



Date of Meeting: February 5, 2026

TOWN OF LEESBURG
PLANNING COMMISSION WORK SESSION

Subject: Zoning Ordinance Rewrite

Staff Contact: Michael Watkins, Zoning Administrator
Niraja Chandrapu, Transportation Engineer
Debi Parry, Planner
James David, Director

Purpose: Wrapping Up PC Review and Input

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.

Issues: The Planning Commission has held 17 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 two work sessions (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.

One outstanding issue the Commission has raised in past meetings is the need to evaluate existing traffic conditions of the Town's roads to inform draft residential density thresholds in certain zoning districts. The Commission requested a review of the Town's Travel Demand Model of existing road networks at their February 5, 2026 work session.

Travel Demand Model Results

The Leesburg Travel Demand Model is a planning tool used to estimate how much traffic is likely to use roads in and around the Town of Leesburg in the future. It is based on established regional models from the Metropolitan Washington Council of Governments and Loudoun County. The model uses the Base Year of 2023 and projected future years and combines information about the road network with expected growth in population and jobs.

The model inputs are the roadway network and land use. The roadway network information includes the type of roadway (e.g. local road, collector, freeway) and number of lanes. The land use information is by geographic zones and includes population (number of households) and jobs (retail, office, industrial). Population and employment estimates take into account local projects under construction, approved development applications, and the Legacy Leesburg Town Plan land use vision. Using this information, the model estimates where people are likely to travel and how traffic will be distributed across the roadway system. The model outputs are traffic volumes and levels of service (LOS) by roadway.

The model is a helpful tool for planning community transportation needs. This helps the Town understand where congestion may occur in future years, test different roadway network and land use scenarios, and plan roadway and transportation improvements accordingly. Note the Travel Demand Model is different than the Traffic Impact Studies the Commission is accustomed to seeing with rezoning applications. The Travel Demand Model is primarily for planning purposes and evaluates larger roads only at a regional macro level. A Traffic Impact Study evaluates all roads at a more micro level, including intersections, and while it is helpful in planning it is geared towards informing engineering decisions.

Several Travel Demand Model maps are included for the years 2023, 2030, and 2040 (see Attachments 1 thru 6). These maps display traffic volumes on a daily basis as well as traffic volumes during the evening hours when roads hit peak volumes between 3 pm to 7 pm. In general, LOS A thru C is considered acceptable for roads in the Town of Leesburg. LOS D indicates the road segment is approaching congestion but there is still some capacity.¹ LOS E or F indicates a road segment is congested.

Using the Model to Inform the Zoning Ordinance Rewrite

The Commission could compare the areas of the Zoning map considered for residential density increases with the same areas on the Travel Demand Model maps. If the model indicates there are congested traffic conditions now and in the future on the larger roads in these areas, the Commission may wish to further discuss the potential impacts of increasing max residential density thresholds. A few important caveats are (1) the Travel Demand Model measures origin and destination trips that impact the entire road network rather than a localized area, and (2) many of the parcels in Town are subject to proffers with approved densities that supersede any potential changes to the base Zoning map.

Table 1 shows the existing and proposed residential densities for all zoning districts that permit residential uses. In general, proposed density increases are supported by the Town Plan. Areas to highlight include:

- Existing CD-CC at 24 du/ac increased to 30-60 du/ac in proposed CD-AC
- Existing CD-RM at 8-16 du/ac increased to 22 du/ac in proposed CD-RN
- New IC District at 24 du/ac
- New CN District at 16 du/ac
- Existing B-1at 5 MF units by-right increased to 10 MF units by-right in proposed DT

¹ LOS D is the acceptable standard for road segments in Loudoun County.

Table 1. Existing vs Proposed Max Residential Density

	Existing Zoning District	Existing Density	Proposed Zoning District	Proposed Density	Town Plan Policy
Residential Districts	R-E	3du/ac - SFD	RS, Residential Suburban	4du/ac	Single-Family Detached Housing. Mix of lot sizes on a grid street network.
	R-1	1du/ac - SFD			
	R-2	2du/ac - SFD			
	R-4	4du/ac - SFD			
	R-6	6du/ac - SFD; Duplex	RM, Residential Medium	6du/ac SFD; 10du/ac SFA	Range of housing types with small blocks. Encourage small scale units and single-family attached.
	R-8	8 du/ac SFD; SFA; Duplex	RU, Residential Urban	22du/ac	Range of housing types with small blocks. Encourage small scale units and single-family attached.
	R-16	16du/ac (MF) 10du/ac (SFA)			
	R-22	22du/ac (MF) 14du/ac (SFA)			
R-HD	SFD; Duplex	RH, Residential Historic	N/A	Compact development pattern with a mix of uses. Small blocks with streets extending a grid pattern.	
Non-Residential & Mixed Use Districts	PRN; PRC	Case Specific	CN, Commercial Neighborhood	16 du/ac MF	Implements neighborhood character area with upper story residential only. Acts as a transitional district between residential and higher intensity commercial uses.
	B-1	MF (5 by-right; 6+ Minor SPEX)	DT, Downtown	MF (10 by-right; 11+ Minor SPEX) only	Compact development pattern with a mix of uses. Small blocks with streets extending a grid pattern.
	B-4	N/A	MU, Mixed Use	40du/ac	Compact, walkable environment with mix of uses. Residential units above storefronts.
	O-1	N/A			
	PEC	Case Specific	IC, Innovation Center	24 du/ac	Mix of Residential, Office, Flex, and overnight accommodations. Live-work units and upper story residential above office or retail.
Crescent District	CD-CC	24du/ac (Rezoning) MF	CD-AC Activity Center	Min 30du/ac to Max 60 du/ac SFA/MF	Townhomes, duplexes, condominiums, apartments, live-work units. Uses and buildings located on smaller blocks with walkable streets.
			CD-CC Commercial Corridor	MF (10 units upper floor only)	
	CD-RM	8du/ac (by-right) 16du/ac (rezoning) SFD; SFA; Duplex	CD-RN Residential Neighborhood	22 du/ac SFA;MF	
	CD-RH	12du/ac (by-right) 24du/ac (rezoning) MF; SFA 2/2; SFA			

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 February 5, 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.

Attachments:

1. Travel Demand Model Map #1 – 2023 Daily Volume
2. Travel Demand Model Map #2 – 2030 Daily Volume
3. Travel Demand Model Map #3 – 2040 Daily Volume
4. Travel Demand Model Map #4 – 2023 Evening Volume

5. Travel Demand Model Map #5 – 2030 Evening Volume
6. Travel Demand Model Map #6 – 2040 Evening Volume
7. Proposed Zoning Map
8. Public Comment Report (as of November 17, 2025)