



Date of Council Meeting: September 9, 2013

**TOWN OF LEESBURG
TOWN COUNCIL WORK SESSION**

Subject: Town Plan Action Program – Priority List

Staff Contact: Susan Berry Hill, Director, DPZ
Brian Boucher, Deputy Director, DPZ
Irish Grandfield, Senior Planner, DPZ

Recommendation: Staff recommends that Council provide direction on which Priority List items to pursue in 2013/14 Town work plan.

Issue: Should the Town Plan Action Program Priority List be endorsed as recommended by the Planning Commission? What projects does the Council wish to pursue and what is the priority for those items?

Fiscal Analysis: Priority items as noted in the attached project charters will have no impact to the FY 2014 Budget.

Background: This summer the Planning Commission forwarded Council a Priority List of Action Program items for consideration. This was discussed at the July 8, 2013 work session. Council requested that staff provide more information about resources and time requirements to complete each item. The attachment to this memo includes a brief project charter for each of 9 items. (Staff has determined that one of the recommendations should not be pursued. The idea represented in the “No Net Loss for Tree Canopy” item is not supported by the State Code.)

Staff recommends that Council give priority to Low Impact Development and the update to the Floodplain Ordinance. Council initiated work on the LID item earlier this summer and it, along with the Floodplain Ordinance, will compliment work that is currently underway and which is mandated by the state regarding requirements for stormwater management. As such, staff recommends that work efforts be directed to completion of these items first.

Staff listed the remaining items is “Second Tier”. For these items staff defers to Council for a determination of 1) whether to pursue some/all of these items; and 2) prioritization among those items that Council wishes to pursue.

Attachment:

Preliminary Project Charters for 10 Priority List items including:

1. Low Impact Development
2. Floodplain Ordinance
3. CIP Criteria
4. H-2
5. Area Plan for East Market Street Corridor (outside bypass)
6. Preservation Plan
7. Update to Appendix B in Town Plan (off-site transportation contributions)
8. Open Space/Green Infrastructure
9. Tree Maintenance (private property)
10. ‘No net loss’ for Tree Canopy

Town Plan Action Program
Priority List Preliminary Project Charter: Low Impact Development Ordinance
Changes (LID)

September 9, 2013

Project Name: Revisions to Town regulatory documents to promote low impact development management (LID)

Project Description Overview: Zoning Ordinance & DCSM amendment to accomplish the following:

- a. Revise parking standards considering parking maximums as well as minimums in light of Low Impact Development objectives.
- b. Consider what incentives can be added to the zoning Ordinance such as providing open space or landscape credits to facilitate use of green roofs
- c. Provide alternative parking lot landscaping standards to maximize use of vegetated areas for stormwater management.

Work with the Planning Commission and Watershed Committee to:

- a. Identifying necessary administrative process changes as well as possible ordinance amendments to implement LID site development strategies and practices at the earliest stages of land development planning.
- b. Evaluate whether completing a Zoning Ordinance Amendment to allow structured parking by-right merits prioritization considering the level of effort compared to the likely results of such an amendment, and the role of the special exception process in achieving other Town objectives.
- c. Evaluate whether electric car parking and enhanced bicycle facility efforts should be pursued now considering limited Town resources and other priorities

Project Tasks & Time Estimates: +/- 10 months to complete subject to availability of staff resources

- I. Project Kick-off: organization, detailed project charter, establishing roles/responsibilities (2 weeks)
- II. Research and development; Planning Commission and Watershed Committee work sessions (12 weeks)
- III. Draft Zoning Ordinance, DCSM, and SLDR amendments (8 Weeks)
- IV. Staff review and revision (4 weeks)
- V. DAG, EDC & EAC meetings/input (8 weeks)
- VI. Planning Commission Public Hearing and Review (6 weeks)
- VII. Town Council Public Hearing & action (4 weeks)

Staff Resources needed: +/- 380 hours total as follows: DPZ Project Manager: 120 hours; other DPZ staff support: 60 hours. DPR Project Manager: 120 hours; other DPR staff support 60 hours. I-T Mapping Support: 20 hours

Resources Needed (budgetary): Limited to staff time & minor expenses to be drawn from existing office supplies and advertising budget.

Stakeholder Input/Involvement (who): Development Advisory Group (DAG), EAC, EDC, and two public hearings.

Ranking (Lo = 1, Hi = 3):

- Relation to Town Council Priorities: 3
- Project Difficulty/Complexity: 2
- Number of Staff Resources Needed: 3
- Budgetary Requirements: 1

Staff Recommendation: Prioritize. Suggest that work on this amendment being after completion of the Floodplain Ordinance update since several key staff members will be working on both projects.

Town Plan Action Program
Priority List Preliminary Project Charter: Floodplain Ordinance
September 9, 2013

Project Name: Revisions to Town regulatory documents to address floodplain management

Project Description Overview: The National Flood Insurance Program (NFIP) is a federal program that allows property owners in participating communities to purchase insurance to protect from losses due to flooding. Participation in the NFIP requires a local community to adopt and enforce a floodplain ordinance to reduce future flood risks. 119 property owners in Leesburg currently hold flood insurance through the NFIP program. FEMA propagates minimum regulatory standards that all jurisdictions must include in their floodplain ordinance (local ordinance requirements may exceed these minimum standards). The Department of Conservation and Recreation (DCR) coordinate the NFIP program for Virginia. DCR has notified the Town that our ordinance does not meet current FEMA requirements. In addition to needed regulatory changes, the Town will use this opportunity to evaluate participation in the NFIP's Community Rating System Program that can result in discounted insurance rates for Town residents. The project involves re-writing the floodplain regulations in the Zoning Ordinance as well as making associated changes to the Town's Design and Construction Standards Manual and Land Subdivision regulations.

Project Tasks & Time Estimates: +/- 10 months to complete subject to availability of staff resources

- I. Project Kick-off: organization, detailed project charter, establishing roles/responsibilities (4 weeks)
- II. Research and development; CRS program evaluation (8 weeks)
- III. Draft Zoning Ordinance, DCSM, and SLDR amendments (8 Weeks)
- IV. Staff review and revision (4 weeks)
- V. FEMA and DCR Review (4 weeks)
- VI. DAG, EDC, & EAC meetings/input (6 weeks)
- VII. Planning Commission Public Hearing and Review (6 weeks)
- VIII. Town Council Public Hearing & action (4 weeks)

Staff Resources needed: +/- 300 hours total as follows: DPZ Project Manager: 100 hours; other DPZ staff support: 60 hours. DPR Project Manager: 80 hours; other DPR staff support 40 hours. I-T Mapping Support: 20 hours

Resources Needed (budgetary): Limited to staff time & minor expenses to be drawn from existing office supplies and advertising budget.

Stakeholder Input/Involvement (who): Development Advisory Group (DAG), EAC, EDC, and two public hearings.

Ranking (Lo = 1, Hi = 3):

- Relation to Town Council Priorities: 2
- Project Difficulty/Complexity: 2
- Number of Staff Resources Needed: 2
- Budgetary Requirements: 1

Staff Recommendation: Prioritize.

Notes: The time estimates include evaluation of NFIP's CRS program. Completing the CRS program application to participate, providing necessary documentation, and administrating the program are not included in the scope of this project.

Town Plan Action Program
Priority List Preliminary Project Charter: Capital Improvement Plan Criteria
September 9, 2013

Project Name: Capital Improvement Plan Criteria

Project Description Overview: In very recent years, Council has sought to limit new projects on the CIP in an effort to focus on finishing projects already started, or to start and complete projects that were already in the CIP. New additions to the CIP have generally been discouraged unless a safety concern existed or other important consideration that warranted the addition of the item to the CIP. As such, the focus has not been on adding new projects, but rather “clearing the deck”. The Planning Commission understands this and believes that now is a good time to discuss how future projects are evaluated for inclusion in the CIP and to develop a more methodical process. The Planning Commission is supportive of a more evaluative, criteria-based process for selecting between new, potential projects. At the Planning Commission retreat in February, 2013, the PC briefly reviewed the processes used by communities such as Annapolis, San Diego, Charlottesville, Boulder, Baltimore County, and others. These communities relied on criteria, weighted rankings, and/or other principles to place projects on the CIP. The Planning Commission asked staff whether the Town could consider developing an evaluative system for the CIP process. As such, within the context of Council discussion of the Town Plan Action Program, staff is suggesting that Council consider the PC’s request. This project involves development of criteria that would be used by staff, Planning Commission and Council for evaluation of new projects that are being considered for addition to the CIP.

Project Tasks & Time Estimates: +/- 5-6 months. This work effort would consider *whether* to adopt CIP criteria and if so, *what* criteria should be used.

Steps for the project:

- Form a committee composed of several members from the Town Council, Planning Commission, and staff (to include Capital Projects, Executive Office, Public Works and other departments as assigned by the Town Manager)
- Staff will research criteria used in other communities
- Committee will review and select possible options
- Committee makes recommendations to the Town Council
- Town Council makes final decision about the Committee’s recommendations

Staff Resources needed: +/- 120 hours for staff research and preparation of materials for the Committee and Council discussions

Resources Needed (budgetary): Limited to staff time & minor expenses to be drawn from existing office supplies

Stakeholder Input/Involvement (who): None. However, if a new criteria-based selection process is adopted, the Town should conduct outreach efforts to assure that residents, all Town Departments, and businesses understand the updated evaluation process for adding new items to the CIP.

Ranking (Lo = 1, Hi = 3):

- Relation to Town Council Priorities: 3
- Project Difficulty/Complexity: 1
- Number of Staff Resources Needed: 2
- Budgetary Requirements: 1

Staff Recommendation: Second Tier Priority.

Town Plan Action Program
Priority List Preliminary Project Charter
Project: Regulatory Document Update for H-2 District
September 9, 2013

Project Name: Revisions to the H-2 District, H-2 Guidelines and Official Zoning Map to address the H-2 Committee recommendations

Project Description Overview: In June 2009 the H-2 Committee presented its findings to the Town Council regarding the H-2 Corridor Program (see Attachment). That report recommended an overhaul of the H-2 District to better achieve goals of the Town Plan. The report was discussed by Council but no direct action was taken because Council gave priority to completion of the Form-Based Code (now the Crescent Design District). Note that a portion of the H-2 District inside the bypass has now been replaced by the Crescent Design District. Seven objectives were identified, including:

- Objective 1: Review and recommend to Council to reestablish or adjust the parameters of the H-2 District.
- Objective 2: Review options for regulation (design guidelines, form based, or other method).
- Objective 3: Determine the extent and scope of revisions of the design guidelines.
- Objective 4: Review options for the review process.
- Objective 5: Consider what commission would regulate or advise council as to the application of the regulations.

The amount of time and resources necessary to complete revisions to the H-2 District will depend on which of the recommendations of the H-2 Committee are implemented, particularly with regard to expanding areas subject to architectural control /design guidelines, or whether guidelines should be eliminated in favor of ordinance provisions. Therefore, the first step is for Council to address the recommendations to give direction. Staff recommends a work session to set out the issues and come to conclusions. Based on those conclusions, the scope of the entire project can be more realistically determined and staff will devise a project charter on completing the project.

Ranking (Lo = 1, Hi = 3):

- Relation to Town Council Priorities: 3
- Project Difficulty/Complexity: 3

- Number of Staff Resources Needed: 3
- Budgetary Requirements: 3

Staff Recommendation: Second Tier Priority. At this stage, staff should research the background of the H-2 recommendations and provide updates to the previous memo (June 22, 2009) to give additional guidance to the Council. This would be done internally and could be ready in October.

Attachment: H-2 Committee Final Report dated June 22, 2009



Date of Council Meeting: June 22, 2009

TOWN OF LEESBURG
TOWN COUNCIL WORK SESSION

SUBJECT: Final Report of the H-2 Committee

COMMITTEE MEMBERS: Mary Harper, Chairperson; Ed Fleming, Scott Gustavson, Chance Harrison, Doris Kidder, Tom O'Neil and Jim Sisley

STAFF LIASION: Brian Boucher, Deputy Director, Planning & Zoning

RECOMMENDATION: The Committee recommends that the H-2 Corridor Program be revised in accordance with the findings set forth below.

ISSUES: Should the H-2 Corridor Program be revised in accordance with the recommendations of the H-2 Committee based on the Town Council's charge to the Committee in Resolution No. 2008-160?

BACKGROUND: The Town Council expressed concern that the H-2 Corridor Program has not achieved the desired result since it was established in 1990 and that the H-2 Corridor Design Guidelines have not been revised since the program was initiated. In an effort to assess the effectiveness of the program Council adopted Resolution No. 2008-160 on October 28, 2008 to review the area that comprises the H-2 Corridor in location and size, and the Design Guidelines themselves for compatibility and consistency with the Town Plan, Town Code and the Zoning Ordinance. That resolution led to the creation of the H-2 Committee, a diverse body comprised of seven members, including representatives from the Planning Commission and the Board of Architectural Review, property owners in the corridor, an architect and interested citizens. The Committee met eight times since February, 2009 and after open discussion and debate has formed the following responses to the seven objectives listed in the resolution. Each of the objectives is addressed below with a summary of what the Committee considered and its conclusions.

During its deliberations the Committee reviewed hundreds of pages of guidelines and ordinances for H-2 style districts in 11 Virginia communities, including Fredericksburg, Winchester, Portsmouth and Smithfield. This was done for five major reasons: (1) to judge the effectiveness of these other programs compared to Leesburg's H-2 program; (2) to judge the effectiveness of corridor overlay districts in general; (3) to gain an understanding of the possibilities for the corridor under state enabling legislation; (4) to learn more about what should be avoided; and (5) to see what, if anything, might be useful to apply to the

H-2 Committee Report to Council

June 22, 2009

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Town's program. The Committee also reviewed the Town Plan to determine if the H-2 Corridor Program meets the stated goals. What the Committee learned through these investigations is reflected below.

The most important conclusions reached are that (1) The Leesburg H-2 Corridor Program has not achieved either a sense of place or the quality development that was expected when the program was created; and (2) Corridor districts in general can be a useful tool to create a sense of place and to achieve a community's desire for quality development expressed through standards for streetscape, site design and architecture.

Objective 1: Review and recommend to Council to reestablish or adjust the parameters of the H-2 District.

The Committee concludes the following regarding the appropriate location for the H-2 District and possible inclusion of areas in other architectural control districts:

1. The location and depth of the H-2 Historic Corridor Architectural Control Overlay District as set forth on the Official Zoning Map and as described in Zoning Ordinance Section 7.6.2 should be maintained except as modified below.
2. The following area currently in the H-2 Historic Corridor Architectural Control Overlay District may be more appropriately included in the H-1 (Overlay) Old and Historic District based on an inventory of existing resources that demonstrates there are historic resources in this area that should be protected:
 - i. West Market Street from the end of the H-1 District west to the Town limits because most of the area is residential and is zoned for single-family detached use, and the H-2 does not apply to single-family detached residential uses. In this area, the H-2 District guidelines only apply to a single church. There are also historic resources within this area so some form of protection is appropriate.
3. The following areas are currently not included in any architectural protection district and may be appropriate for inclusion in the H-1 District:
 - i. Edwards Ferry Road from the end of the current H-1 District east to the intersection with Catoctin Circle to protect the existing residential areas that contain historic resources.

regarding site design, street typologies and even architectural requirements that encompass both site and building design. The Form Based Code, if adopted, may be appropriate to supplant the H-2 District in those locations where the two overlap if adequate design and architectural information is contained in the Form Based Code.

Objective 3: Determine the extent and scope of revisions of the design guidelines.

To achieve and maintain an effective H-2 Corridor Program the Committee has concluded that the Design Guidelines for the program should include the following:

- **Goals should be restated.** There appears to be no vision for Leesburg's H-2 Corridor within the Guidelines. Goals of the Guidelines are unclear and need to be restated and integrated with the goals of other Town documents such as the Town Plan.
- **Guidelines should foster a sense of Leesburg.** The Guidelines have little relation to Leesburg's traditional appearance and design and could apply to any town. The Guidelines do not describe what is special about Leesburg and do not encourage the inclusion of the Town's special qualities in new development within the corridor. The special context that Leesburg design is based on should be stated to achieve the intended sense of place within the corridor.
- **Guidelines should foster a human scale.** The Guidelines should foster a human scale along the major corridors. This can be done by standards such as limiting height of street lights (like Falls Church), requiring utility lines to be buried or placed in the rear of lots, moving buildings closer to the street and parking to the rear of street fronts, landscaped islands in the streets, providing street furniture and landscaping.
- **Guidelines should recognize character of different corridors.** The Guidelines apply across too broad an area and do not recognize the differences between corridors. The Guidelines should be revised to:
 - Recognize the character of the four different existing corridors;
 - Recognize the character of different neighborhoods within these corridors; and
 - Provide common landscaping and streetscape typologies to unify the individual corridors.
- **Guidelines should provide good building design.** Guidelines should provide good building design, meaning elevations and aesthetics appropriate for Leesburg that:
 - Maintain an applicant friendly review process and reasonable flexibility for the applicant;

- Addresses materials for compatibility and visual impact;
 - Regulates height, massing and scale; and
 - Recognizes and describes context and proximity; so that a building farther away from the H-1 Old and Historic Overlay District may have more flexibility in design than one nearer the H-1 District.
- **Guidelines should address good site design.** Guidelines should address good design, meaning *functionality* and *site planning*, not just the aesthetics of a building. Improved guidelines should be about zoning and site planning as much as building design. This will include regulations applicable to streetscape, street planning, pedestrian access and traffic calming measures, which have previously been left to site plan review. Also, building setbacks (require setbacks to be closer to the roads) and parking location (to be shielded by buildings, walls, etc.) should be addressed.
 - **Streetscape should be addressed.** Automotive transportation dominated the original design considerations. The Guidelines do not address the area between the sidewalks in the right-of-way and have no impact on VDOT or Town traffic regulations regarding circulation, traffic calming and traffic speed nor do they speak to pedestrian traffic along the corridor roadways. This is a major difference between the Leesburg guidelines and those in other jurisdictions. Simple expedients like lower pole light height can create more of a sense of place and pedestrian scale, and can result in lower traffic speeds. The H-2 District should be made more pedestrian friendly and to do that the following should be addressed in the corridor program:
 - Streetscape
 - Lighting height
 - Sidewalk materials
 - Curb cuts
 - Median treatment
 - Site Plans
 - Building materials
 - **Guidelines language should be strengthened.** The Guidelines are written in language that is often vague or too general. The Guidelines lack the ability to control the streetscape and other site design issues. This will be corrected by the inclusion of more descriptive and definite language to achieve the intent of the corridor and help guide applicants.
 - **Guidelines in certain corridors should apply in some degree to all uses.** The Guidelines do not apply to residential uses except for apartment buildings. This requires a higher standard from commercial builders. Currently, the Guidelines have little effect in the S. King Street, N. King Street and West Market Street corridors because residential is the predominant type of building there. Certain residential improvements, such as decks, should still be excluded while construction of new residences should be included.

- **Guidelines should result in an aesthetically pleasing Corridor.** The Guidelines should be revised to provide an aesthetically attractive corridor that creates the sense of a special place for residents and visitors.

Objective 4: Review options for the review process.

The Committee has concluded that the appropriate option for the review process is to permit review of applications in the H-2 District concurrently with consideration of rezoning, special exception and site plan applications. This is the same process adopted by the Town Council for review of rezoning and special exception applications in the H-1 (Overlay) Old and Historic District. Specifically, require an applicant for a rezoning, special exception or site plan to submit concept elevations and layout of any proposed project to staff as part of the second submission. For legislative applications this will occur before the application is heard by the Planning Commission. These general elevations and layout would provide information regarding proposed size, scale, massing and location on the site and would be referred out to the staff for comment. Note that staff would not make a binding decision but would act in the capacity of a referral agency and would issue a comment memo. An applicant would not be required to file a Certificate of Appropriateness application at this stage so there is no appeal: the staff comments would be intended to inform an applicant – and the Commission and Council – of issues that could arise in the later application review. The advantages of this include:

- Applicant, Commission and Council are informed about the staff's position on the proposed projects early in the process;
- Applicant does not have to provide elevations and site plan with the level of detail required for normal staff administrative review;
- First submission comments should identify any major engineering or siting issues that could affect the building footprint and location, so an applicant can take them into account when preparing the more detailed elevations and site plan; and
- This helps prevent an applicant from getting caught between a Council approval and the review authority of the staff under the Design Guidelines. This process arises from experience with applicants who requested legislative approval for a use or zoning in the H-1 and H-2 Districts.

Objective 5: Consider what commission would regulate or advise council as to the application of the regulations.

The current H-2 process requires applicants to go before the B.A.R., with some exceptions, for any reconstruction, alteration, restoration or new construction in the district. The B.A.R. is uniquely suited to review applications in the H-1 (Overlay) Old and Historic District but is given inadequate guidance in the Design Guidelines to effectively administer the H-2 Corridor Program. The B.A.R. is focused on preservation of historic resources in the H-1 District and review of new construction for compatibility

H-2 Committee Report to Council

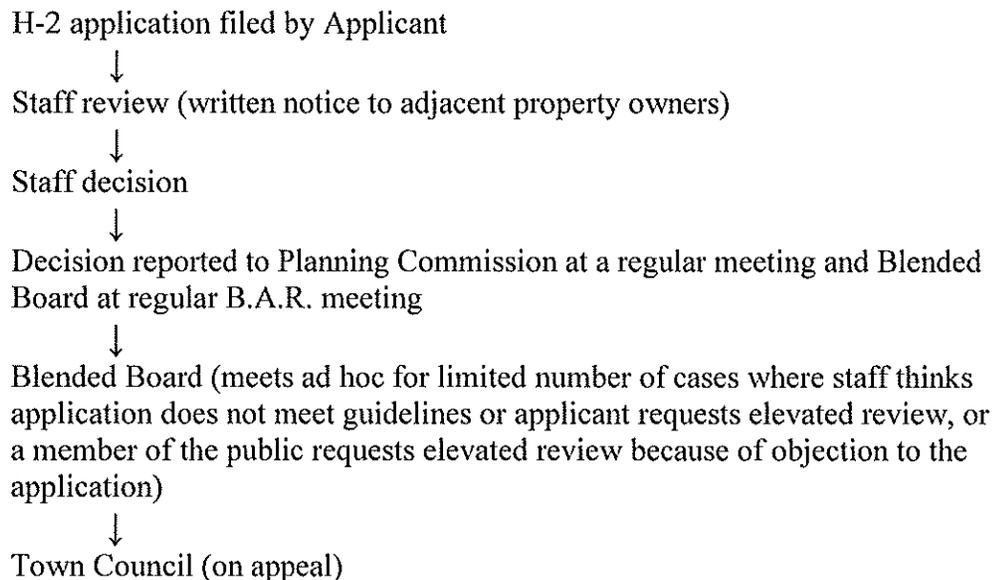
June 22, 2009

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with historic resources instead of the H-2 corridors, and therefore that Board includes architects as appointees. The Committee believes that with more prescriptive Guidelines the review process in the H-2 Corridor Program should be administrative to limit procedural delay.

In cases where the staff determines the application may not be in conformance with the H-2 Design Guidelines the application shall be forwarded to a new blended board (described below) for consideration at the applicant's request. Because the prescriptive Design Guidelines and revised Zoning Ordinance would address aspects of site planning as well as architectural design, this new blended board should be made up of experienced members of the Planning Commission with site design experience, the B.A.R. with building design experience or other Town boards and commissions. Qualifications of appropriate experience should be set for this "blended board" to ensure decisiveness and fairness in the decision-making process. The goal would be to have a board with architectural, engineering, preservation, community design planning and construction experience. Review by this Board would only occur as necessary for a small minority of applications, and may be termed "elevated review" to indicate it is not administrative.

Note that administrative applications for certain items, such as new construction, would require notice to adjacent property owners in the same manner as H-1 applications. This review is intended to occur in a timely manner with a minimum of procedure to allow applicants to obtain approval quickly. A schematic of the process is contained below:



Objective 6: Determine the number of sites in the district with vested development plans.

Based on an analysis of properties both within the current H-2 District and areas recommended for inclusion in Objective 1 above, and input from the Zoning Administrator the Committee has determined that the H-2 District has not been rendered

ineffective by vesting. The attachment entitled “Town of Leesburg H1 and H2 Historic Districts Areas of Applicability” (Attachment 1) indicates that the district still applies to every area it was originally intended to apply to. The H-2 is an overlay district and as such applies to all by right development within its boundaries. Buildings already constructed and site plans already approved do not require any review by the B.A.R. but subsequent exterior changes to those buildings do trigger the review required by the Guidelines. In addition, the proffer system has been used to include a number of properties in the H-2 Corridor Program, such as a portion of the Oaklawn, Village at Leesburg and Potomac Station developments.

Objective 7: Develop a draft of the policy guidelines and ordinances as appropriate.

The Committee believes that the drafting of the actual policy guidelines or ordinance provisions is beyond the scope of the Committee’s charge and is properly the responsibility of the Planning Commission and others if the Council initiates code changes as recommended by the Committee.

CONCLUSION: The Committee believes it has been able to identify those aspects of the current H-2 Corridor Program that led to its ineffectiveness and the general dissatisfaction with it as a planning tool. Other jurisdictions have instituted corridor programs with more definite goals and standards that protect and enhance the architectural and cultural assets within the Town’s H-1 Districts, guide the creation of attractive entry ways into town and which express a desire for quality development. Rather than dissolve the architectural corridor control program, the Committee believes the Town should learn from these communities and revise the program to achieve that sense of Leesburg as a special place that the original H-2 Program attempted but failed to capture.

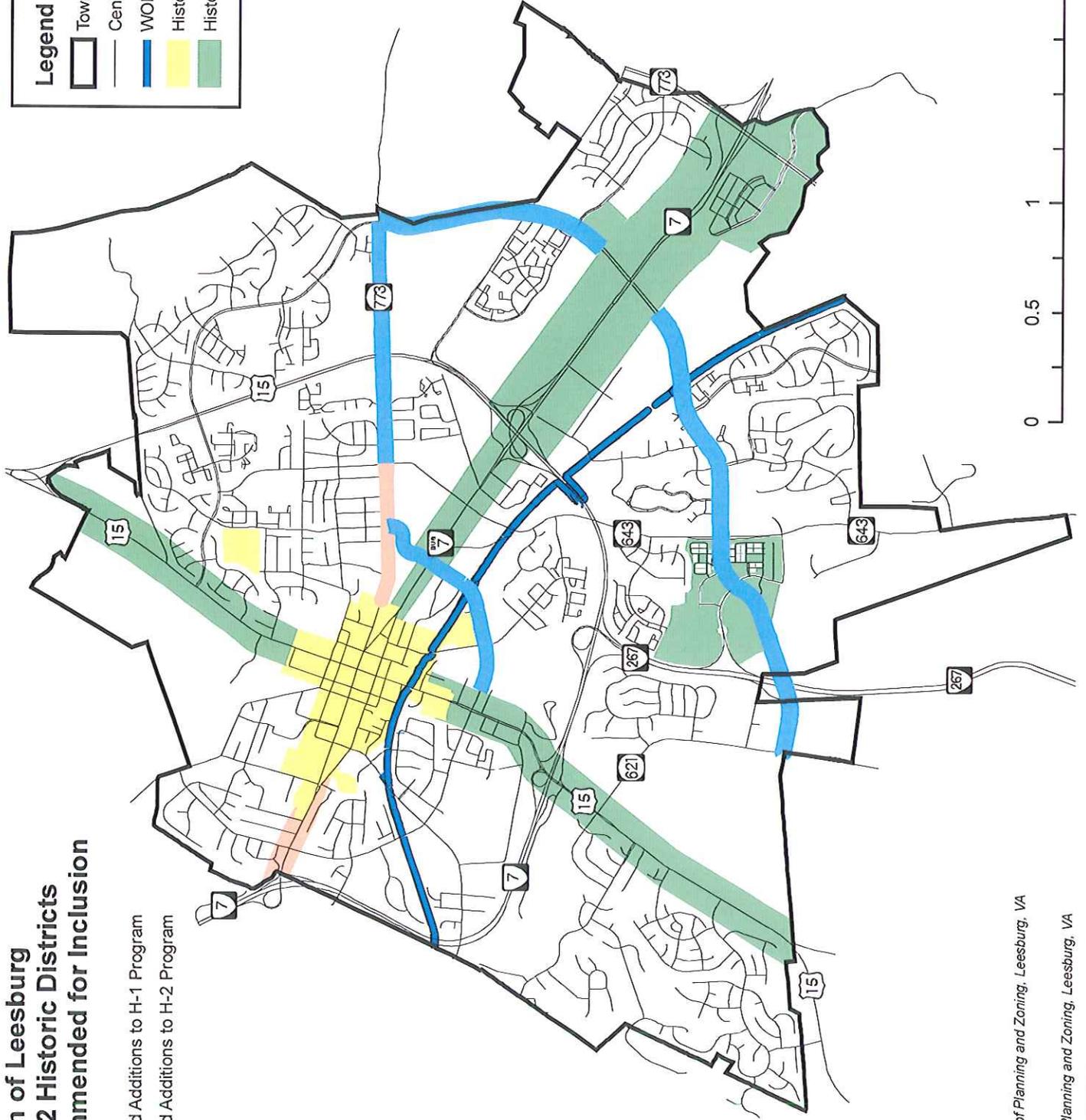
Attachments: 1. “Town of Leesburg H1 and H2 Historic Districts Areas of Applicability” Map

Town of Leesburg H1 and H2 Historic Districts Areas Recommended for Inclusion

-  Recommended Additions to H-1 Program
-  Recommended Additions to H-2 Program

Legend

-  Town Limit Line
-  Centerlines
-  WOD Trail
-  Historic District H-1
-  Historic District H-2



Map created by: Department of Planning and Zoning, Leesburg, VA
 Map date: June 19, 2009
 Map Number: PZD2009-009
 Data Source: Department of Planning and Zoning, Leesburg, VA

Town Plan Action Program
Priority List Preliminary Project Charter: East Market Street Area Plan
September 9, 2013

Project Name: East Market Street Area Plan

Project Description Overview: The Town Plan provides general land use designations and the East Market Street corridor area outside the bypass is designated for Regional Office uses. The category was established with the 2005 Town Plan and at that time the Town envisioned campus-style office use. These types of uses have not materialized in Leesburg. The County has a similar land use designation and much of the land on Route 7 and Route 28 was also designated for campus-style office and like Leesburg, there was limited market appeal for these uses, although in recent years, the County has had more success with mixed use developments in these corridors. During the 2012 Town Plan Update, staff and the Planning Commission noted that Regional Office, as defined in the Plan should either be updated or replaced. However, to do this properly, good stakeholder input, market research, and other more time-consuming work would be necessary and it was too much to absorb within the comprehensive update of the Town Plan. As such, it was decided to do this through a separate planning process. Therefore, the PC and staff recommended through 2012 policies that a small area plan for this corridor area be developed after the 2012 Plan update. This planning effort would address land use planning and also transportation planning, economic development objectives, and community design. It would result in a small area plan that is a companion document to the Town Plan which offers more detailed guidance for the East Market Street Corridor.

Project Tasks & Time Estimates: This project could be contracted to a consultant or done in house. For purposes of this project charter, staff has assumed that it would be done largely without consultant help. The exception would be to seek help with market analysis. The length of the project would be approximately 1 year with the following steps.

- I. Project Kick-off: Organization with development of detailed project charter (2 weeks)
- II. Creation of base maps and compilation of basic data (2 months)
- III. Optional: Contract for development of a market analysis for existing and future business development in the corridor (4-5 months, simultaneously with II.)
- IV. Stakeholder meeting, including area property owners, to provide base information (including marketing information if so desired by Council) and to get input/ideas from stakeholders regarding future land uses, transportation planning, and community design (2 weeks)
- V. Staff develops draft ideas based on Stakeholder input. Reviewed at Council work session (1 month)
- VI. Stakeholder meeting. Ideas further refined (2 weeks)
- VII. Staff develops draft Plan based on Stakeholder input (3 months)

- VIII. Planning Commission review with Boards and Commission input as well as Stakeholder input through public hearing process (1 month)
- IX. Town Council review and adoption through public hearing (1month)

Staff Resources needed:

- DPZ staff: Project Manager: 400 hours. Other DPZ staff support: 100 hours. Transportation Engineer: 60 hours. Economic Development staff: 60 hours. Deputy/Town Attorney: 10 hours.

Resources Needed (budgetary): Budget resources needed for Consultant if a market analysis (optional) is included in planning effort. Limited to staff time & minor expenses to be drawn from existing office supplies and advertising budget.

Stakeholder Input/Involvement (who): Property owners in corridor and other interested parties. Boards and Commissions. DAG.

Ranking (Lo = 1, Hi = 3):

- Relation to Town Council Priorities: 2
- Project Difficulty/Complexity: 3
- Number of Staff Resources Needed: 2
- Budgetary Requirements: 2

Staff Recommendation: Second Tier Priority.

Town Plan Action Program
Priority List Preliminary Project Charter

Project: Update for Town Plan Appendix B (Off-site Transportation Cost Data)

September 9, 2013

Project Name: Revisions to Town regulatory documents to address off-site transportation cost data

Project Description Overview: This project involves deciding upon a methodology to revise Appendix B in the Town Plan, or to replace with an alternative strategy. Appendix B entitled "Off-site Transportation Cost Data" is a chart that is intended to set a reasonable recommended proffer contribution for off-site road improvements based on the uses proposed as part of a rezoning. The existing chart is based on a methodology developed for the 1997 Town Plan that looked at the cost of planned road improvements shown on the Roadway Network Policy Map and apportioned a cost to developers (25%). The recommended contribution depended on the proposed land use and density. Evaluating potential methodologies will require both staff time and input from a transportation consultant. Any update of Appendix B would likely use the 2040 Transportation Model to first validate the need for the improvements in the Town Plan. Next, information must be assembled to determine what improvements are already built, what is proffered and what remains unconstructed. Then it must be determined what trips can be assigned to particular properties to get a reasonable contribution. Finally, Council must determine what percentage of the actual road costs it wishes to assign to the developer (currently, 25%). To determine costs will necessitate both civil engineer and transportation consultant work.

Project Tasks & Time Estimates: +/- 8 months to complete subject to availability of resources

- I. Project Kick-off: organization, detailed project charter, establishing roles/responsibilities, develop RFP (2 weeks)
- II. RFP review and consultant selection (5 weeks)
- III. Consultant develops draft methodology (12 weeks)
- IV. Staff review and revision (4 weeks)
- V. DAG meetings/input (2 weeks)
- VI. Town Council review & action (4 weeks)

Staff Resources needed: +/- 250 hours total as follows: DPZ Project Manager: 120 hours; other DPZ staff support: 30 hours. Transportation Engineer: 80 hours; I-T Mapping Support: 20 hours

Resources needed (budgetary): Transportation consultant and Civil Engineer consultant at an estimated cost of \$50,000 - \$60,000. Also, staff time & minor expenses to be drawn from existing office supplies.

Stakeholder Input/Involvement (who): Development Advisory Group (DAG)

Ranking (Lo = 1, Hi = 3):

- Relation to Town Council Priorities: 2
- Project Difficulty/Complexity: 2
- Number of Staff Resources Needed: 2
- Budgetary Requirements: 1

Staff Recommendation: Second Tier Priority.

Notes: The time estimates includes compilation of background data by staff for the consultants.

Town Plan Action Program
Priority List Preliminary Project Charter: Preservation Plan
September 9, 2013

Project Name: Preservation Plan for the Town of Leesburg

Background: The Town Plan provides general policies for heritage preservation. Preservation efforts have largely focused on the OHD and to a lesser extent on the H-2 corridors. A Preservation Plan would provide more specific, strategic direction and would provide context for our efforts in the historic districts. In general the scope of a preservation plan would:

- Serve as a companion document to the Town Plan
- Apply to the whole town, not just the historic districts
- Recognize our heritage buildings, sites, objects, battlefields, and districts
- Recognize that heritage resources in Town distinguish our community from others and are key to maintaining national recognition as a town with a significant quality of life
- Recognize limited town staff and monetary resources for management of heritage preservation programs
- Recognize that education and outreach are a key part of a comprehensive preservation program to increase understanding of the value of the heritage resources to the Town financially as a solid base of tax revenue and tourism revenue
- Most importantly, a preservation Plan would help to balance interests for preservation AND economic development. This recognizes that Leesburg is a dynamic community – one which is changing constantly – and the need to reconcile preservation, economic growth, and change.

Project Description Overview: The Preservation Plan would likely deal with the following general topics:

- Documentation and Surveys - Development and maintenance of historical documentation and surveys for historic properties. This includes maintenance of existing surveys with an update schedule as well as a plan for how to survey new properties.
- Demolition and Demolition by Neglect - Providing guidance for issues related to demolition of properties in the historic districts and how to consider such issues.
- Regulation and Enforcement - Identification of zoning changes that will improve preservation/rehabilitation efforts and how to address enforcement most effectively and efficiently.
- Incentives for preservation/rehabilitation. This can be tied to an education and outreach efforts regarding state and federal programs and/or could include consideration of local incentive programs such as information about state and resources

- Education and Outreach – Development and implementation of informational programs and materials that help Leesburg’s residents and businesses with their preservation/rehabilitation efforts.

Project Tasks & Time Estimates: This project could be contracted to a consultant or done in house. For purposes of this project charter, staff has assumed that it would be done with a citizen task force aided by staff . Length of the project would be approximately 2 years with the following steps.

- I. Project Kick-off: Task force appointment and organization (suggest one member from TC, PC, BAR, EDC, Resident of Historic District, Resident at large, and perhaps citizen knowledgeable about Civil War History), development of a detailed project charter, identification of general topical content for the Preservation Plan, and establishing roles/responsibilities of task force and staff (3 months)
- II. Research and development (4 months)
- III. Task Force discussion and preliminary recommendations for content of Preservation Plan (5 months)
- IV. Informational Open House and discussion with public on preliminary recommendations (1 month)
- V. Briefing to Town Council on preliminary recommendations (1 month)
- VI. Drafting of document (6 months)
- VII. Planning Commission Public Hearing and review including stakeholder input from other boards and commissions (2 months)
- VIII. Town Council Public Hearing & action (1 month)

Staff Resources needed: The following is a general estimate of personnel and time needed:

- DPZ staff: Preservation Planner (at 20% time - approx. 780 hours) , Planning and Zoning Assistant (at 15% time – 585 hours), Director (at 2% time – approx. 78 hours)
- Deputy Town Attorney: (20 hours)
- Task Force Members : (assume some participation in research and 14 meetings)

Resources Needed (budgetary): Limited to staff time & minor expenses to be drawn from existing office supplies and advertising budget.

Stakeholder Input/Involvement (who): Task Force and general public at open house and public hearings

Ranking (Lo = 1, Hi = 3):

- Relation to Town Council Priorities: 2
- Project Difficulty/Complexity: 3
- Number of Staff Resources Needed: 1
- Budgetary Requirements: 1

Staff Recommendation: Second Tier Priority.

Town Plan Action Program
Priority List Preliminary Project Charter
Project: Develop Open Space/Green Infrastructure
September 9, 2013

Project Name: Develop a coordinated Open Space/Green Infrastructure strategy including creating a protocol for managing open space areas in conjunction with passive park areas in the Town's parks and recreation system. This project could include development of a strategy to set specific yearly goals to assemble an interconnected network of ecologically valuable open space. Explore possibility of establishing a Leesburg open space conservancy.

Project Description Overview

- Identify and map portions of existing town-owned park areas which are passive (i.e. not for active recreational use)
- Study linkage possibilities (through mapping) between town-owned properties and other open space "green" elements (such as stream corridors) to identify a logical green infrastructure system
- Identify and map "missing links" of system
- Parks and Recreation Commission and Planning Commission discussion to determine if there are passive recreation opportunities for future development and/or trail opportunities. Make recommendations to Council.
- If recommended by the Parks and Recreation Commission and accepted by Council, consider whether the town should pursue acquisition of "missing link" properties for purposes of expanding and completing a green infrastructure network to be used for passive and trail recreational uses.

Project Tasks & Time Estimates: +/- 11 months to complete subject to availability of staff resources

- I. Project Kick-off: organization, detailed project charter, establishing roles/responsibilities (2 weeks)
- II. Initial Planning Commission and Parks and Recreation meeting : Project Definition and Scoping between staff and Commissions to evaluate Green Infrastructure Mapping options (2 weeks)
- III. Research and development and mapping conducted by staff (12 weeks)
- IV. Work sessions with Parks and Recreation Commission and Planning Commission to discuss the green infrastructure network as identified by staff and discuss potential uses/management of this network. (12 weeks)
- V. Recommendations to Town Council (4 weeks)

Staff Resources needed: +/- 400 hours total as follows: Project Manager: 100; DPZ Project Manager: 100 hours; other DPZ staff support: 40 hours. DPR staff: 60 hours; I-T mapping support: 80 hours

Resources Needed: Limited to staff time & minor expenses to be drawn from existing office supplies and advertising budget.

Stakeholder Input/Involvement: Watershed Committee, Development Advisory Group (DAG), EAC, EDC

Ranking (Lo = 1, Hi = 3):

- Relation to Town Council Priorities: 2
- Project Difficulty/Complexity: 2
- Number of Staff Resources Needed: 1
- Budgetary Requirements: 1

Staff Recommendation: Second Tier Priority.

Town Plan Action Program
Priority List Preliminary Project Charter
Project: Regulatory Document Update for Tree Maintenance
September 9, 2013

Project Name: Review Town regulatory documents to address tree maintenance

Project Description Overview: The Tree Commission is concerned about the survivability of trees after installation. They recommended that the Town review current regulatory requirements to assess tree maintenance plans for new development and determine whether additional ordinance provisions should be enacted to increase the health and survivability of trees. If it is determined that new ordinance provisions can and should be enacted, then such amendments should be initiated. Planning staff notes that the Zoning Ordinance contains adequate provisions to require repair or replacement of all landscaping materials required by the Zoning Ordinance (see Sec. 12.9.7 Maintenance). The standards for landscape planting are also considered appropriate and are found in the Zoning Ordinance and the Design and Construction Standards Manual. The issue to be considered is not the health of the material placed initially in the ground but the maintenance of those plantings. At the present time staff inspects newly planted materials for both health and installation technique to verify that both meet existing requirements. However, after a development is off-bond staff does not re-inspect the landscaping on private property unless there is a specific complaint. The project involves administrative practices pertaining to inspections of required plant materials for proper maintenance. It does not involve writing new provisions for the Zoning Ordinance or making changes to the Design and Construction Standards Manual or Land Subdivision regulations. Pro-active re-inspection would involve an administrative change and will require additional staff resources depending on the level of enforcement.

Project Tasks & Time Estimates: +/- 6 months to complete subject to availability of staff resources

- I. Project Kick-off: organization, detailed project charter, establishing roles/responsibilities (2 weeks)
- II. Research and development; Re-inspection program evaluation (4 weeks)
- III. Staff review and revision (2 weeks)
- IV. Town Council action (4 weeks)
- V. DAG, EDC, EAC and Tree Committee meetings/input (4 weeks)

Staff Resources needed: +/- 150 hours total as follows: DPZ Project Manager: 80 hours; other DPZ staff support: 60 hours. I-T Mapping Support: 10 hours

Resources needed (budgetary): Existing staff & minor expenses to be drawn from existing office supplies and advertising budget.

Stakeholder input/involvement (who): Development Advisory Group (DAG), EAC, EDC, and two public hearings.

Ranking (Lo = 1, Hi = 3):

- Relation to Town Council Priorities: 2
- Project Difficulty/Complexity: 2
- Number of Staff Resources Needed: 1
- Budgetary Requirements: 1

Staff Recommendation: The Town Council should indicate whether there is desire to initiate a *proactive approach* to landscape inspection and enforcement. If so, staff recommends that this item be a Second Tier priority.

Notes: The time estimates for the process (policy change and staff work needed to effect that change) include a targeting stakeholder groups and the staff resources needed to complete that process. However, staff hours to administer the program are not included in the scope of this project. There would be budgetary implications.

Town Plan Action Program
Priority List Preliminary Project Charter
Project: Tree Canopy “No Net Loss”
September 9, 2013

Project Name: Review landscape canopy provisions in the Zoning Ordinance to determine if “no net loss” to tree canopy for new development is advisable

Project Description Overview: The Tree Commission recommended that the canopy landscape provisions in the Zoning Ordinance be reviewed to determine whether it is advisable to amend the ordinance to implement a “no net loss” approach to tree canopy for new development sites and if so, initiate such amendments. “No net loss” means that when a site is developed, each tree removed as part of that development must be installed somewhere else or equivalent compensation must be made to recreate the lost canopy on other ground. This item came to the Planning Commission late in the Town Plan Action Program review process and was not discussed but was recommended as an item that was worthy of further action. Planning staff has had an opportunity to review the issue and has determined that existing state enabling legislation prevents the adoption of a “no net loss” program as intended here. In fact, the Virginia Code specifically describes what percentage of an existing canopy may be recaptured on a developed site in **Sec. 15.2-961.1 Conservation of trees during land development process in localities belonging to a nonattainment area for quality standards**. These standards were incorporated into Zoning Ordinance Article 12 Tree Preservation, Landscaping, Screening, Open Space and Outdoor Lighting on November 10, 2009. At the present time, Town regulatory documents call for the maximum amount of tree canopy cover permitted by State enabling authority. Therefore, an increase in the amount of tree canopy to be maintained as part of site development is not possible without further authority from the State of Virginia.

Staff Recommendation: No further action at this time.