

**TOWN OF LEESBURG
NOTICE OF PUBLIC HEARING TO CONSIDER AN
AMENDMENT TO ZONING ORDINANCE ARTICLE 7**

Pursuant to Sections 15.2-1427, 15.2-2204, 15.2-2205 and 15.2-2285 of the Code of Virginia, 1950, as amended, the **LEESBURG TOWN COUNCIL** will hold a public hearing on **TUESDAY, OCTOBER 13, 2015 at 7:30 p.m.** in the Town Council Chambers, 25 West Market Street, Leesburg, Virginia, 20176 to consider the following amendments to the Zoning Ordinance:

1. Sec. 7.10.11.A.2.a. Urban Boulevards, to remove the Davis Avenue extension.

Copies and additional information regarding each of these proposed Zoning Ordinance amendments are available at the Department of Planning and Zoning located on the second floor of the Leesburg Town Hall, 25 West Market Street, Leesburg, Virginia 20176 during normal business hours (Monday-Friday, 8:30 a.m. to 5:00 p.m.), or by calling 703-771-2765 and asking for Michael Watkins, Senior Planner. This zoning ordinance amendment application is identified as case number TLOA-2015-0002.

At this hearing all persons desiring to express their views concerning these matters will be heard. Persons requiring special accommodations should contact the Clerk of Council at (703) 771-2733, three days in advance of the meeting. For TTY/TDD service, use the Virginia Relay Center by dialing 711.

Ad to run 10/1 and 10/8



Date of Council Meeting: October 13, 2015

**TOWN OF LEESBURG
TOWN COUNCIL PUBLIC HEARING**

Subject: TLOA-2015-0002, Zoning Text Amendment, Sec 7.10.11.A2.a Urban Boulevards; reduction of a four lane segment to a two lane segment

Staff Contact: Michael Watkins, Senior Planner, DPZ

Council Action Requested: Denial of the requested Zoning Ordinance Amendment to change Davis Avenue from four lanes to two lanes should the planned land use in the area remain as currently depicted within the Town Plan.

Staff Recommendation: Staff recommends denial of the Zoning Ordinance amendment if the planned land use change from commercial to residential is not approved with *Town Plan* Amendment application TLTA 2014-001. If the planned land use change from commercial to residential is approved with the *Town Plan* Amendment (TLTA 2014-0001), creating a predominantly residential development south of Tuscarora Creek, then a two-lane roadway may be appropriate.

Commission Recommendation: The Planning Commission held its public hearing on July 16, 2015. Three residents and two officers of the Virginia Knolls Community Association made remarks concerning the following:

- Impacts of the future Greenway Extension on private property.
- Downstream impacts of grading and stormwater measures on the Crescent Parke property.
- Volume of anticipated traffic on Harrison Street and the lack of additional traffic control devices.

A work session was then held on August 20, 2015. Officers of the Virginia Knolls Community Association again addressed the application and raised concerns. Although alternative road classification options for Davis Avenue (see alternative options on page three) were discussed, the Planning Commission recommended denial of the zoning text amendment (6-1) and included the following recommendations:

- Retain Davis Avenue as a four-lane Urban Boulevard.
- Bike lanes should not be incorporated with the street and that an off-street shared-use trail should be provided.

Fiscal Impact: This amendment is intended to address a roadway classification, and there are significant land use implications if the classification is changed. The Applicant has not provided the required analysis that compares current *Town Plan* policies of primarily commercial mixed use development that could be built for the proposed Crescent Parke development which this amendment is associated with, and development that could result if the proposed amendment is approved. Without that analysis, changes in tax revenue based on the proposed change cannot be fully evaluated.

Work Plan Impact: This application is part of the core function of Planning and Zoning and fits within the work plan. The Town will need to review and approve additional site development applications prior to construction of the site. Such site development plan processing is anticipated in the Town's work plan as well.

Executive Summary: Davis Avenue from Gateway Drive to South King Street is currently planned as a four-lane road with a center turning lane or median that is classified as an Urban Boulevard within the Crescent District (see Attachment 2). The effect of the text amendment would permit Davis Avenue from Gateway Drive to South King Street to be constructed as a two-lane road with on-street parking that would be classified as a General Street (Attachment 3). This change in road classification is directly related to the land use proposed through TLZM 2013-0006 Crescent Parke. The rezoning application proposes to change the current zoning from mixed use with emphasis on commercial use as opposed to residential use to residential use south of Tuscarora Creek. A change to residential use would not require four lanes.

Background: The Applicant requests to amend Sec. 7.10.11.A.2.a. Urban Boulevards, to remove the Davis Avenue extension from the list of streets to be constructed as Urban Boulevards within the Crescent Design District. The proposed text change is shown below:

- a. Urban Boulevards.** This designation includes East Market Street and Catoctin Circle. The cross section for East Market Street within the Crescent Design District extends only from the southern curb line to the outside edge of the sidewalk. The location of the curb line and edge of sidewalk shall be measured from the center line, as specified in Sec. 7.10.4.C.1 Required Build-to Line and Parking Setback. See the illustration below. As an option, the Urban Boulevard may include a median in place of the turn lane subject to special conditions, including sufficient demonstration of adequate ingress and egress and compliance with Town and VDOT traffic engineering standards.

Attachment 4 is the Crescent District's Future Streets Policy Map. The Applicant seeks to change Davis Avenue from Gateway Drive South King Street to a "through collector" which is a two-lane road with a 70-foot right-of-way. This request is in conjunction with a request related to TLZM-2013-0006 Crescent Parke to change the land use in the area from mixed use commercial to residential land use south of Tuscarora Creek.

The proposed roadway would be insufficient to handle the traffic needs envisioned with the current land use in the *Town Plan* and Zoning Ordinance based on a predominately non-residential mixed-use vision that was established with the approval of the Crescent Design District. The proposed roadway would only be able to support the amount of traffic to be expected by a predominantly residential, non-commercial development.

Staff has evaluated the proposal on the basis of general policies in the *Town Plan* and the more specific policies of the Crescent District Element (Chapter 11). Based on this analysis, the proposal does not comply with the following:

- The goal to provide the Davis Avenue Extension as a four-lane road to handle anticipated traffic volumes based on a primarily commercial land use pattern.
- The expressed policies for integrated mixed use within the Crescent District plan area.
- The goal to provide a better balance between commercial and residential uses for tax revenue purposes.

As noted above, other alternative road classifications discussed by the Planning Commission that the Town Council may want to consider include:

1. Classify Davis Avenue as Urban Boulevard north of Tuscarora Creek *inclusive* of the bridge.

Urban Boulevards. This designation includes ~~the extension of Davis Avenue~~ [Davis Avenue north of Tuscarora Creek inclusive of the bridge over the Tuscarora Creek](#), East Market Street and Catoctin Circle.

2. Classify Davis Avenue as Urban Boulevard north of Tuscarora Creek *exclusive* of the bridge.

Urban Boulevards. This designation includes ~~the extension of Davis Avenue~~ [Davis Avenue north of Tuscarora Creek exclusive of the bridge over the Tuscarora Creek](#), East Market Street and Catoctin Circle.

3. Approve the elimination of Davis Avenue from the Zoning Ordinance Section 7.10.11.A.2.a as proposed, but insert language in the *Town Plan* Transportation Element that describes an alternative road classification and configuration for Davis Avenue. For example, an alternative road classification discussed by the Planning Commission was a four-lane road including the bridge which would drop down to two lanes south of the bridge and connect to Gateway Drive.

TLOA 2015-0002, Davis Avenue

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Attachments:

1. June 4, 2015 Planning Commission Staff Report
2. Crescent District Future Streets Policy Map
3. Urban Boulevard's Street Section
4. General Street's Street Section



Date of Commission Meeting: June 16, 2015

**TOWN OF LEESBURG
PLANNING COMMISSION
PUBLIC HEARING**

Subject: TLOA-2015-0002, Zoning Ordinance Text Amendment, Sec. 7.10.11.A.2.a. Urban Boulevards

Staff Contact: Michael Watkins, Senior Planner, DPZ

Issue: Should TLZO Section 7.10.11.A.2.a. be amended by removing the extension of Davis Avenue from being required to be constructed as an Urban Boulevard in the Crescent Design District?

Recommendation: Staff recommends denial of the amendment to the Zoning Ordinance on the basis of the findings leading to the recommendation of denial of Town Plan Amendment TLTA-2014-0001 as presented in the June 4, 2015 Planning Commission Public Hearing Staff Report.

Background: On June 9, 2015 Town Council adopted Resolution No. 2015-065 initiating a Zoning Ordinance Amendment of TLZO Section 7.10.11.A.2.a. Urban Boulevards that would remove the extension of Davis Avenue from the list of streets required to be constructed as an Urban Boulevard. This amendment coincides with the Town Plan Amendment TLTA-2014-0001 amending the planned land use to residential and amending the street classification of Davis Avenue to a “through collector” road which would permit a two lane road in a 70-foot right-of-way.

On June 4, 2015 the Planning Commission forwarded TLTA-2014-0001 to Town Council with a recommendation of denial based on the findings presented in the June 4, 2015 staff report that include the following:

Land Use Amendment:

- The Statement of Justification and submitted materials do not adequately address the Zoning Ordinance criteria to justify the *Town Plan Amendment* as proposed.
- Applicant has not demonstrated that residential use is preferable to mixed use in this area based on site and surrounding conditions.
- The expressed policies for integrated mixed use within the Crescent District plan area are not achieved by this amendment.

- The goal to provide a better balance between commercial and residential uses for tax revenue purposes is not achieved by this amendment.
- The retention of open space areas identified in the *Town Plan* is not achieved.
- The required fiscal analysis has not been completed to help judge the economic revenue that could be lost by this proposal.

Transportation Amendment:

- The Statement of Justification and submitted materials do not adequately address the Zoning Ordinance criteria to justify the *Town Plan* Amendment as proposed.
- The amendment is in conflict with the designation for Davis Avenue Extended in the Crescent Design Zoning District.
- The amendment would allow a 2-lane road suitable for local residential traffic only and would remove the four-lane minor arterial that could handle significant commercial traffic as envisioned for the road in the Crescent Design Zoning District.
- The required fiscal analysis has not been completed to help judge the economic revenue that could be lost by this proposal.

Presented below is Zoning Ordinance Section affected by this proposed amendment. It is followed by a brief explanation of the proposed change along with the proposed text.

SECTIONS AMENDED BY THIS ORDINANCE REVISION

- ❖ **Sec. 7.10.11.A.2.a. Urban Boulevards, to remove the Davis Avenue extension from the list of streets to be constructed as Urban Boulevards within the Crescent Design District**

Key to Text Used in this Report:

- A brief description of the proposed amendment is *written in italics* at the beginning of each section.
- Text **highlighted in yellow and underlined** is proposed new language.
- Text in ~~red and with strikethrough~~ is existing text proposed to be eliminated.

1.) Section 7.10.11.A.2.a. Urban Boulevards

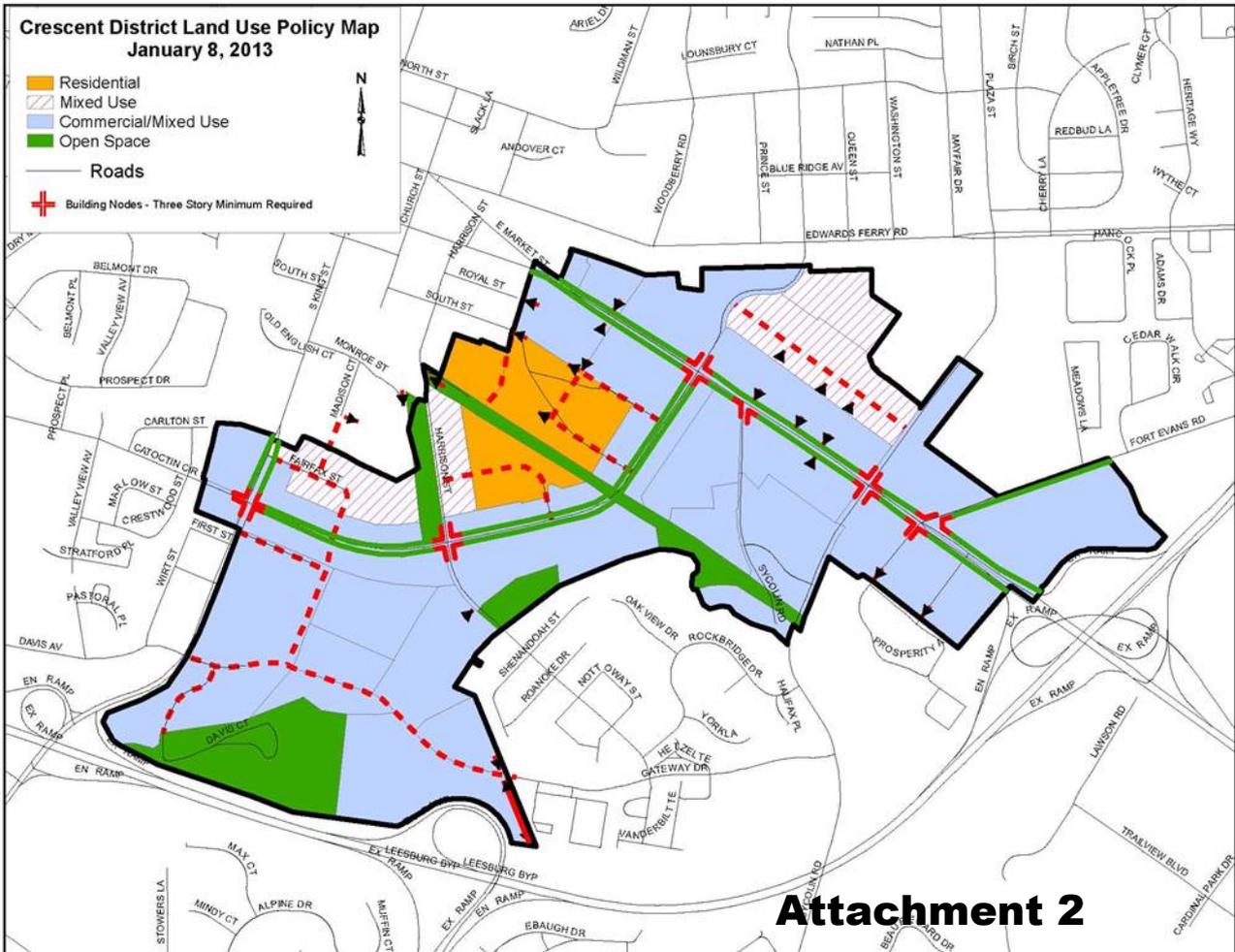
This revision makes no other changes to this Section other than to remove the extension of Davis Avenue from the streets listed therein. By removing the Urban Boulevard designation from the extension of Davis Avenue, then instead of it being constructed as a four lane roadway in a 96-foot wide right-of-way with 106 feet from Build-to-Line to Build-to-Line, it may be constructed as a General Street, i.e., a two-lane roadway in a 70-foot right-of-way with 80 feet from Build-to-Line to Build-to-Line.

- a. **Urban Boulevards.** This designation includes ~~the extension of Davis Avenue~~, E. Market Street and Catoclin Circle. The cross section for E. Market Street within the CD District extends only from the southern curb line to the outside edge of the sidewalk. The location of the curb line and edge of sidewalk shall be measured from the center line, as specified in Sec. 7.10.4.C.1 Required Build-to Line and Parking Setback. See the illustration below. As an option, the Urban Boulevard may include a median in place of the turn lane subject to special conditions, including sufficient demonstration of adequate ingress and egress and compliance with Town and VDOT traffic engineering standards.

Crescent District Land Use Policy Map

January 8, 2013

-  Residential
-  Mixed Use
-  Commercial/Mixed Use
-  Open Space
-  Roads
-  Building Nodes - Three Story Minimum Required



Attachment 2

Urban Boulevards

