



Date of Meeting: January 15, 2026

**TOWN OF LEESBURG**  
**PLANNING COMMISSION WORK SESSION**

**Subject:** Zoning Ordinance Rewrite

**Staff Contact:** Michael Watkins, Zoning Administrator  
Brian Boucher, Deputy Director  
James David, Director

**Purpose:** Wrapping Up PC Review and Input

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**Background:** At their July 20, 2023 Public Meeting, the Planning Commission received an introductory presentation on the Zoning Ordinance Rewrite project. In October 2023, representatives from Kendig Keast Collaborative (Consultant) presented their code audit of the Town's current Zoning Ordinance and broad recommendations for changes at a joint meeting of the Planning Commission and Town Council. In February and September 2024, the consultants delivered their first draft of the new Ordinance via the Town's enCodePlus online zoning platform and provided an overview of concepts in each Article to the Planning Commission. The first draft of the Zoning Ordinance Rewrite was released on March 6, 2025 for a 60-day public review period. The second draft of the Zoning Ordinance Rewrite was released on November 17, 2025 for a 45-day public review period. All Planning Commission and public presentations and the code audit are available on the Zoning Ordinance Rewrite project page at: [leesburgva.gov/zoningordinancerewrite](https://leesburgva.gov/zoningordinancerewrite).

**Issues:** The Planning Commission has held 16 work sessions on the draft Zoning Ordinance Rewrite since January 16, 2025. The draft is in good shape as a result of the Commission's work. The Commission should identify any remaining comments, questions, or edits over the next three work sessions (01/15/26, 02/05/26 and 02/19/26). This will enable staff to prepare the Planning Commission Draft in March 2026, schedule the final Planning Commission public hearing for April 2026, and notify all households in the Town limits via postcard mailer about the pending Zoning Ordinance Rewrite public hearing.

Two outstanding issues the Commission has raised in past meetings are: (1) testing the draft Crescent District – Activity Center (CD-AC) development standards, and (2) evaluating existing traffic conditions of the Town's roads to inform draft residential density thresholds in certain zoning districts. The CD-AC test results are detailed in the section below. The results of a recent update to the Town's Travel Demand Model of existing road networks will be presented at the Commission's February 5, 2026 work session.

**Crescent District – Activity Center Test Results**

The Virginia Village redevelopment and the Leesburg Plaza Shopping Center were used for testing purposes. Virginia Village is designated on the Draft Zoning Ordinance Rewrite Map as CD-AC because of the designated character area in the Legacy Leesburg Town Plan and its status as an approved proffered mixed-use rezoning. The Leesburg Shopping Center is designated as Crescent District-Planned Activity Center (CD-PAC), due to Town Plan policy,

and was tested due to the center’s potential for redevelopment as the second activity center in the Crescent District.

Virginia Village is an approved rezoning that includes 18.48 acres and permits 165,800 square feet of nonresidential uses, 81 single-family attached dwelling units and 562 multifamily dwelling units. Leesburg Plaza Shopping Center, including the surrounding pad sites, is approximately 29.23 acres in size with approximately 271,100 square feet of gross floor area. The shopping center does not currently include any residential dwellings.

The testing methodology was primarily mathematical, meaning the permitted use densities and required use mix were computed based on the acreage of the properties. The Virginia Village test case also examined the setback requirements based on the approved rezoning concept development plan. Using the outline of the draft CD-AC standards in ZO Rewrite Table 5-7-1-1, the following observations were made:

Community Amenity and Open Space

	Virginia Village	Leesburg Plaza Shopping Center
Total acreage	18.48 ac	29.23 ac
CD-AC required ratio (sf): 10%	80,499 sf	127,325 sf

The proposed CD-AC Community Amenity and Open Space standards seem appropriate and achievable. The approved percentage of community amenities and open space in Virginia Village was 105,900 sf or 13%.

Residential Density

	Virginia Village	Leesburg Plaza Shopping Center
Total acreage	18.48 ac	29.23 ac
CD-AC min density: 30 du/ac	18.48 * 30 = 554 units	29.23 * 30 = 877 units
CD-AC max density: 100 du/ac	18.48 * 100 = 1,848 units	29.23 * 100 = 2,329 units
<b>Table Note:</b> CD-AC requires a mix of residential and nonresidential uses that will further constrain maximum residential density.		

Based on a comparison to the Virginia Village rezoning approvals (643 units) and other proffered Planned Development and Mixed-Use Business District rezonings, the ZO Rewrite proposed maximum residential density is significantly higher.

Nonresidential Density

	Virginia Village	Leesburg Plaza Shopping Center
Total acreage	18.48 ac	29.23 ac
CD-AC max density: 2.0 FAR	1,609,977 sf	2,546,517 sf
<b>Table Note:</b> CD-AC requires a mix of residential and nonresidential uses that will further constrain maximum nonresidential density.		

Virginia Village actual nonresidential density is an FAR of 0.21. Prior to the Virginia Village rezoning, Leegate was the last significant mixed-use application. The nonresidential gross floor area for Leegate was 710,000 sf which resulted in an FAR of 0.13. For reference purposes, Village at Leesburg Land Bays A and B includes 810,600 sf of nonresidential uses, or an FAR of 0.32.

Use Mix (Gross Floor Area of All Proposed Buildings)

The methodology for testing the CD-AC Use Mix was based on the approved Virginia Village rezoning. The rezoning application included a layout that demonstrated compliance with applicable tree canopy cover, stormwater management, open space, and roads. The table below provides a comparison of the approved rezoning and application of the draft use mix requirements.

The CD-AC Use Mix standard requires computation of gross floor area for both residential and nonresidential buildings. For single-family attached dwellings, the testing scenario includes four-story structures having a footprint of 20’ by 40’ (3,200 sf). 1,200 sf. was used for multifamily dwellings. The area is based on average dwelling unit size, not bedrooms, and common area. Because a mix of unit types is desired, 25% of the theoretical density was included as single-family attached units, and 75% were included as multifamily dwellings. Note the use mix also includes a requirement to provide 5% of the total gross floor area as Civic Uses.

Virginia Village Test Case

	Max Residential Density Scenario (100 du/ac)	Max Nonresidential Density Scenario (30 du/ac)	Approved Scenario
Residential	SFA 305 units (976,000 sf) MFA 914 units (1,096,800 sf) Total 2,072,800 sf	SFA 92 units (294,400 sf) MFA 275 units (330,000 sf) Total 624,400 sf	SFA 81 units (259,200 sf) MFA 562 units (674,400 sf) Total 933,600 sf
Nonresidential	1,062,584 sf (2.0 FAR)	1,062,584 sf (2.0 FAR)	165,800 sf (0.21 FAR)
Total SF	3,135,384 sf	1,686,984 sf	1,099,400 sf
Residential %	2,072,800 sf / 3,135,384 sf = 66%	624,400 sf / 1,686,984 sf = 37%	933,600 sf / 1,099,400 sf = 85%
Nonresidential %	1,062,584 sf / 3,135,384 sf = 34%	1,062,584 sf / 1,686,984 sf = 63%	165,800 sf / 1,099,400 sf = 15%

For the testing scenario, the ratios appear to seem to work mathematically. The existing Zoning Ordinance includes minimum and maximum use requirements in all Planned Development and Mixed-Use Districts. Examples include Oaklawn, Potomac Station, Village at Leesburg, and Leegate. The use mix requirements are based on a mix of office to other nonresidential uses, not strictly residential. However, these projects were all approved with modifications to the nonresidential use minimums. The modifications favored increases in land area to accommodate residential uses over nonresidential uses.

Based on the testing results, staff recommends the following changes to the draft the CD-AC District in the Zoning Ordinance Rewrite.

**Table 5-7-1-1, CD-AC Lot and Building Standards**

ac. = acre    du = dwelling unit    du/ac. = dwelling units per acre  
FAR = Floor-to-Area Ratio

Lot Standards	
Community amenity and Open Space (min) <sup>1</sup>	10% of the gross area of the activity center application, and 0.5 ac park or 0.5 ac signature public space
Residential density -Minimum -Maximum	30 du/ac <del>100</del> 60 du/ac
Maximum nonresidential density	<del>2.0</del> 1.0 FAR
Lot area (min/max)	None
Lot width (min/max)	None

**Staff Recommendations:**

- **Revise the maximum residential density to 60 dwelling units per acre.** Although the Crescent District Master Plan recommends a higher density for the Activity Center place type, staff recommends keeping the max density in the ZO Rewrite closer to market realities. For example, the approved mixed use portion of Virginia Village is about 55 dwelling units per acre.
- **Reduce the maximum nonresidential density 1.0 FAR.** Although the Crescent District Master Plan recommends higher nonresidential densities for Activity Centers, staff recommends aligning the ZO Rewrite closer to market realities.

**Table 5-7-1-2, Use Mix Standards**

Use Category	Min. Gross Floor Area (% of development)	Max. Gross Floor Area (% of development)
Residential	30	<del>60</del> 70
Nonresidential	<del>35</del> 25	65
Civic <sup>1</sup>	5	No max

**Staff Recommendation:**

- **Revise the required use mix to reflect market realities and the history of mixed-use developments in Leesburg.**

## Next Steps

### Tentative Planning Commission Zoning Ordinance Rewrite Work Plan

#	Topic	Commission Meeting Date
1	ZO Rewrite Work Plan	January 16, 2025
2	Zoning Map	February 6, 2025
3	Release of Draft Text	March 6, 2025
4	Article 1 General Provisions	
4	Article 2 Zoning Districts and Dimensional Standards	April 3, 2025
5	Article 3 Use Regulations	April 17, 2025
6	Article 3 Use Regulations (continued)	May 1, 2025
7	Article 3 Use Regulations (continued)	May 15, 2025
8	None	June 5, 2025
9	Recap Articles 1-3, Article 4 Development Standards	July 10, 2025
10	Article 5 Review Bodies, Article 6 Review Procedures	July 17, 2025
11	Article 7 Nonconformities, Article 8 Enforcement, Article 9 Word Usage	August 7, 2025
12	No Meeting	August 21, 2025
13	Recap Articles 4-9, Deep Dive List	September 4, 2025
14	Deep Dive List (continued)	September 18, 2025
15	Deep Dive List (continued)	October 2, 2025
16	Deep Dive List (continued)	October 16, 2025
17	Placeholder Sections, Public Comment Report	November 6, 2025
18	Crescent District, Public Comment Report	November 20, 2025
19	Subcommittee Recommendations: Attainable Housing, Signs	December 4, 2025
20	No Meeting	December 18, 2025
21	Questions/comments on ZO Rewrite Draft II, CD-AC Test Results	January 15, 2026
22	Questions/comments on ZO Rewrite Draft II, Travel Demand Model	February 5, 2026
23	Final questions/comments on ZO Rewrite Draft II	February 19, 2026
24	Public Hearing	April 2026

The January 15, 2026 Planning Commission Meeting is another of many opportunities throughout the Zoning Ordinance Rewrite project for members of the Planning Commission and the public to provide input.

**Attachment:** Public Comment Report (as of November 17, 2025)