



Date of Council Meeting: January 7, 2013

**TOWN OF LEESBURG
TOWN COUNCIL WORK SESSION**

Subject: TLOA-2012-0001 Crescent Design District Zoning Ordinance Amendment
TLOA-2012-0002 Design and Construction Standards Manual Amendment
TLOA-2012-0003 Subdivision and Land Development Regulations Amendment
TLZM-2012-0004 Official Zoning Map Amendment
TLTA-2012-0001 Town Plan Amendment

Staff Contact: Chris Murphy, Zoning Administrator
Michael Watkins, Senior Planner
Brian Boucher, Deputy Director
Susan Berry Hill, Director

Recommendation: Staff recommends that Town Council consider the information contained in this memo to provide direction to staff at the work session on January 7, 2013 regarding potential revisions to the Crescent Design District for final action on January 8, 2013.

Issue: The five applications listed above are proposed to maintain consistency among Town planning documents if the proposed Crescent Design District is adopted. The specific issue for each document is set forth below.

1. Should **Zoning Ordinance** Section 7.10 Crescent Form-Based District (CFBD) be amended to establish the new “Crescent Design District” to allow for development and redevelopment of land consistent with principles of traditional urban design in accordance with the guidelines of the Crescent District chapter of the Town Plan?
2. Should the **Official Zoning Map** be amended to rezone 215 parcels from the B-1, B-2, B-3, R-HD, R-6 and PRN Districts to the new Crescent Design District?
3. Should the **Design and Construction Standards Manual** (DCSM) be amended to achieve consistency with the proposed Crescent Design District?
4. Should the **Subdivision and Land Development Regulations** (SLDR) be amended to achieve consistency with the proposed Crescent Design District?
5. Should the **Town Plan** be amended to revise and expand the goals and objectives of the original Crescent District Master Plan including expansion of the Crescent District to a larger area?

Background: On December 10, 2012 the Town Council held a work session on the draft Crescent Design District. At that meeting Council considered potential revisions to the CD District and received additional information regarding aspects of the proposed zoning. Council comments regarding the alternatives presented and other comments are summarized below.

Council Discussion: Council discussed four alternatives for treatment of a “corridor” area along parts of E. Market Street and Catoctin Circle in the proposed Crescent Design District. As a result of that

Ordinance and Town Plan Amendments - Crescent Design District
Town Council Work Session Staff Report
January 7, 2013
Page 2 of 4

discussion Staff prepared a draft resolution that indicated Corridor Alternative 4 (five stories by-right; commercial uses only by-right) as the option favored by Council (see Figure 1). This option was proposed by Councilman Butler. It would allow by-right commercial use only on all 5 stories. In addition, an applicant can ask for multi-family residential uses for up to all 5 floors or a mix of commercial/multi-family residential uses through a rezoning. No step back is required for the top story.

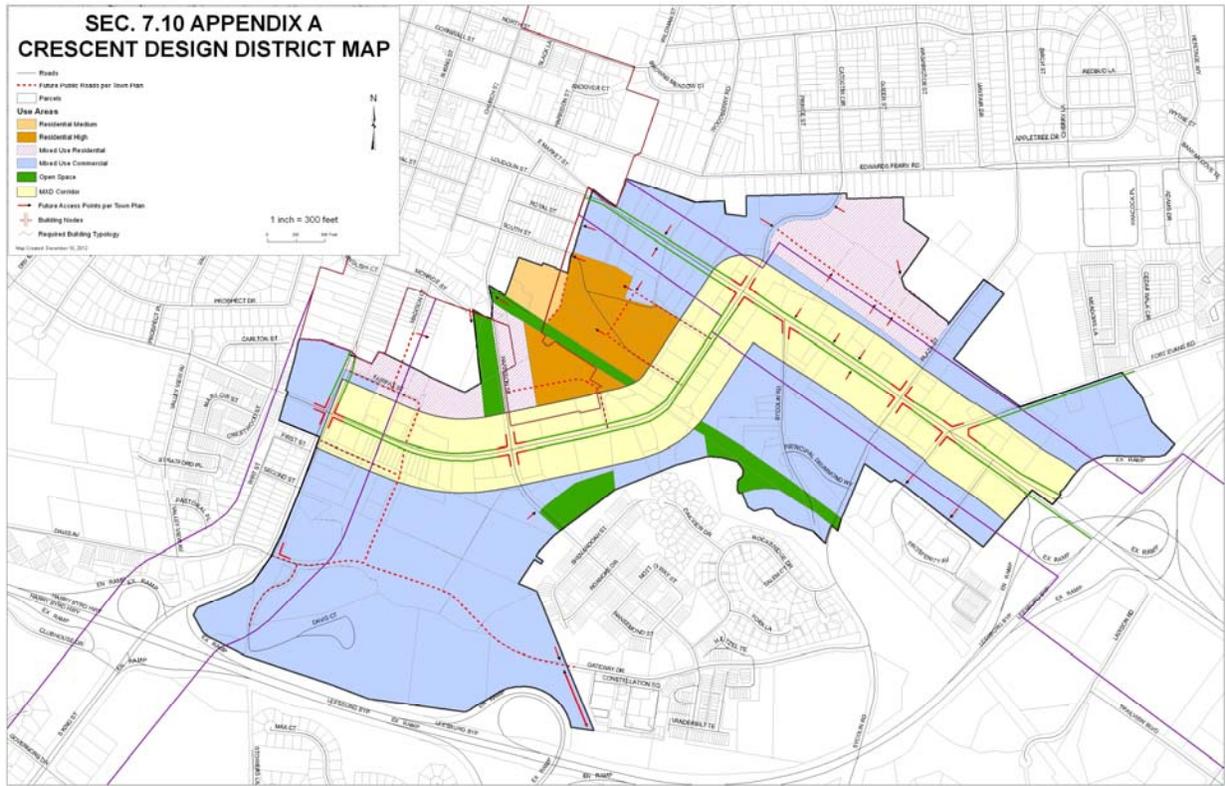


Figure 1 – Crescent Design District Map for Alternative 4

In addition, the resolution directed Staff to prepare performance criteria to guarantee a mix of uses throughout the district, to revise the Building Height Map to add four stories by-right for residential uses in certain areas, and to amend the Town Plan as necessary to comport with these goals. Council discussed other changes to the use areas on the Crescent Design District Map but declined to make additional revisions.

On December 11, 2012 Council adopted the resolution by a vote of 5-2.

The attached ordinances and maps have been revised in accordance with Council instruction. The ordinances include an effective date of March 1, 2013.

Alternative 5 “Blended Alternative”: At the Council meeting on December 11, 2012 another alternative proposed by Milton Herd was briefly discussed. That alternative would permit five (5) stories by-right throughout the corridor for commercial/office uses like Alternative 4 but with this significant difference: Five Story by-right commercial/office use only areas would be concentrated around existing major intersections along Catoctin Circle and E. Market Street. Between these areas, ground floor uses

Attachments:

1. Draft Town Plan Amendments Resolution
2. Draft Crescent Design District and Related Zoning Ordinance Amendments Ordinance
3. Draft Crescent Design District Map Ordinance
4. Draft DCSM Amendments Ordinance
5. Draft SLDR Amendments Ordinance
6. Draft Town Plan Amendments
7. Draft Crescent Design District Zoning Text (Clean Version) and Related Zoning Ordinance Amendments
8. Draft Crescent Design District Map
9. Draft DCSM Amendments
10. Draft SLDR Amendments

PRESENTED January 8, 2013

RESOLUTION NO. _____

ADOPTED January 8, 2013

A RESOLUTION: ADOPTING TLTA 2012-0001, CRESCENT DISTRICT AMENDMENTS, COMPRISING AMENDMENTS TO THE TOWN PLAN AND THE CRESCENT DISTRICT MASTER PLAN.

WHEREAS, the Crescent Design District presents opportunities to achieve development and redevelopment that increase property values while reinforcing and extending the character of the downtown in appropriate areas; and

WHEREAS, the Leesburg Planning Commission held its public hearing on October 4, 2012, and recommended approval of the revisions to the Town Plan and the Crescent District Master Plan in support of the proposed zoning Crescent Design District; and

WHEREAS, the Town Council held a duly advertised Public Hearing on November 13, 2012; and

THEREFORE, RESOLVED, by the Council of the Town of Leesburg in Virginia that TLTA-2012-0001, Crescent District Amendments, is hereby amends the Town Plan and the Crescent District Master Plan as described in Attachment 1 to this resolution.

PASSED this 8th day of January, 2013.

Kristen C. Umstattd, Mayor
Town of Leesburg

ATTEST:

Clerk of Council

Chapter 11 Crescent District

Goal

The Crescent District will create a new approach for development and redevelopment patterns that present a superior opportunity to extend the fine grain pattern of the downtown area and the original Old and Historic District, while creating a setting for a mixture of uses including a host of housing types.

The Crescent District presents an opportunity for redevelopment consistent with the downtown area that will also incorporate greater density into a collection of uses coupled with high quality pedestrian spaces. In addition, the Crescent District reflects the adopted “Business Development Strategy” (BDS) to introduce more housing options, business location alternatives, and shopping and dining to expand and complement downtown.

On June 27, 2006, the Town of Leesburg adopted the Crescent District Master Plan (CDMP). The CDMP covers an area of approximately 150 acres adjoining part of the original Old and Historic District of Leesburg. The crescent arc of the Town Branch and the W&OD Trail bisect the District. The core of the District was once the industrial heart of Leesburg. As a result, the current land uses in the Crescent District vary widely from warehousing and industrial clustered near the old W&OD Trail bed to successful strip commercial along Catoclin Circle.

The District is also home to a variety of housing from preserved homes to a unique grouping of smaller housing in what is known as “Vinegar Hill.” Significant landmarks of the District include Dodona Manor, home of General George C. Marshall; the Market Station complex of shops, offices and restaurants; and the Barber & Ross site which is currently proposed for redevelopment into a mixed-use center.

The concept of “Crescent District” was first proposed and the name coined during the development of the Business Development Strategy for Leesburg that recognized that the traditional downtown, now nearly fully occupied, could be expanded in selected areas along Town Branch and the W&OD Trail. The Business Development Strategy was adopted in concept by the Town Council in 2003. In fact, the Crescent District presents a superior opportunity to extend the fine grain pattern of the downtown area while creating a setting for a mixture of uses including a host of housing types.

The large quantity of underutilized land in the Crescent District presents an opportunity for redevelopment consistent with the downtown area that will also incorporate greater density into a collection of uses, coupled with high quality pedestrian spaces. The Business Development Strategy identifies six strategies for

Chapter 11

developing the business climate of Leesburg. Among those was “Live, Work, Play” which presented a strategy to introduce more housing options, business location alternatives, and shopping and dining to expand and complement downtown. The Business Development Strategy suggested adding open spaces to encourage outdoor events along Town Branch, additional mixed-use developments, and a new approach to development in Leesburg that would be pro-active toward new investment rather than reactive.

The Business Development Strategy recommendations were being implemented concurrently with engineering studies to alleviate flooding along the Town Branch, which had been plaguing properties in the area for some time. These two efforts, combined with burgeoning interest in properties in the District, presented a significant occasion to create a detailed plan for the future.

The core of the Crescent District centers on the old W&OD rail line to the east as well as some of the original Old and Historic District. A large portion of the Crescent District was industrial well into the 20th Century. Much of the retail character of Catocin Circle and Market Street remains intact today, similar to its post World War II inception.

The Town pursued an Urban Development Action Grant program in 1982 that called for new housing development and job creation in the area. This early plan led to the creation of the Market Station project and several other investments including the completion of the Harrison Street connection between Catocin Circle and Loudoun Street and ultimately Raflo Park. At the time, industrial uses were still active in the area and the long-term redevelopment of this part of downtown forecasted continued industrial and warehousing uses; particularly along Industrial Court and Parker Court.

Over the years, the climate of the community has changed. Barber & Ross, the largest employer in the District, covering a large tract of land off of Harrison Street and Catocin Circle, announced plans to move to Winchester in 2003. The move signaled a major shift in the future of the District that the Business Development Strategy had anticipated, including encouragement to provide a mixture of housing types to attract interest in downtown living from a variety of market segments including young professionals and empty nesters. The Crescent District has also been identified as an area where significant public amenity spaces can be created to enhance the attraction of downtown for residents, visitors, businesses, and investors.

Section D of the Town Plan, includes excerpts from the CDMP that were adopted as part of the Town Plan. The direction set forth in these policies endeavors to do the following:

- Set the stage for the sensitive long-term redevelopment of the District so that the community stakeholders have a reasonable expectation of how the District will look in the future.

- **Create a District that is respectful of the historic core of Leesburg while providing a transition to the more automobile oriented parts of the community.**
- **Develop a setting for a true mixture of uses that recognizes Leesburg's role as a center of retail, office, and residential uses for Loudoun County.**

It should be clearly stated that the Old and Historic District is not altered or amended by this new section of the Town Plan. It should be noted, however, that the CDMP is still a relevant document that serves as background information, providing additional suggestions for private land development and public improvement projects. It should be used for guidance as appropriate when various development options are being considered. Examples of this information include the discussion of high potential development sites within the H-1 District and the street cross-sections within the Crescent District.

Implementation of the Crescent District has been accomplished through the adoption of the Crescent Design District, a new section in the Town Zoning Ordinance. The Crescent Design District (CDD) expands the boundaries of the Crescent District and does not apply to any area that is in the Old and Historic District. The policy maps that are contained in this chapter have been updated to reflect the boundaries of the CDD and the purpose and intent of the new district provisions.

Five Principles of the Crescent District

As a result of information gathered on the Crescent District through the process that created the CDMP, the following guiding principles and project goals were established, and are included within this section to create a framework within the Town Plan for future development and redevelopment of the Crescent District:

The private sector is to implement the vision for the Crescent District: The Crescent District section of the Town Plan creates a vision for the district so that private sector investment will be consistent with the character of the community. It is designed to be proactive about investment and set a vision for the future so the community will not have to consistently react to various proposals for what will be the inevitable development in the area. It is not the Town's intent to assemble or condemn land in order to implement or facilitate redevelopment.

Public and private infrastructure will be coordinated: While development will be led by the private sector, some public infrastructure improvements should take place. These will be coordinated through a thorough and thoughtful process involving commitments from private developers and public commitments for infrastructure improvements where necessary. This will be particularly important

Chapter 11

along Town Branch and in certain long-term improvements where streets will need to be connected.

Every effort is made to keep public uses on public land: Public uses will be a component of this district since Leesburg is the county seat. Major public resources, whether they are infrastructure, parks, offices, or cultural amenities, are designed to be located on land already held by the public. Only in extraordinary cases would the public infrastructure improvements necessary to complete the plan occur on private property.

Implementation of the objectives for the Crescent District is incremental: It will take place in steps. The objectives are intended to be implemented in phases over years. In some cases, certain objectives will take more than a decade to implement.

Reinforce and extend the character of Town: The historic character of the community is one of grid street networks, a fine grain of uses and building types, public amenities and sidewalks, and a small town “urban” character. The vision of the Crescent District hopes to extend this character to a district adjacent to the original Old and Historic District, bringing the small town character into a broader area rather than making a quick transition to “suburban style” land patterns as evidenced today.



Aerial View of a portion of the Crescent District

Town Plan Elements

Natural Resources

As stated within the Natural Resources element of the Town Plan, the two natural resources goals for Leesburg require that the Town approach land use planning and the land development from an environmental perspective. This perspective assumes that land use decisions are made with these two goals in mind.

With respect to the Crescent District, the most prominent environmental feature is that of the Town Branch. The Town Branch is a waterway that traverses the Town, and plays a role in the development of the Crescent District. There are optional design schemes for improvements to Town Branch just downstream of South King Street that is associated with the CDMP. Whichever option is selected, the design will proceed through the Town's normal capital project design and review procedures which will include an evaluation by the Board of Architectural Review (BAR) since the project is located within the original Old and Historic District. The plan includes the creation of a water feature, the Karen and Chuck Jones Plaza, just upstream of the confluence of Town Branch and North Town Branch.

Three design options were considered during the creation of the CDMP. Final engineering and design of the selected option shall consider the Town's flood mitigation objectives upstream and downstream of the water feature. Flood mitigation of Town Branch is seen as a catalyst for the successful implementation of the CDMP.

Because of existing development and the call for more intensive development in the Crescent District, a stream corridor buffer is not appropriate for North Town branch and a portion of Town Branch, and the preservation of habitats for flora and fauna is not called for; nonetheless, development and redevelopment should include low impact site design, erosion control, stormwater treatment practices, control of non-stormwater discharges, flood protection, and an increase in the tree canopy, including street trees, in a way to improve watershed stewardship.

Objective 1. Design the Town Branch flood management facilities

- a. Option selection should consider and utilize the table of pros and cons as found on page 47 of the CDMP.
- b. Design of the Town Branch will be evaluated based on a balance between stormwater management and other environmental objectives.

Objective 2. Development and redevelopment should include low impact site design, erosion control, stormwater treatment practices, control of non-stormwater discharges, flood protection, and an increase in the tree canopy to the greatest extent practicable.

Parks and Recreation

One of the key components of the CDMP is the inclusion of open space. The most important open space provision in the plan is the creation of a complete network of pedestrian oriented streets where residents and visitors to the Crescent District can walk from place to place.

The CDMP encourages creation of larger linear parks, public plazas, and the enhancement of three existing park spaces in the District: Raflo Park, Brandon Park, and the Douglass fields. Additionally, the zoning requirements in the Crescent Design District requires the private sector to use the open space provisions to create small open spaces such as plazas, seating areas and greens as part of private development in the area similar to those that exist in the current downtown area.

Objective 1. Development should recognize the W&OD Trail as a focal point of the Crescent District, and should be designed to be compatible with the use and character of the Trail.

- a. The heritage of the W&OD Trail should be honored by placing uses with views along the former rail line.
- b. To the extent practical, add no new vehicular crossings to the W&OD Trail and limit the number of new pedestrian intersection

Objective 2. Create the Chuck and Karen Jones Plaza as envisioned as a lively open space fronting Town Branch at the foot of King Street, per the CDMP.

- a. Design the Plaza so that adjacent properties can accommodate outdoor café space, live performances, and passive recreation like strolling along the newly created water feature of Town Branch.

Objective 3. Maintain Raflo Park as a focal point of the District

- a. Create a linkage along Harrison Street which will stretch from Catocin Circle to the plaza, as passive recreation area for residents and visitors to the Crescent District.

Objective 4. Utilize Brandon Park, which is currently a passive park with very little in the way of active amenities.

- a. Creation a conceptual development plan for this park to provide insight into the specific uses that might be included here in the future.
- b. Relate the uses of the park to development patterns of the area.

Objective 5. Maintain the existing Douglass Park ball fields and open space.

- a. Modify the park to include road connections between Catoctin Circle and Sycolin Road.
- b. Create a conceptual development plan for this park to provide insight into the specific uses that might be included here in the future.

Objective 6. The creation of small open spaces such as plazas and greens, similar to those that exist in the current downtown area, should be included as part of any plan for development or redevelopment within the Crescent District.

Heritage Resources

The CDMP was predicated on the principle of adhering to and respecting the principles outlined within the goals of the Heritage Resources element of the Town Plan. This is considered particularly important given the proximity of the Crescent District to the original Old and Historic District.

Neither Section D of the Town Plan, nor the CDMP, is intended to change the regulations currently applied to parcels in the original Old and Historic District and zoned H-1 Overlay. Instead, the Crescent District is intended to protect the edges of the historic district and the areas adjacent to the original Old and Historic District.

Objective 1. Development within the Crescent District should be compatible with, and complementary to, the edge of the original Old and Historic District.

- a. The closer development is to the original Old and Historic District, the more that characteristics of the original Old and Historic District should be utilized with respect to height, scale, massing, site layout and design, and architecture.
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Chapter 11

Community Design

With its very beginning, Leesburg was created with conscious decisions about its built environment. The initial platting of streets and blocks created a form that still exists today in the heart of town. Later building regulations required materials and dimensions that are treasured in our landmarks. A completely different set of rules were put into effect after World War II, and most of the Town's development is a result of those rules.

Design professionals have recently developed many new ideas and practices in response to the concern that our towns and developments have become less attractive and less functional. Those new ideas are actually reincarnations of the design principles that existed when Leesburg was founded. The guidelines that have given historic Leesburg its prized character, with provisions for modern technologies, are valuable tools for creating the character of new developments within Leesburg.

These revived principles include ideas such as human-scaled design, the convenience of mixed uses, concern for environmental features, narrower and connected streets and a pedestrian emphasis. These are the principles that have been incorporated into the vision of the Crescent District, as found within the CDMP.

The Town Plan states that Leesburg's community design needs to be considered at several different levels—the region, district and neighborhood, block and street, and lot and building. The patterns that are established at each of these scales affect the attractiveness and functionality of the Town. This is the goal and desire of the Crescent District; to incorporate these different levels of community design when considering new development or redevelopment within the District.

Architecture

The existing H1 Design Guidelines apply to the Old and Historic District. Design guidelines in the CDMP and zoning provisions in the Crescent Design District apply for the Crescent District. These guidelines and ordinance requirements are intended to make new construction in the areas of the Crescent District lying outside the boundaries of the original Old and Historic District compatible with the historic architectural character of the original Old and Historic District.

Within the context of architectural design guidelines, principles have been established through the CDMP. Those principles are presented here, within a series of objectives following each category. These objectives are to be utilized when considering development within the Crescent District.

Building Heights

Building heights are presented in the CDMP as tiers that correspond with both the topography of the Crescent District and the proximity to the original Old and Historic District. This principal of tiers has been recreated here as an illustration of the importance of this design feature, and the degree of importance the Town will place on adherence to these guidelines when addressing height within the Crescent District. A common architectural concept concludes that wider streets, such as Catoctin Circle, can accommodate taller buildings better than the narrow streets that are within the original Old and Historic District.

Therefore, a well-designed 50-60 foot tall building on an 80 foot wide street may have an impact similar to a 40 foot building on a 50 foot wide street. As shown on the Building Height Policy Map, the majority of the Crescent District requires buildings to be a minimum of three stories with the option to increase the height to 4-5 stories through approval of a rezoning application. Increased height is encouraged in the Catoctin Circle and East Market Street corridors where the street widths and higher capacity of the streets can handle higher densities.

Finally, the development of the building streetscape is intended to continue the existing pattern of differing building heights and mass. Projects with multiple buildings will be required to complement the fine grain character of the district through varying heights of building elements and fenestration of facades. Some examples of these conditions could be:

- Additional height adds desirable architectural detail to the structure that would otherwise be unable to be accommodated.
- Additional height on the structure is tiered adjacent to existing development.
- Architectural design of the building has massing, scale, and design that is sensitive to the surrounding context and does not create a monolithic appearance along the streetscape.

In addition to architectural objectives, some of the objectives of achieving balanced building heights within the Crescent District are outlined below as well.

Height, Scale, Massing, and Setbacks.

- Objective 1.** The closer a project is to the original Old and Historic District, the more the project should respect the height, scale, and massing of the historic buildings in the original Old and Historic District.

Chapter 11

Objective 2. The farther away a project is from the original Old and Historic District, the more flexibility will be allowed in the design of the project's height, scale, and massing.

- a. In all cases, the height, scale and massing should be compatible with the abutting street width.
- b. Consideration should be given to the neighborhood context.

Objective 3. Buildings will comply with the Crescent District Building Height Policy Map.

Objective 4. Building placement should be located closer to the street with parking in the rear as reflected in the original Old and Historic District.

Architectural Character and Design

Objective 5. The closer a project is to the original Old and Historic District, the more closely the proposed buildings should reflect the historic architectural character and design of the original Old and Historic District.

Objective 6. The farther away a project is from the original Old and Historic District, the more flexibility will be allowed in architectural character and design.

Materials

Objective 7. Use of traditional building materials is encouraged. Materials used should, to the greatest extent possible, adhere to the materials outlined per the table below.

- a. Generally, the closer a project is to the original Old and Historic District, the more important it is for that project to make use of traditional building materials in traditional applications
- b. The farther away a project is from the original Old and Historic District, the greater opportunity there is to use alternative materials.

Objective 8. All materials should relate directly to the design of the project and should be dimensioned and installed appropriately.

All materials should be appropriately combined and their application should be reviewed on a case-by-case basis.

Table of Traditional Materials

Crescent District

	Traditional Materials	Prohibited <u>Inappropriate</u> Materials
Foundations	Molded brick, stone, parged concrete, textured CMU	
Walls	Wood, molded brick, stone, stucco, fibercement board	Vinyl siding, corrugated metal paneling, fiberglass sheeting
Roofs	Wood shingles, slate, seamed metal, metal shingles, clay tile	Corrugated metal paneling, fiberglass sheeting
Doors	Wood, wood and glass, cast metal	Vinyl
Windows	Wood, glass	Vinyl
Trim	Wood, molded brick, stone, stucco	Vinyl

Land Use

The Crescent District is an ideal location and opportunity for the Town to create and expand the walkable community features that are so beloved in the original Old and Historic District. The proximity to downtown, the small platted lots, multiple open spaces and existing mix of uses provide a palette on which to build a very walkable neighborhood. The CDMP calls for additional features such as streetscape, greenspace linkages, transit coordination, architectural design details and additional uses such as schools, grocery stores and other daily needs that will contribute to the accessibility of the District. The Crescent District Land Use Policy Map depicts areas for residential, non-residential and mixed use. Vertical integration of uses within buildings and horizontal integration of uses within a site are encouraged. Mixed use development helps to build a sense of community by increasing the livability of an area and offering live-work-play options within walkable distances.

Objective 1. To maximize street level activity, the first floor should be retail or office use. Standalone residential development should either be a part of a larger site plan that incorporates non-residential uses or adjacent to existing non-residential uses.

Objective 2. Higher density development will be concentrated away from existing residential areas and the Old and Historic District. Higher densities are most appropriate in the Catocin Circle and East Market Street corridors, particularly the later.

Objective 3. Usable outdoor spaces for people to congregate should be incorporated into land use planning. Outdoor amenities such as small plazas or green areas; landscape or sculpture gardens; street benches; or other such

Chapter 11

amenities should be included in land use proposals. The size and type of outdoor open space amenity should be commensurate with the size of the redevelopment proposal.

Housing

The Crescent District currently contains a diverse range of housing types. The CDMP seeks to continue a wide range of housing types and costs within a medium to high density range. As such, townhouses, stacked flat units, and multi-family units, that may either be for sale or rent, are appropriate. The Town of Leesburg is pursuing additional options to encourage workforce housing as part of a town-wide strategy to ensure that housing is available for a broad cross section of the population.

Objective 1. A diverse range of dwelling unit types should be provided throughout the District.

Objective 2. A diversity of housing types affordability should be encouraged to address the full range of Leesburg's demographics.

Objective 3. Those redevelopment projects that are displacing low and moderate residents are strongly encouraged to ameliorate their impacts.

Economic Development

The mixed use concept that is presented here will help achieve the town-wide goal of a diversified economy that builds in the strengths of the Town. The mixed use orientation of the Crescent District lends itself to a future of a strong fiscal condition.

It should be pointed out that while the private development community should be responsible for the vast majority of the infrastructure necessary to implement this plan, a number of public projects may be necessary to complete the plan. These include, but may not be limited to, the Town Branch improvements, portions of the Chuck and Karen Jones Plaza, and certain road improvements.

A variety of financing options should be explored to fund public improvements. The CDMP explicitly recommends that development in the District should “pay its own way” for infrastructure improvements needed and that no additional taxes should be used to finance these improvements. The Economic Development Commission along with Town staff may assist in exploring a variety of financing options for certain improvements in the District in the future.

Transportation

Block Structure & Streets

The Crescent District is on the pivot-point between the historic core of Leesburg and the more suburban development that occurred in subsequent years. As a result, the street network is a mixture of both historic narrow in-town streets such as South and Church Streets and newer corridors such as Catocin Circle, Harrison Street, Market Street, and parts of King Street.

The street network is further complicated by both the Town Branch and the W&OD Trail that interrupt the gridiron layout of the core of the community resulting in a number of cul-de-sacs and dead-end streets. These include Monroe, Parker, Industrial and Royal.

It should be pointed out that the existing block structure of the Crescent District is such that the transportation network is significantly affected. The large blocks currently within the District have done the following:

- Forced traffic to large intersections such as Market and Catocin, South King and Catocin, and Harrison and Catocin.

Chapter 11

- Provided limited options to traverse the District in automobiles and even more limited access for pedestrian connections. It is widely accepted that pedestrians do not tend to walk on long auto-oriented blocks.
- Forced a development pattern that rapidly transitions from historic street-oriented development to large lot suburban style development facing parking lots rather than streets.
- Created a land use pattern that segregates uses in large clusters rather than allow for a “fine grain” of mixed-uses similar to that found in the original Old and Historic District.

As such, the transportation network with the Crescent District shall symbiotically relate to the layout of a new block structure that will enhance and significantly complement all forms of the transportation system, including traffic flow, traffic patterns, pedestrian access and accessibility.

The new streets associated with the Crescent District should be implemented part and parcel with private development that will occur in the District. The Town of Leesburg will work with the private sector to ensure that the street connections between new developments become part of the construction process.

As private redevelopment occurs in the Crescent District, connections to the existing street grid will be made effectively resulting in smaller blocks and creating more options for connectivity. This will reduce the pressure on key intersections such as Catoctin Circle and East Market Street. The Crescent District Future Transportation Policy Map shows the general locations for new future public roads. The arrows on the Map show connection points. The policy Map does not, designate specific road segments between the arrows in an effort to allow the private sector flexibility in determining how the connectivity will be achieved. The designated roads and arrows on the Map are positioned in approximate locations that indicate where connections should be made to optimize further connectivity. These locations also recognize existing development conditions. Connections from these arrows to road sections are not mandatory, but development proposals should demonstrate how maximum connectivity will be afforded if it is not made at these locations.

As the distance from the Downtown grows, the grid should also expand and begin to blend into the more suburban road development patterns that exist in Leesburg's southeast quadrant. The Map shows fewer new road segments and connection points in recognition of this objective.

Just as important as the layout of the streets is the way the streets are constructed. The traditional streets in Leesburg are more compact and are oriented for the pedestrian as well as the automobile. Other streets in Town are reflective of the suburban development patterns prevalent after World War II. While some streets in the District will still need to be oriented primarily to the automobile, all of the streets

should comfortably accommodate pedestrians and should include street trees. The streets should also be designed to accommodate sidewalk activity and seating areas to enhance the “life” of the street.

It should be noted that since the Crescent District is being proposed as a new, comprehensive look at future development patterns for this part of the Town, the CDMP has identified potential street sections and typologies (see CDMP, pages 23-29). Each of the typologies shows how the dimensions of the street can work with future development to create an environment suitable for walking, while accommodating a “calmer” mode of vehicular travel.

The following objectives have been identified for the formation of a new transportation and block structure for the Crescent District, per the CDMP.

Transit

As a result of the District’s convenient location and mixture of uses, the Town desires additional transit services and connections, and will attempt to incorporate it into the design and fabric of the Crescent District. This will also increase walkability and decrease parking demand. New development shall incorporate transit amenities and service enhancements where needed in coordination with County and VRTA transit goals.

Parking

As the Crescent District develops, new development will create additional parking demand. This parking demand has the potential to become a paramount issue should redevelopment result in substantial business expansion and increased residential uses in the area. Opportunities for unique solutions to parking requirements should be explored.

Block Structure & Streets

Objective 1. The South Street Connection: South Street currently functions as a local street providing limited local vehicular circulation. As development occurs, the South Street connection is one of the major recommendations of the plan. Future connections are necessary to provide the contemplated grid of streets which will enhance vehicular and pedestrian circulation. Connections to South Street will serve to provide necessary east-west connectivity.

Objective 2. Local Streets: Local streets are shown to create a block network in the District as illustrated on the Future Streets Policy Map.

Chapter 11

Objective 3. **Alleys:** Alleys are encouraged to be developed in areas where residential and commercial development warrants their use.

Objective 4. **Street Materials:** Variation in paving materials and use of street pavers should be considered to add visual interest to the streetscape, function in a traffic calming capacity and/or facilitate with stormwater management in the case of pervious materials.

Parking, Transit, Pedestrian and Bike Facilities

Objective 5. The Town will evaluate creative techniques to provide parking within the District, such as the following:

- a. Off-site parking – Parking facilities for a particular development do not necessarily have to occur on the site on which the development takes place.
- b. Shared parking – Reductions for parking requirements to allow a time-of-day approach to providing appropriate amounts of parking and to share parking resources.
- c. Public-Private Partnerships – Develop opportunities with private developers to facilitate public parking opportunities.

Objective 6. The use of structured parking is encouraged in the Crescent District and should be designed so that it maintains a walkable street frontage and adds architectural detail to blend with surrounding uses. A structure abutting a public street may also include the “wrapping” of the facades with approved ground floor uses.

Objective 7. Additional transit services and amenities, as well as connections, should be incorporated into the design of developments within the Crescent District.

Objective 8. Appropriate pedestrian and bicycle facilities should be incorporated into the design of developments within the Crescent District.

Community Facilities and Services

A broad range of facilities and services serves Leesburg residents and businesses. Most of these services are provided by the public sector or by government contract with private firms. The Town provides such services as general government, water, sewer, stormwater, solid waste collection, police, and a special service library. The County also provides services to Town residents, including general government, judicial administration and public records, housing and community development, solid waste disposal, fire and rescue, general library, education, and environmental and health services.

It is the Town's goal to provide, or to coordinate with others who provide sufficient facilities and services to all residents and businesses in an equitable manner and so that natural and built environments are protected and restorative measures are taken when resources and assets have been diminished or removed. This obviously applies to the Crescent District.

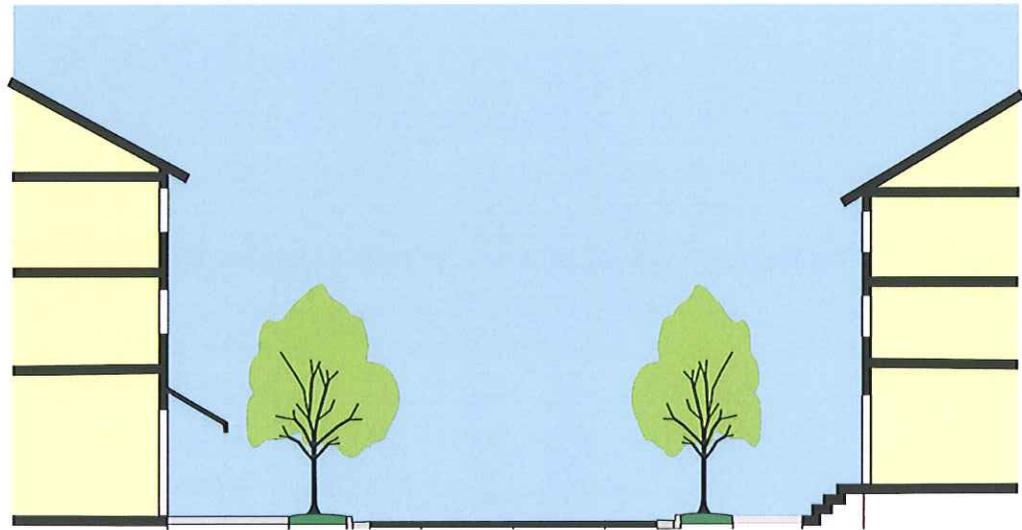
There are numerous community facilities available within close proximity to, or wholly within, the area that comprises the Crescent District. The W&OD Trail is a prime example of a community facility that is available and accessible for use as impending development of the Crescent District occurs.

As discussed earlier, there are numerous parks that would be refurbished or upgraded as a result of development within the Crescent District. New facilities would be provided on a basis that will be incumbent on pace of development, type of development and location of uses.

It is a goal of the Town that the Crescent District will utilize community facilities as cornerstones of the redevelopment of the area comprising the Crescent District. It is anticipated that as development progresses within the Crescent District, an on-going evaluation of community facilities will be required in order to ensure adequate to exemplary community facilities.

- Objective 1. Utilize available community facilities as a catalyst for redevelopment of the Crescent District**
- Objective 2. As the need arises, additional community facilities should be provided by the private sector, or the Town, to maintain and/or enhance the level of services currently provided or planned to be provided.**
- Objective 3. Review CIP budget annually to address facility needs of the Crescent District.**

Chapter 11



Sample Street Design for the Crescent District