it sets a long-term vision over an extended period of time. Town officials should avoid 'short-sighted' decisions to modify the Plan unless reasons to change it are supported by sound technical analysis and community input.

SPECIFIC IMPLEMENTATION STEPS/MATRIX TO FOLLOW AFTER POLICY DIRECTION IS FINALIZED