

Comprehensive Plan

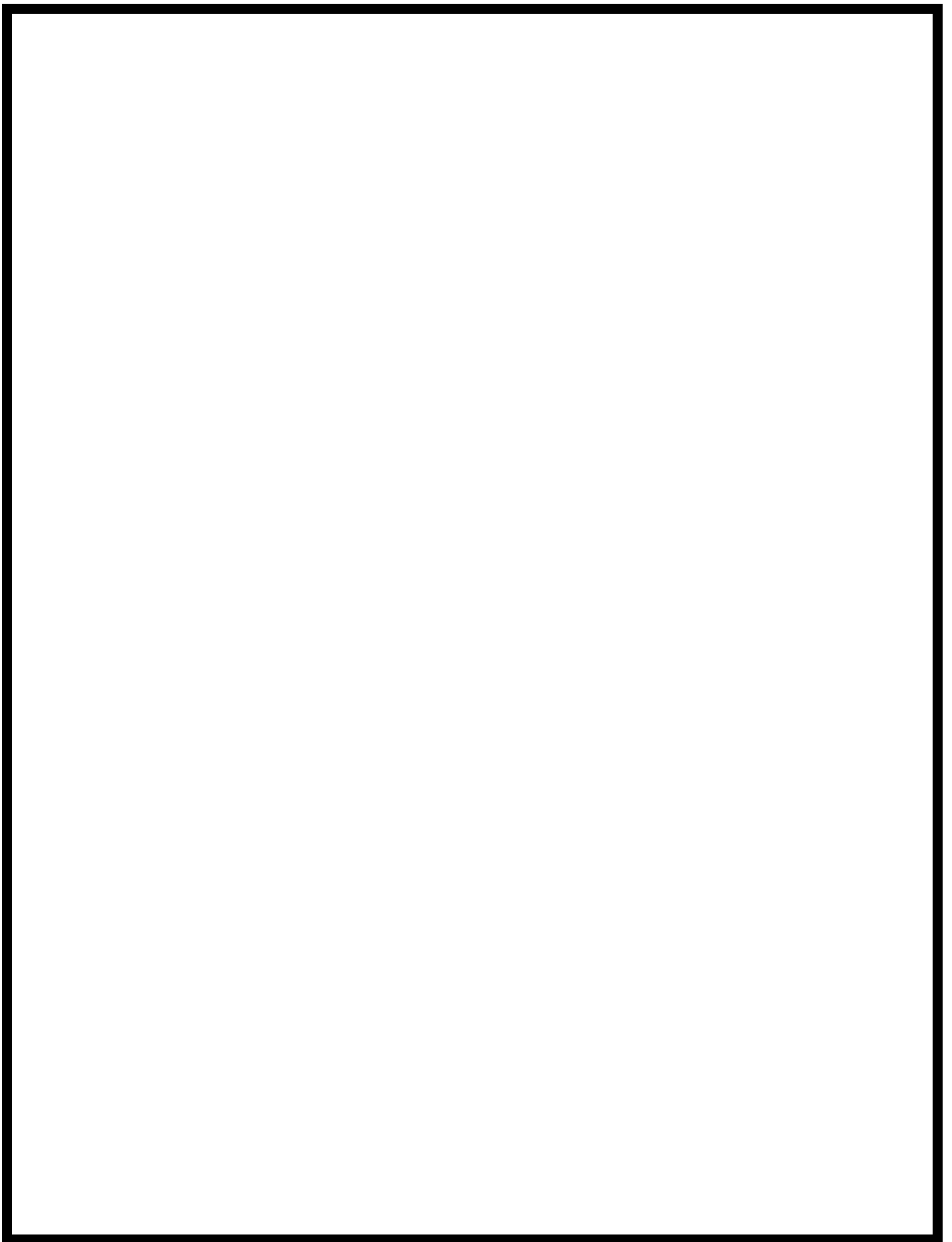
DRAFT 201X Update

YOUR CITY. YOUR PLAN.



Harrisonburg
VIRGINIA





City of Harrisonburg, Virginia

Comprehensive Plan

201X Update

Adopted by Action of City Council:

XXXX XX, 20XX

The City of Harrisonburg expresses appreciation to all individuals who contributed to the preparation of this document.

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Chapter 1.

Introduction



YOUR CITY. YOUR PLAN.



1 Chapter 1 Introduction

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11

12 The City of Harrisonburg Comprehensive Plan presents a vision of what kind of community the City
 13 would like to be in the future and identifies ~~the steps~~ **required** to move toward that vision. The Plan is
 14 the central organizing umbrella under which other plans, regulations, and initiatives exist. The Plan
 15 establishes the preferred overall long-term vision for our community. The Plan is not a regulatory
 16 document but serves as a guide for Harrisonburg and it helps City and community leaders with setting
 17 policies and decision-making.

18 Comprehensive plans deal fundamentally with the physical characteristics of a community. Hence, land
 19 use is the core element of a comprehensive plan. However, in order to arrive at an appropriate plan for
 20 the use of land, other physical aspects must be addressed, such as environmental features,
 21 transportation, water and wastewater facilities, and other public facilities. Additionally, other issues are
 22 reviewed by comprehensive plans including, but not limited to, affordable housing, historic resources,
 23 employment, and economic development. Components of a comprehensive plan should be well-
 24 coordinated and complimentary. Virginia Code Sections 15.2-2223 through 15.2-2232, describes local
 25 comprehensive plans.

26 The Comprehensive Plan contains general recommendations. However, one of the most important and
 27 practical purposes of a comprehensive plan is to give guidance to the specific land use regulations
 28 adopted by the local government. Such regulations include:

- 29 • the Zoning Ordinance,
 30 • the Subdivision Ordinance, and

- 31 • other growth management tools (i.e. design standards and guidelines, transportation planning,
32 economic development initiatives, housing programs, and others).

33
34 Harrisonburg has a long tradition of public planning and this plan builds on previous comprehensive
35 plans adopted by the City. This plan is adopted to set the groundwork for the City’s growth and
36 development policies for the next five years within a long-term planning horizon of 20 to 30 years.
37 Planning Commission and City Council expect to consider revisions to the plan, particularly at its next
38 review in five years. In the meantime, this plan is meant to set the City on a course toward meeting its
39 long-term vision as articulated in Chapter 2.

40 **A Community-Based Comprehensive Plan**

41 In Summer 2016, Planning Commission reviewed the 2011 Comprehensive Plan and determined that it
42 should be updated to reflect the City’s latest ideals and to adapt the Plan to the changes that have
43 occurred since May 2011. Like the 2011 Comprehensive Plan update, Planning Commission decided this
44 revision should be conducted by the Commission and city staff. The Commission created four
45 Comprehensive Plan Advisory Committees, where each committee would focus on a different set of
46 topics:

- 47 • *Advisory Committee 1 – Land Use & Transportation* – to update chapters on Land Use and
48 Development; Neighborhoods and Housing; and Transportation
- 49 • *Advisory Committee 2 – Education & Culture* – to update chapters on Education, Workforce
50 Development, and Lifelong Learning; Arts, Culture, and Historic Resources; and Community
51 Engagement and Collaboration
- 52 • *Advisory Committee 3 – Community Facilities* – to update chapters on Environmental
53 Stewardship and Sustainability; Parks and Recreation; Community Infrastructure, Services,
54 Safety, and Health
- 55 • *Advisory Committee 4 – Economic Development* – to update chapters on Economic Development
56 and Tourism; and Revitalization

57 In early 2017, the Commission solicited applications from community members to participate in the
58 Comprehensive Plan Advisory Committees and appointed 12 community members to each committee,
59 for a total of 48 committee members. Additionally, the Commission also appointed Planning
60 Commission representatives to participate in each advisory committee. Around this same time, the
61 Commission solicited its first round of public input through Be Heard Harrisonburg
62 (www.BeHeardHarrisonburg.org), an online tool that offers residents an opportunity to provide input
63 through open discussions and surveys, and encouraged community members to submit comments in
64 writing through e-mail or letters.

65 Planning staff collaborated with other City departments during Spring 2017 to update quantitative and
66 qualitative data that make up the Background sections of each chapter for Planning Commission and

67 Advisory Committees to review. Throughout the Summer and Fall of 2017, Planning Commission and
68 Advisory Committees worked on updating the Plan’s goals, objectives, and strategies. Advisory
69 Committees 2, 3, and 4 each met twice, and Advisory Committee 1 met three times.

70 The draft chapters which includes Background sections and goals, objectives, and strategies were
71 presented to the public in Fall 2017 through a series of four public workshops and a public comment
72 period that occurred October 9, 2017 through November 28, 2017. For each workshop, Planning
73 Commission wanted to collect feedback on specific information; therefore, the evenings were divided by
74 topic and chapter. The workshops were facilitated by James Madison University’s Institute for
75 Constructive Advocacy and Dialogue (JMU CAD) and the schedule occurred as follows:

- 76 • Thursday, October 19, 2017, 6pm-8pm at Lucy F. Simms Continuing Education Center –
77 Education & Culture
- 78 • Monday, October 23, 2017, 6pm-8pm at Thomas Harrison Middle School – Community
79 Facilities
- 80 • Monday, October 30, 2017, 6pm-8pm at Thomas Harrison Middle School – Economic
81 Development
- 82 • Monday, November 13, 2017, 6pm-8:30pm at Thomas Harrison Middle School – Land Use &
83 Transportation

84 Planning Commission reviewed and discussed comments received during the workshops and public
85 comment period at their December 12, 2017 and January 10, 2018 regular meetings, as well as, at a
86 special work session on December 5, 2017. City departments and other partner agencies then spent
87 February through May 2018 updating data and incorporating, where appropriate, comments and
88 recommendations received from the public. Planning Commission and planning staff worked on
89 selecting priority Objective Statements for the Priority List presented in Chapter 3, Implementation.

90 On August 10, 2018, a public comment period began when the public was notified through e-
91 newsletters and a press release that updated draft chapters and priority Objective Statements were
92 available for review on the city website. An open house was hosted on Wednesday, August 15, 2018 in
93 the City Hall Atrium from 6pm-8pm during which staff and Planning Commissioners were available to
94 answer questions and discuss the Comprehensive Plan. The public comment period ended on August 29,
95 2018. At a regular meeting on September 12, 2018, Planning Commissioners reviewed and discussed the
96 public comments received.

97 On October 10, 2018, a public hearing was held at Planning Commission’s regular meeting and the
98 Commission voted to recommend adopting the Comprehensive Plan. City Council held a public hearing
99 on November 13, 2018 and voted to adopt the Comprehensive Plan on November 27, 2018.

100 Plan Organization

101 Comprehensive Plan chapters are listed below:

102 Chapter 1 Introduction

103	Chapter 2	Vision and Goals
104	Chapter 3	Implementation
105	Chapter 4	Planning Context
106	Chapter 5	Community Engagement and Collaboration
107	Chapter 6	Land Use and Development Quality
108	Chapter 7	Neighborhoods and Housing
109	Chapter 8	Education, Workforce Development, Lifelong Learning
110	Chapter 9	Arts, Culture, and Historic Resources
111	Chapter 10	Sustainability and Environmental Stewardship
112	Chapter 11	Parks and Recreation
113	Chapter 12	Transportation
114	Chapter 13	Community Infrastructure, Services, Safety, and Health
115	Chapter 14	Economic Development and Tourism
116	Chapter 15	Revitalization
117	Chapter 16	Compiled List of Goal, Objective, and Strategy Statements

118 The order in which the plan elements are presented does not imply any priority or order of importance.
 119 It is important for users of the plan to recognize that many elements are interrelated.

120 [Vision, Goals, Objectives, and Strategies](#)

121 Chapter 2 presents the plan’s vision statement and introduces the long-term goals. Chapters 5 through
 122 15 contain the objective and strategy statements associated with each goal.

123 Provided below are descriptions of the purpose of the vision, goal, objective, and strategy statements.



124

125

Figure 1-1. Vision, Goals, Objective, and Strategy Statements

126 **Vision Statement – *Why We Do This***

127 The vision statement is a description of the ideal desired state of the community in the long-term future.

128 **Goal Statements – *What We Want***

129 Goals are overarching statements describing the direction that a community wants to go. Goals describe
 130 a *desired end state* for a particular community resource or feature and should reflect the values of the
 131 community. Goal statements are qualitative in nature.

132 **Objective Statements – *How We Might Achieve It***

133 Objectives are statements describing how goals could be reached. They may describe definable or
 134 measurable benchmarks for a goal.

135 **Strategy Statements – *The Actions We Could Take***

136 Strategies describe *possible* approaches and methods for attaining objectives. Strategies may be
 137 implemented by the City government or by other entities. Often, strategies are implemented through
 138 partnerships between multiple entities that might include the City, other local, state, and federal
 139 agencies, local businesses, the development community, faith-based and community organizations, and
 140 individuals. Strategies begin to answer the question, "How can we accomplish our objectives?"
 141 Strategies might include creating or implementing projects, programs, policies, or regulations.

- 142 • *Projects* are single-event efforts that have a clear beginning and end.
- 143 • *Programs and Policies* are defined as ongoing implementation efforts.

- 144 • *Regulations* are provisions that are adopted ordinances or other regulatory documents that
145 might require or prohibit particular matters or actions. New regulations can be adopted, and
146 existing regulations can be amended or removed.

147
148 It must be noted that during the implementation phase (after Comprehensive Plan adoption) the
149 community is not limited to implementing only the strategies defined in the Comprehensive Plan nor
150 must those strategies be utilized. There will be instances when new, unforeseen opportunities arise that
151 would support particular objectives, but the opportunity was not identified as a potential strategy in the
152 Comprehensive Plan. Likewise, the community might also find that an identified strategy is no longer
153 feasible or appropriate due to changes in the community.

154

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Chapter 2.

Vision and Goals



YOUR CITY. YOUR PLAN.



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8

9 Introduction

10 The preparation of the Comprehensive Plan provides an opportunity for the City to explore and
 11 articulate its vision for the future – what kind of city it would like to be in the next twenty years and
 12 beyond. This vision guides the development of the goals, objectives, and strategies for action that make
 13 up the policies of this plan. By achieving and implementing the goals and objectives the City will move
 14 toward realizing its vision.

15 Vision Statement

16 The City of Harrisonburg presents its vision for the future as follows:

17 *The City of Harrisonburg –*
 18 *where citizens are inspired to work together to create a great place to live,*
 19 *to raise a family, to learn, to work and to prosper.*

20

21 What is such a place? It is a city of safe and beautiful neighborhoods, where neighbors socialize and
 22 residents can walk safely down the street to worship, to play in the park, to go to school, and to shop
 23 and work. Neighborhoods offer many housing choices so all people have an opportunity to live in a
 24 decent home that they can afford and that is an asset to the neighborhood.

25 The City of Harrisonburg will be a great place to learn. It will offer excellent schools for our children to
 26 learn all they can to reach their full potential. Our great universities will be truly integrated into city life
 27 as centers of learning with cultural offering opportunities for people to experience and participate in the
 28 arts and to continue their educations.

29 This will be a city proud of its assets, both cultural and natural, saving the best of its historic buildings
30 and areas and preserving cherished green spaces. In our ideal city of the future, the air and the water in
31 our streams will be cleaner in 2040 than they are today.

32 This will also be a city of efficient and effective service delivery. Clean, plentiful water will come from the
33 tap and wastes will be handled efficiently, at low cost, and in an environmentally sound manner.
34 Transportation systems will work for all types of travelers, offering a variety of ways for people to get
35 from here to there, by walking, bicycling, taking public transit, and driving a car. The City of Harrisonburg
36 will explore new technologies to assure the best and least costly services that conserve resources and
37 improve efficiencies.

38 Economic vitality will allow all to work and to prosper. The City of Harrisonburg will retain its place as
39 the economic hub of the region through the expansion of business opportunities. Such expansions may
40 be achieved not only by new commercial and industrial development, but also by the revitalization of
41 older and historic economic areas. A lively downtown will play a central role in civic life. The commercial
42 and mixed-use areas at city gateways will provide a good impression and welcome visitors and residents
43 alike.

44 How will this great city be achieved? By engaging everyone in the community to work toward the vision,
45 by tapping into their skills and experiences, and by engendering community spirit and pride.

46 **Vision Context and Framing the Goals**

47 In the course of developing this Comprehensive Plan through community engagement, the work of city
48 staff, and deliberation by Planning Commissioners a number of key themes emerged that contextualize
49 the Vision Statement and can shape the implementation of the goals and objectives outlined in this Plan.

50 The four considerations below identify some of the opportunities and challenges the City might face as it
51 follows the broad roadmap this Comprehensive Plan lays out. They emphasize the unique or distinctive
52 contexts that shape Harrisonburg today. These considerations and questions can be used as a guide and
53 offer some key questions for community members and leaders to consider as decisions about topics
54 covered by this plan emerge and elements of the Plan are put into action.

55 **1. Harrisonburg as a model small city: opportunities and contexts of its size**

- 56 • Harrisonburg is a growing small city. How can we ensure we balance the strengths of a smaller
57 community with advantages of resources typically available in a larger city? What are the key
58 qualities or strengths we offer as a smaller city and is there a way to maintain those strengths?
- 59 • Can we be a “model” for a better kind of urbanism; one that isn’t simply a mix of small and large
60 city elements, but is something different and superior?
- 61 • Are we doing our best to help offer high quality small city life that plays to the advantages of a
62 place our size, and our connections with the natural environment within and surrounding the
63 City?

- 64 • One of the ways Harrisonburg is quite unique is the full range of issues – challenges and
65 opportunities – we have for a city of our size: economic, demographic, cultural, environmental,
66 large and small. Are we continuing to do the best job we can engaging across the community
67 and with the full extent of civic, commercial, and technological expertise to address the diversity
68 of issues we face?
- 69 • Among the benefits of being a small city are the advantages of access and accessibility in forms:
70 geographically, in terms of travel, transportation and physical proximity within the City; and
71 administratively, by offering a more accessible, smaller-scale government and civic leadership
72 with closer connections to our community members. Are we doing our best to make the City
73 accessible to all by connecting different parts of the physical fabric of the City, as well as
74 continuing to ensure that the political and planning process remains as accessible as it can be?

75

76 **2. The luck of location: making the best of Harrisonburg’s situation in the Shenandoah Valley**

77

- 78 • Harrisonburg boasts a striking location in the scenic Shenandoah Valley; we are close to
79 extensive parks and recreational opportunities and surrounded by a bucolic and rich agricultural
80 setting. Are we continuing to make the most of these connections and advantages? Can we turn
81 the connection between “city” and “country” into something valuable for our community, and
82 develop environmental stewardship in distinct ways?
- 83 • As the City develops, how can we be sensitive to its geographical setting to protect its natural
84 assets, and those of our valley context, which in turn helps maintain Harrisonburg’s place as a
85 recreational destination? Can our city be a true asset to the surrounding environment and
86 landscape?
- 87 • What does the future of our agricultural market and service center look like, and can we be a
88 leader in offering the conditions for sustainability in this important sector?

89

90 **3. Deepening the local knowledge economy: the place of education and innovation in Harrisonburg**

91

- 92 • Harrisonburg is fortunate to boast a number of institutions of higher and continuing education
93 and a strong city public school system. Are we continuing to keep a critical focus on educational
94 opportunities for all members of our community, especially as high-quality education is known
95 to be one of the main drivers for twenty-first century urban success?
- 96 • Are we usefully and productively connecting our institutions of higher education and their
97 people with the City, its residents, organizations, and businesses in the best way? Are all forms
98 of training, skills development, and professional education being supported as our employment
99 needs and the local economy develops? What kind of college town do we want to be?
- 100 • How can we make the most out of being a place that boasts a large educational presence, as
101 well as being a regional service and commercial center, and having an important agricultural

102 market function in the modern age? How can we draw on the opportunities of each, and
103 deepen the connections between these functions, supporting collaboration that enriches our
104 commerce and culture?

105 • Harrisonburg and this part of Virginia are known for a spirit of practical, down-to-earth
106 entrepreneurialism. Are decisions about the built environment of the City, and the policies and
107 legal frameworks that shape the City, continuing to support that practical, problem-solving
108 spirit, balancing the public good with the opportunities for private inventiveness and enterprise?

109 • There are many opportunities in Harrisonburg for community members to get meaningfully
110 involved in City initiatives, policymaking, and planning. Are we continuing to nurture the
111 opportunities for the fusion of new ideas with local expertise, and public and private resources?

112 **4. Growing our own way: maintaining Harrisonburg’s distinctiveness and community fabric as we**
113 **change**

114 • Harrisonburg’s population has grown robustly in recent decades and looks set to continue to
115 grow. Are we making smart land use choices as undeveloped land becomes more limited and
116 are we finding creative ways to balance density with livability in a small-city setting?

117 • As the City grows, and infill and redevelopment become more common, are we working to
118 ensure the City maintains existing senses of neighborhood community and distinctiveness?
119 What are the roles of neighborhoods in a small city like Harrisonburg in the twenty-first
120 century?

121 • Are we supporting the affordability and desirability of housing opportunities across a range of
122 prices and characteristics that ensures the City is a truly diverse community? How can we foster
123 a community that is diverse without being segregated? Are we using the opportunities and
124 advantages the smaller scale Harrisonburg presents to support a more connected community?
125 How does a small city make the most of the international connections the growing diversity in
126 our community offers?

127 • One of the successes of Harrisonburg has been its ability to maintain a focus on the place as a
128 community that people want to live in, while developing its attraction as a destination that
129 people want to visit. We have become a destination in terms of an exciting downtown, a
130 regional service center, a retail and professional hub, and college cluster, among other things.
131 How do we continue maintaining that balance between “community” and “destination” in the
132 decisions we make?

133 • People and businesses come to Harrisonburg for many different reasons. Our downtown,
134 however, is a particular and distinctive draw. Are we doing the best we can to support and
135 promote this unique asset and key element of our sense of place, protecting its history,
136 supporting its culture, and opening its future? Can some of the principles and factors that have

137 helped downtown and its popularity be applied elsewhere in the City, to ensure the whole city
138 experiences the benefits and contributes to the success and sense of place of Harrisonburg?

139 • Are the main drivers of the growth in Harrisonburg – including, but not limited to, the growth of
140 James Madison University, the growing immigrant population, and the popularity and
141 investment in downtown – being usefully connected? Can more be done to foster integration
142 and partnerships between various drivers, to ensure that we are not somehow less than the
143 sum of our dynamic parts?

144 • Are the decisions we are making today helping make Harrisonburg the city our children will be
145 proud of and wish to make their home?

146 **Goals for Achieving the Vision (Goal Statements)**

147 The City of Harrisonburg sets the following goals for the next twenty years and beyond. These goals will
148 inspire us to action - to devise the measures and policies necessary to make this City a great place to
149 live, to raise a family, to learn, to work and to prosper.

150 Goal 1. To keep the Comprehensive Plan vital and useful by regularly reviewing its
151 recommendations and the progress toward meeting them.

152 Goal 2. To coordinate and collaborate with surrounding jurisdictions, institutions of
153 higher education, faith-based organizations, non-profit organizations, and other
154 community organizations to meet the goals of the Comprehensive Plan.

155 Goal 3. To reach out to and to engage all segments of the population, as well as,
156 businesses, and industries to work collaboratively in planning, developing, and
157 promoting the City as a great place to live and work.

158 Goal 4. To improve the quality of land use and development patterns.

159 Goal 5. To strengthen existing neighborhoods and promote the development of new
160 neighborhoods that are quiet, safe, beautiful, walkable, enhance social
161 interaction, and offer a balanced range of housing choices. See Chapter 6, Land
162 Use and Development Quality, Chapter 15, Revitalization for related to
163 neighborhoods and housing.

164 Goal 6. To meet the current and future needs of residents for affordable housing.

165 Goal 7. To provide a wide, accessible, and equitably distributed range of educational
166 opportunities for all.

167 Goal 8. To have a wide and equitably distributed range of art, and cultural opportunities
168 that reflects our diversity and engages our community members and visitors.

- 169 Goal 9. To create places of distinction that celebrate the arts, capture the imagination,
170 and reflect the rich tapestry of our past and present.
- 171 Goal 10. To recognize and promote the value of the City’s diverse historic resources and
172 the many benefits that come from protecting irreplaceable assets that embody
173 Harrisonburg’s history.
- 174 Goal 11. To preserve and enhance the City’s natural environment for future generations
175 through education and policies that encourage development that is compatible
176 with nature and builds community resiliency and social responsibility within the
177 community.
- 178 Goal 12. To meet the needs of people by providing comprehensive recreation and self-
179 development opportunities, both physical and mental, by developing and
180 maintaining a safe, welcoming, well-distributed, and accessible parks and
181 recreation system that also supports community well-being, economic
182 sustainability, and environmental sustainability.
- 183 Goal 13. To develop and maintain a safe and convenient transportation system serving
184 all modes of travel, including driving, walking, biking, and taking public
185 transportation.
- 186 Goal 14. To support the City with community facilities, infrastructure, and services, which
187 allow for sustainable growth and are accessible, equitable, efficient, cost-
188 effective, and sensitive to the environment.
- 189 Goal 15. To enhance the quality of life of our community by protecting and enhancing
190 health, safety and welfare through public safety, fire suppression, emergency
191 medical services, preventative health care services, and community education.
- 192 Goal 16. To maintain economic leadership in the Shenandoah Valley by offering
193 opportunities for all people, businesses, and industries that enhances the City’s
194 ability to expand its economic base and provide good employment for all
195 people.
- 196 Goal 17. To grow the hospitality and tourism industry by encouraging more visits and
197 longer visits among target markets.
- 198 Goal 18. To enhance and revitalize existing residential and commercial areas.

Chapter 3.

Implementation



YOUR CITY. YOUR PLAN.



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9

10 Introduction

11 This Plan recommends an ambitious array of goals, objectives, and strategies for achieving its vision for
12 the future. The Planning Commission and City Council recognize these recommendations cannot be
13 implemented all at once. There are limitations of time and money that must be weighed against the
14 desire to accomplish so much. Therefore, this chapter of the Plan sets priorities for the objectives that
15 should be undertaken in the first five years after its adoption.

16 This chapter also addresses future amendments of this Plan. Circumstances change and opportunities
17 arise; therefore, to keep this plan vital and useful, it must be reviewed regularly, and the community
18 must be involved in those reviews.

19 2019-2024 Priorities (Priority Objective Statements)

20 The follow list of Priorities identifies objectives that should be prioritized over the next five years for
21 implementation by the City and the community. This list was developed in consideration of public
22 comments, discussions at public workshops, and discussions among Planning Commission, City Council,
23 and city staff. Available resources and financial realities shall be recognized during the implementation.

24 The following 14 objectives have been identified as priorities for the next five years:

25 Objective 3.1 To increase resident involvement in City affairs to promote civic pride and
26 participation.

27 Objective 4.1 To create positive images of the City through landscaping and design
28 improvements at the City’s gateways, along major travel corridors, in residential
29 neighborhoods, and in commercial and industrial areas.

- 30 Objective 4.2 To encourage areas with a mix of uses (residential and nonresidential) and areas
 31 with different housing types and lot sizes in locations identified in the Land Use
 32 Guide.
- 33 Objective 4.4 To provide off-street parking to adequately meet demand and provide access to
 34 key destinations, businesses, and services, without creating oversupply that
 35 increases costs for development, and impacts the community character, natural
 36 environment, and economic vitality.
- 37 Objective 5.2 To develop approaches to increase the percentage of single-family detached
 38 and duplex housing units.
- 39 Objective 6.1 To promote affordable housing options, including affordable rental properties
 40 and affordable homes for ownership.
- 41 Objective 7.3 To provide support for educational programs for workforce development,
 42 apprenticeship, training and retraining to meet the demands of business and
 43 industry, as well as, improving the skills of individual community members.
- 44 Objective 11.5 To protect and increase tree canopy cover in the City.
- 45 Objective 11.7 To promote and implement strategies to reduce waste.
- 46 Objective 12.1 To continue to support Harrisonburg’s parks and recreation system as a major
 47 community benefit.
- 48 Objective 13.1 To improve the ability of people and goods to move efficiently and safely
 49 throughout the City, while considering existing and future needs of people and
 50 planned land uses.
- 51 Objective 13.2 To increase opportunities for alternative modes of transportation (such as
 52 walking, bicycling, public transportation, and ridesharing) and to reduce
 53 motorized traffic demand on City streets.
- 54 Objective 16.6 To promote entrepreneurial activity across all segments of the population, by
 55 providing support and incentives to attract businesses to start in the City.
- 56 Objective 18.1 To maximize the economic potential of new infill development, and the reuse,
 57 and redevelopment of existing and underutilized structures and properties.
- 58 The City will also implement immediately some objectives and strategies that are not listed in the 2019-
 59 2024 Action Plan. These involve on-going activities, mandated activities, or activities already planned in
 60 the Capital Improvements Program.

61 **Revisions to Priorities**

62 City Council reserves the right to change the priority list as objectives and strategies are completed, as
63 circumstances change, and as new opportunities arise. It is difficult to predict the future. As the City and
64 community pursues an objective, they may find that upon detailed study, the objective or an associated
65 strategy recommended is not advisable. An alternative objective or strategy to meet the goal may be
66 substituted. In addition, an objective that was identified as significant may be reduced in importance
67 because of a change in circumstance. Another objective may be moved up on the priority list because a
68 new funding source becomes available, another community organization has addressed or initiated
69 efforts to address an objective, or a strong need arises. The list of priority objectives provided above is
70 flexible and may be changed during the 2019-2024 timeframe.

71 It should also be noted that the inclusion of an objective or strategy in the Comprehensive Plan or
72 Priorities list does not guarantee implementation. Council also reserves the right to evaluate the need
73 and cost of implementing an objective or strategy in light of current conditions and priorities as
74 implementation proposals arise.

75 **Amendments to the Comprehensive Plan**

76 This Plan should be reviewed again in the 2024-2026 timeframe so that it does not become out of date.
77 Virginia law also mandates such a review once every five years. However, updates to the Plan are not
78 required.

79 Amendments to the Plan can also be made between the adoption of this Plan and the 2024-2026
80 update. For example, amendments to the Land Use Guide may be considered when proposals are
81 significantly different from the adopted Land Use Guide or enough changes have occurred surrounding a
82 proposed project site that the Land Use Guide should be re-evaluated. Public hearings would be held to
83 allow citizens the opportunity to comment on proposed amendments.

84 **Implementation Goal, Objectives and Strategies**

85 Goal 1. To keep the Comprehensive Plan vital and useful.

86 Objective 1.1 To regularly review the Comprehensive Plan’s recommendations and the
87 progress towards meeting them.

88 Strategy 1.1.1 To prepare and implement a schedule for regular plan updates.

89 Objective 1.2 To continue publicizing the process whereby community members may propose
90 amendments to the Comprehensive Plan between five-year plan review efforts.

91 Strategy 1.2.1 To continue providing a description of the Plan amendment proposal
92 process and to post application materials on the city website.

93 Objective 1.3 To use the Comprehensive Plan as a guide for City of Harrisonburg and
94 community actions.

95 Strategy 1.3.1 To continue using the Comprehensive Plan as a guide for land use and
96 zoning decisions, capital improvement planning, budgeting and other
97 City actions to address the conformance of rezonings, special use
98 permits, the Capital Improvement Program (CIP), and public facilities
99 improvements with the Comprehensive Plan in staff reports.

100 Strategy 1.3.2 To seek and encourage partnerships to implement strategies and plan
101 objectives. Partners might include the City, other local, state, and
102 federal agencies, local businesses, the development community

103

Chapter 4.

Planning Context



YOUR CITY. YOUR PLAN.



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14 Introduction

15 Information on the characteristics of the City’s population, population growth rate, and income levels are
16 essential in planning for future community needs such as schools, public utilities, recreation facilities,
17 police protection, emergency services, human services, and housing.

18 Chapters within the Comprehensive Plan utilize data from previous plans and from the U.S. Census Bureau
19 and other population studies. This chapter includes information from several sources including past U.S.
20 Census data, the U.S. Census Bureau’s American Community Survey (ACS), the University of Virginia’s
21 Weldon Cooper Center, the Virginia Employment Commission, and others as noted.

22 It is important to note that the City’s population characteristics are greatly affected by the presence of
23 two institutions of higher learning—Eastern Mennonite University (EMU) and James Madison University
24 (JMU). The large numbers of college-aged residents within the City skew some of the City’s demographic
25 characteristics, such as age distribution and personal income. Therefore, demographic comparisons with
26 non-college communities are of little help, thus this chapter focuses instead on other college communities
27 within this general region of Virginia.

28 **Population Characteristics**

29 **Population Growth**

30 In 1900, there were 3,521 people within the City. Over the next half-century, the population increased
31 slowly, but steadily. During the 1970s, the City experienced its first major modern surge of growth, with
32 the population increasing by 34.7 percent to 19,671. This accelerated rate of growth coincided with a
33 major increase in enrollment at JMU and continued through the 1980s, assisted by a major annexation in
34 1983 that added 11.4 square miles (and an estimated 5,729 persons). During the 1980s, the City
35 experienced its largest ten-year population increase, a substantial 56 percent, due mostly to the
36 annexation in 1983. Growth continued during the 1990s, when the population increased by 31.8 percent,
37 to a 2000 population of 40,453, according to the U.S. Census of Population. (The 40,453 population
38 represents the “corrected” 2000 Census number.) The April 2010 U.S. Census of Population revealed
39 continued growth for the City with a population of 48,914. The Weldon Cooper Center estimates the City’s
40 2017 population at 54,689. The Historical Growth Map at the end of this chapter illustrates the land areas
41 added to the City during each annexation.

42

43

Table 4-1. Harrisonburg Population Change, 1900-2017

Year	City Size (Acres)	Population	Number Change	Percentage Change
1900	+1,577	3,521		
1910	+1,577	4,879	1,358	38.6%
1920	+1,577	5,875	996	20.4%
1960	+1,863	11,916	6,041	102.8%
1970	3,828	14,605	2,689	22.6%
1980	3,828	19,671	5,066	34.7%
^1990	11,132	30,707	11,036	56.1%
2000	11,132	40,453	9,746	31.7%
2010	11,132	48,914	8,461	20.9%
2017	11,132	54,689	*5,775	*11.8%

44

Source: U.S. Census Bureau; Weldon Cooper Center for Public Service July 1, 2017 dataset published
January 25, 2018; + Estimate of City size based on Geographic Information System (GIS) data from
Department of Planning & Community Development

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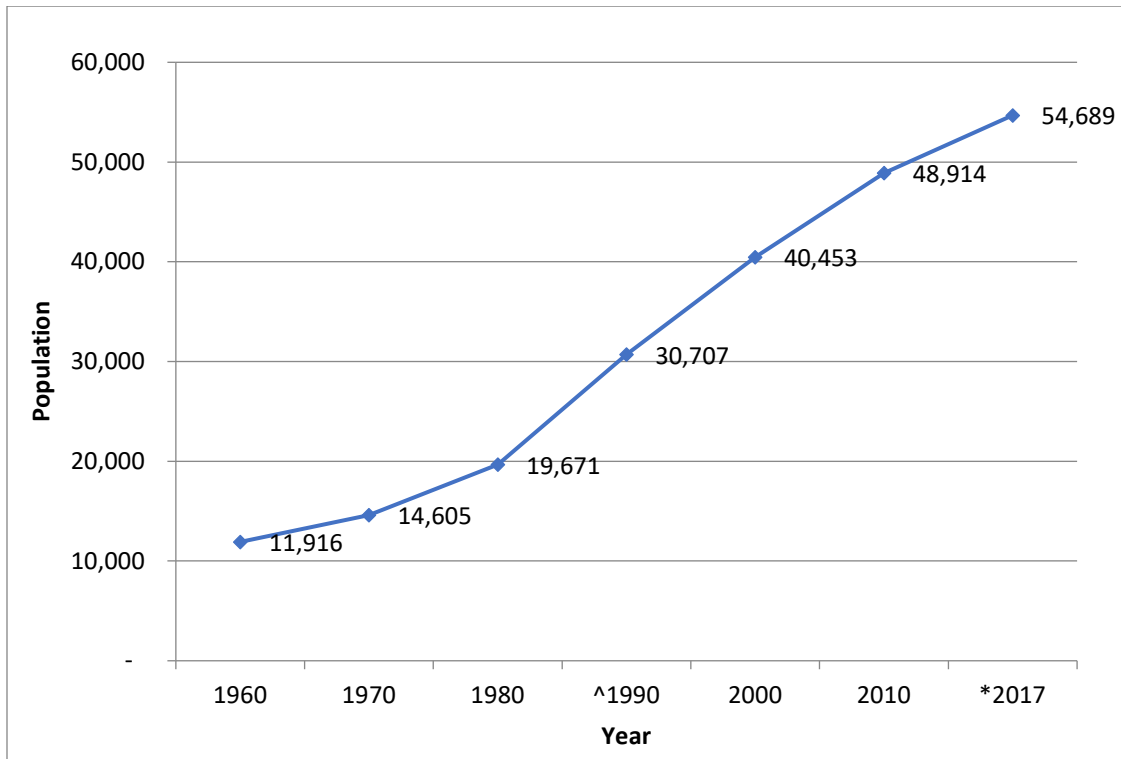
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^Includes 5,729 persons added as a result of a 1983 annexation



53

Figure 4-1. Harrisonburg Population Change, 1970-2017

54

Source: U.S. Census of Bureau, * Weldon Cooper Center for Public Service July 1, 2017 dataset published January 25, 2018; ^Includes 5,729 persons added as a result of a 1983 annexation

55

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Table 4-2. Population Comparison, City of Harrisonburg, Rockingham County, and Virginia

58

	2000 Census	2010 Census	2017 Weldon Cooper Estimate	2020 Weldon Cooper Projection
City of Harrisonburg	40,453	48,914	54,689	58,687
Rockingham County	67,714	76,314	80,666	81,624
Virginia	7,079,030	8,001,024	8,470,020	8,744,273

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Source: U.S. Census Bureau; Weldon Cooper Center for Public Service July 1, 2017 dataset published January 25, 2018

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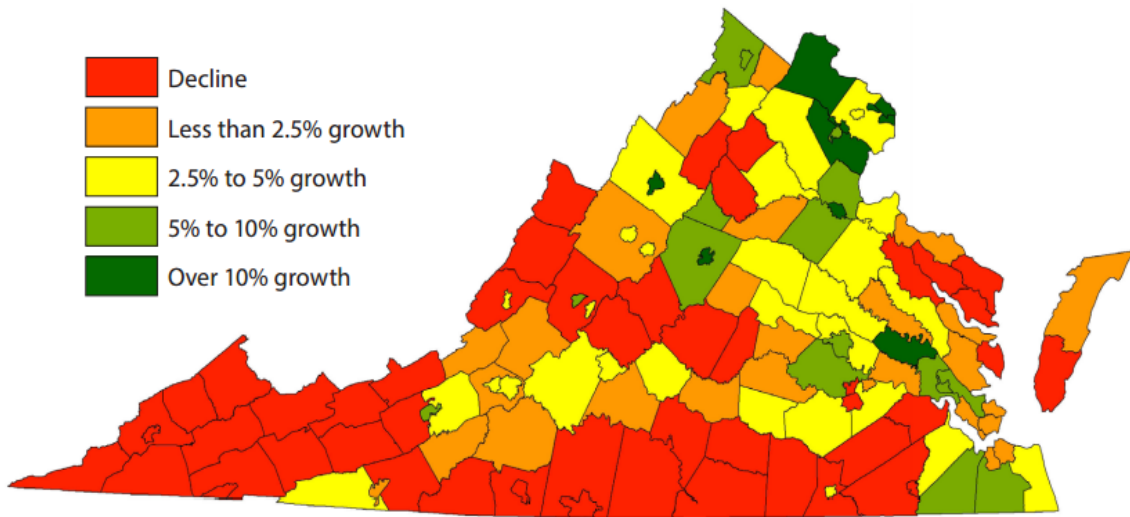


Figure 4-2. Virginia Population Change 2010 to 2015

Source: Weldon Cooper Center for Public Service

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64 Population growth within a community results from a combination of the population’s natural increase
 65 (births minus deaths) and migration patterns (people entering and leaving the community). While the rate
 66 of natural increase is not generally affected by government policy, migration patterns can be influenced
 67 by housing and job opportunities within a community, which in turn are affected by local government
 68 land use, housing, and economic development policies. In the City’s case, migration is also affected by the
 69 student, staff, and faculty growth of EMU and JMU.

70 Table 4-3 below illustrates trends in the components of population growth from 1980 to 1990, 1990 to
 71 2000, 2000 to 2010, and the years 2010 to 2016. This data confirms that migration of people into the City
 72 has outpaced the natural increase in the population since the 1980s decade.

73

74

Table 4-3. Harrisonburg Components of Population Change, 1980-2017

	Change in Population	Natural Increase*	Percent Natural	Migration	Percent Migration
1980- to 1990	11,036 **	678	6.1%	10,358	93.9%
1980 without 1983 annexation	5,307	678	12.8%	4,629	87.2%
1990 to 2000	9,761	1,180	12.1%	8,581	87.9%
2000 to 2010	8,461	2,539	30.0%	5,922	70.0%
2010 to 2017^	5,775	1,997	34.5%	3,778	65.4%

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77

Sources: U.S. Census Bureau; ^ Weldon Cooper Center for Public Service July 1, 2017 dataset published January 25, 2018; *Net of births minus deaths; **1983 annexation added 5,729 persons to the City

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Age and Sex

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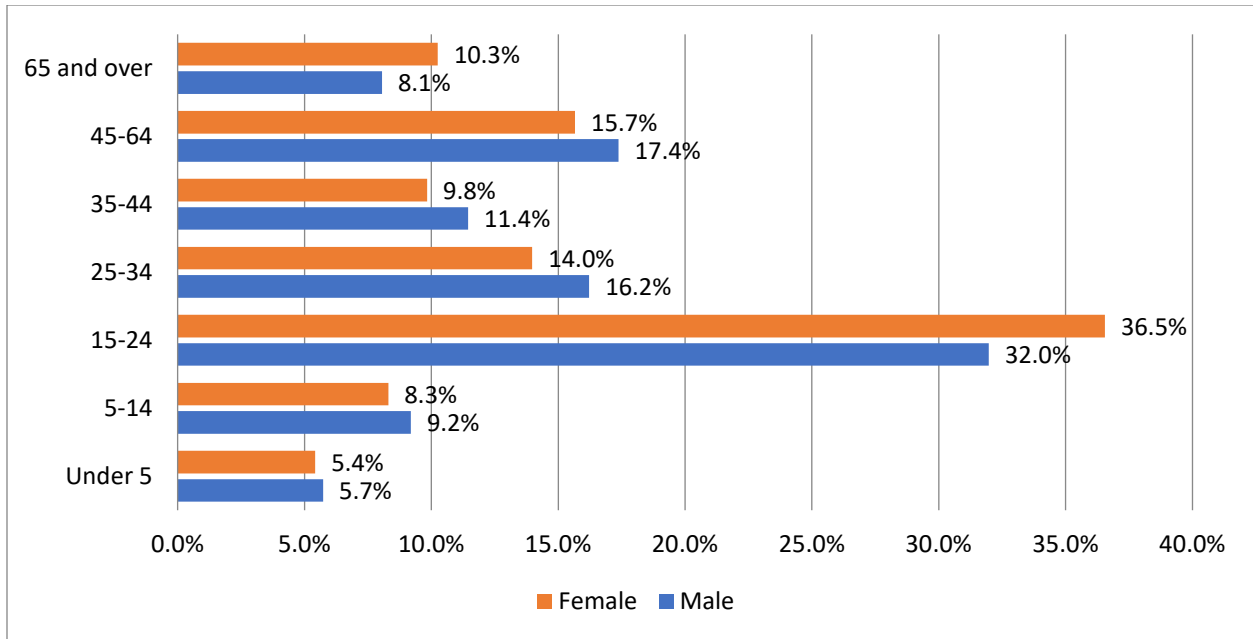
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The U.S. Census of Population and the ACS collect information on a wide variety of population characteristics, such as age distribution, education, and income. The City's age structure is one of the most obvious population characteristics affected by the university populations. Figure 4-3 below breaks down the age group distribution by sex. Note the large percentage of the population in the 15-24 age group, which includes most college students. The figure demonstrates there are 27,122 females and 24,857 males that live within the City limits. Males outnumber females throughout most of the age groups except the 15-24 and the 65+ age groups, where females outnumber males by more than 3 percent in both categories. The below numbers are estimates for 2017 and it should be noted that as of the Fall 2017, 60 percent of the JMU student population is female.

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91



92

93

Figure 4-3. Harrisonburg Population by Age and Sex, 2016

94

Source: U.S. Census Bureau, Population Division, data set July 1, 2017

95

96 According to the Weldon Cooper Center, the City’s median age is estimated for 2017 to be 25.8 years
 97 compared to Rockingham County’s at 41.2 years. The City is similar to Charlottesville (at 31.4 years), which
 98 is a college city.

99

100 **Population Diversity**

101 Harrisonburg, like most U.S. cities, is becoming more diverse as the country’s overall diversity increases.

102 Table 4-4 provides diversity statistics for the City from the 1990 Census through the 2010 Census, and
 103 2016 ACS. This table also compares the City’s data to Rockingham County and Virginia.

104

Table 4-4. Diversity Characteristics in Harrisonburg, Rockingham County, and Virginia, 2012-2016

Race*	Harrisonburg								Rockingham County	Virginia
	1990		2000		2010		2016 ACS 5-yr		2016 ACS 5-yr	2016 ACS 5-yr
White	27,968	91.1%	35,241	87.1%	39,682	81.1%	45,302	87.2%	95.3%	71.6%%
Black or African American	2,018	6.6%	2,726	6.7%	3,680	7.5%	4,475	8.6%	3.0%	20.8%
American Indian & Alaskan Native	37	0.1%	190	0.5%	337	0.7%	370	0.7%	0.7%	1.0%
Asian	469	1.5%	1,652	4.1%	2,206	4.5%	2,661	5.1%	0.9%	7.3%
Native Hawaiian/Pacific Islander			44	0.1%	116	0.2%	59	0.1%	0.0%	0.2%
Other race	215	0.7%	1,725	4.3%	4,476	9.2%	948	1.8%	1.6%	2.7%
Hispanic or Latino[^]	481	1.6%	3,580	8.8%	7,665	15.7%	9,452	18.2%	6.2%	8.7%
Total	30,707		40,468		48,914		51,979			

Source: U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates

*Race alone or in combination with one or more other races listed. The race percentages may add to more than 100 percent because individuals may report more than one race. **The Asian and Native Hawaiian/Other Pacific Islander categories were combined in 1990. [^]The 2000 "uncorrected" population totals are used for the Hispanic or Latino of any race because the U.S. Census Bureau did not correct the counts for Hispanic origin.

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111 As demonstrated by Table 4-4, the City's population remains predominately white, but still more diverse
112 than Rockingham County. When one compares the City's population percentage of Hispanic/Latinos to
113 that of the Commonwealth's, the City's percentage is more than two times the amount of Virginia's.
114 However, the Commonwealth's population percentage of Black/African American citizens is almost 2.5
115 times the amount of Harrisonburg's.

116 As noted above, the City has a fairly diverse population, and with that, varieties of cultures and languages
117 are present in the school system. Based upon data from Harrisonburg City Public Schools (HCPS), in
118 September 2017, 35 percent of students were enrolled and designated as Limited English Proficient (LEP).
119 (Note: The terms English Learners (ELs), English as a Second Language (ESL), and Limited English
120 Proficiency (LEP) are used interchangeably.) There are 57 languages represented from 53 different
121 countries (including the U.S.), and as shown in Table 4-5 below, there are 2,077 registered LEP students
122 out of a total school enrollment of 5,988. Spotswood elementary school has the largest LEP percentage at
123 49 percent while Thomas Harrison Middle School has the lowest percentage at 22 percent. Having such
124 high numbers of LEP students in the City could increase the costs for services; yet, opportunities abound
125 for having many students with global perspectives that can enrich the City's cultural environment.

126

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Table 4-5. Limited English Proficiency (LEP) Enrollment – Harrisonburg City Public Schools, Number, Percentage, & Total by School and Grade, September 2017

Grade	BES	KES	SMES	SES	SSES	WES	SKMS	THMS	HHS	LEP Enrollment	Grade Enrollment	% LEP
K	43	27	34	31	34	32				201	496	41%
1	51	16	47	43	30	38				225	474	47%
2	52	14	48	46	40	36				236	464	51%
3	43	27	44	42	36	40				232	457	51%
4	48	19	46	31	28	33				204	491	42%
5	20	20	20	30	24	32				131	469	28%
6							57	56		113	475	24%
7							54	43		97	427	23%
8							66	53		119	457	26%
9									141	141	468	30%
10									142	142	439	32%
11									103	103	425	24%
12									133	133	446	30%
LEP Enrollment	257	123	239	223	192	195	177	152	519	2,077		
School Enrollment	565	314	556	454	464	498	675	684	1778		5,988	
% LEP	45%	39%	43%	49%	41%	39%	26%	22%	29%			35%

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Source: Harrisonburg City Public Schools September 2017

KEY: BES= Bluestone Elementary; KES=Keister Elementary School; SES=Spotswood Elementary School; SSES=Stone Spring Elementary School; WES=Waterman Elementary School; THMS=Thomas Harrison Middle School; HHS=Harrisonburg High School

137 At the time of the writing of this chapter, the 2016 ACS was the most recent, comprehensive data available
138 to demonstrate foreign born residents. The data collected includes information on the region/country of
139 birth of the City’s foreign-born population, as well as the different languages spoken in households, which
140 provide additional details on the City’s diversity. According to the ACS, in 2016 Harrisonburg’s foreign-
141 born population numbered 8,617 persons (16.5 percent of the population), which increased from 3,733
142 persons (9.2 percent of the population) in 2000. (Note: No data on foreign-born population is available
143 for 2010.)

144 Table 4-6 summarizes the place of birth for the City’s foreign-born residents using the 2016 ACS data.
145 Every populated continent was represented within the City’s population.

146

147

148

Table 4-6. Region/Country of Birth of Foreign-Born Population, Harrisonburg, 2012-2016

	Number	Percent of Foreign-Born	Percent of Harrisonburg Total
<i>Europe</i>	796	9.2%	1.5%
<i>Asia</i>	2,520	29.2%	4.8%
<i>Africa</i>	382	4.4%	0.7%
<i>Oceania</i>	-	0.0%	0.0%
<i>Latin America</i>	4,818	55.9%	9.2%
<i>North America</i>	101	1.2%	0.2%
<i>Total</i>	8,617		51,979

149

Source: U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates

150

151

152 Income

153 Measures of personal and family income provide an indication of the general economic well-being of the
154 population. The latest statistics on income are provided by the ACS in Table 4-7, which indicate the City's
155 median household, family, and per capita income for 2016 (5-year estimate).

156 College towns and small cities frequently appear to have high poverty rates, often inflated due to the
157 presence of students in the population who earn lower wages because they are in school and not working
158 full-time. Statistics in Table 4-7 are also provided for comparison purposes for Rockingham County,
159 Charlottesville, and Virginia. The City of Charlottesville is included for comparison because, as with
160 Harrisonburg, its income statistics are affected by the college-aged population base. (Additional
161 information on poverty rates is provided later in this chapter.)

162

Table 4-7. Income for Households, Families and Individuals in Harrisonburg, Rockingham County, Charlottesville, and Virginia, 2012-2016

163

	Harrisonburg	Rockingham County	Charlottesville	Virginia
Median Household Income	\$40,494	\$55,029	\$50,727	\$66,149
Median Non-Family Household Income	\$25,766	\$32,312	\$36,178	\$40,812
Median Family Income	\$55,073	\$63,030	\$72,855	\$80,068
Per Capita Income	\$18,892	\$27,1612	\$30,729	\$34,967

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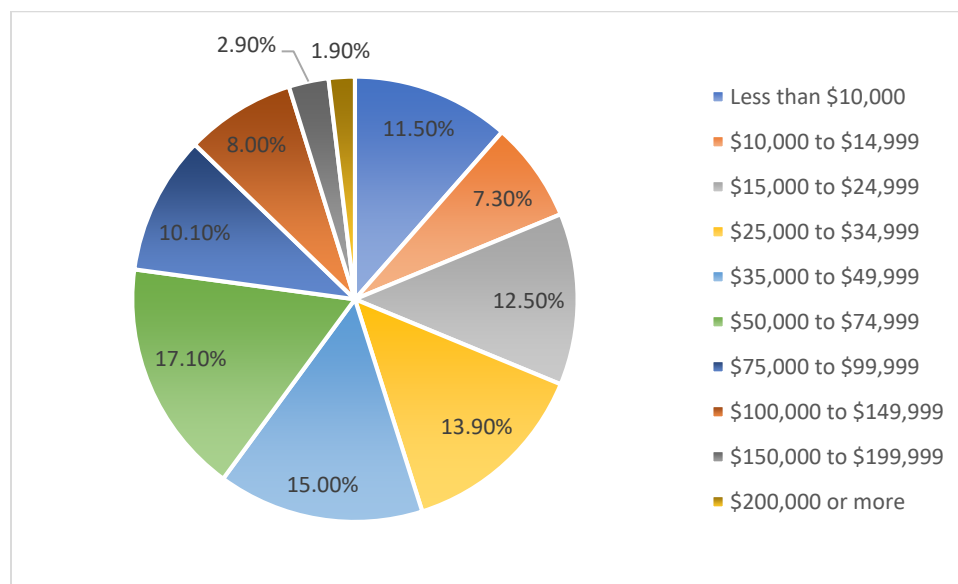
Source: U.S. Census Bureau, American Community Survey, 2012-2016 5-year Estimate

165

166

167 The Census Bureau defines a “household” as all persons who occupy a housing unit, and a “family” as a
168 household consisting of one or more persons who are related by birth, marriage, or adoption. One
169 example of a non-family household in the City would include several college students living together in an
170 off-campus housing unit. Since many households consist of only one-person, median household income
171 is usually less than median family income. “Median” means that half of the households make more than
172 this figure and half make less.

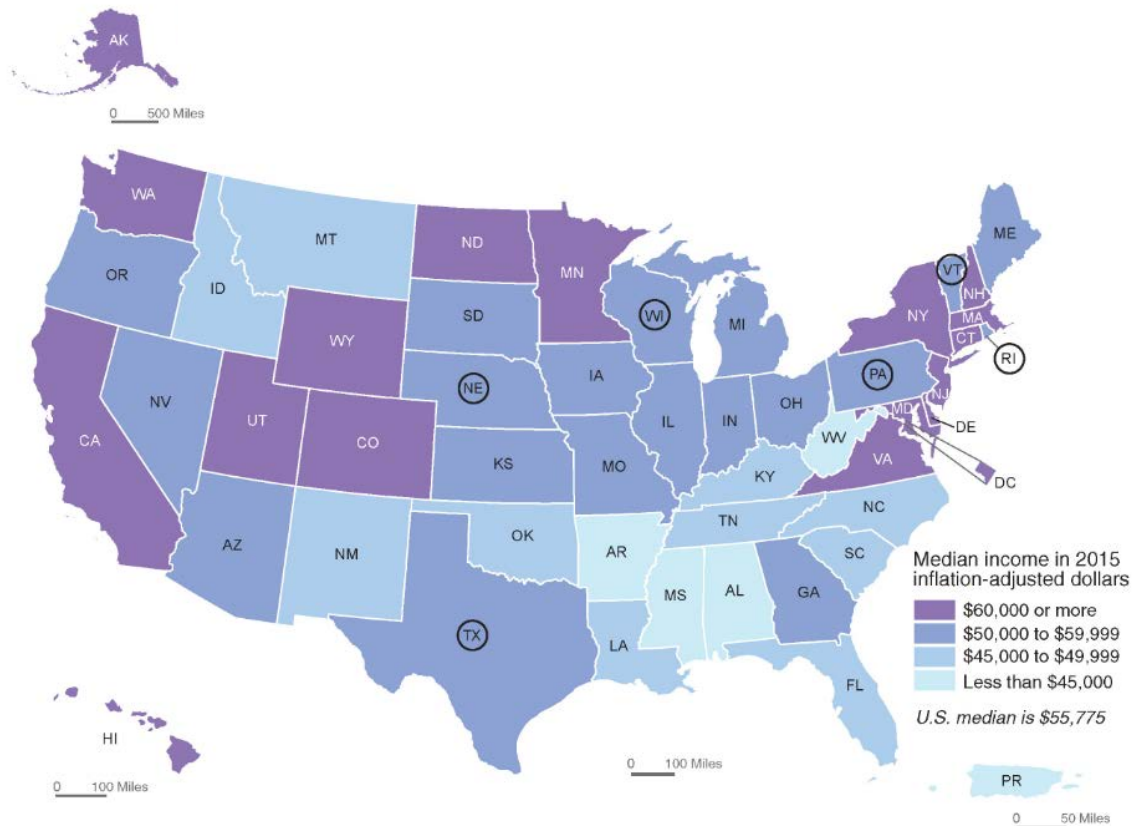
173 Figure 4-4 below demonstrates, more specifically, the City’s percentage breakdown of its household
174 income by particular income brackets.
175



176 **Figure 4-4. Harrisonburg Income Bracket Percentages, 2012-2016**

177
178 Source: U.S. Census Bureau, American Community Survey, 2012-2016 5-year Estimate

179
180 As shown in Figure 4-5, the Commonwealth’s median household income in 2015 was higher than the U.S.
181 median. At the same time, the City’s median household income was lower than the U.S. average.
182



Note: A state abbreviation surrounded by the "O" symbol denotes the value for the state is not statistically different from the U.S. median.

Figure 4-5. U.S. Median Household Income, 2015

Source: U.S. Census Bureau, American Community Survey, 2011-2015 (5-year estimate)

Poverty

The U.S. Census Bureau uses income thresholds that vary by family size and composition to determine who meets the definition of being in poverty. There is only one set of "poverty thresholds" for the entire country, which is updated annually for inflation using the Consumer Price Index. The official poverty definition counts money income before taxes, excluding capital gains and noncash benefits, such as public housing, Medicaid, and food stamps. The U.S. Census Bureau publishes poverty thresholds each year by size of family and number of related children (under 18 years) ranging from one person to a family with nine or more people. The 2017 weighted average poverty threshold for one person is \$12,488, for a household with two people under age 65 without children is \$16,414, and for a household with four people is \$24,858 including two children. These values are not regional, but are for the entire United States.

Significantly for the City, poverty is not defined for people in institutional group quarters, including college dormitories and older adults living in nursing homes or residential hospitals. They are excluded from the information collected on poverty and are considered neither "poor" nor "nonpoor." Nevertheless, the presence of students and recent graduates of area colleges and universities who are living off-campus and

201 working at entry level wages can be expected to affect the poverty statistics for non-family households
 202 within a college town.

203 Table 4-8 provides percentage estimates of people within the limits of the City whose income is below the
 204 poverty threshold. Notice that the City’s percentages are higher than those for Rockingham County and
 205 for the Commonwealth of Virginia but similar to the City of Charlottesville’s. As noted above, this can be
 206 attributed mainly to the City’s college-aged demographic.

207 **Table 4-8. Percentage of People Whose Income is Below the Poverty Threshold in Harrisonburg, Rockingham County,**
 208 **Charlottesville, and Virginia, 2012-2016**

	Harrisonburg	Rockingham County	Charlottesville	Virginia
All People	33.1%	11.6%	25.9%	11.4%
Under 18	25.1%	17.0%	21.8%	15.1%
18 to 64	37.8%	10.5%	28.8%	10.9%
65 and over	9.9%	8.5%	10.0%	7.6%

209 Source: U.S. Census Bureau, American Community Survey, 2012-2016 5-year Estimate

210 The change in poverty levels of families in Harrisonburg, Rockingham County, Charlottesville, and Virginia
 211 between 2010 and 2016 are demonstrated in Table 4-9.

212 **Table 4-9. Change in Poverty Levels 2009 to 2015 in Harrisonburg, Rockingham County, Charlottesville, and Virginia, 2012-**
 213 **2016**

	2009	2016	Percent Change
Harrisonburg	33.7%	33.1%	1.2%
Rockingham County	10.3%	11.6%	13.7%
Charlottesville	26.6%	25.9%	-4.4%
Virginia	10.3%	11.4%	10.6%

214 Sources: U.S. Census Bureau, American Community Survey, 2007-2009 Estimate and 2012-2016 5-year Estimate

215 The 2012-2016 ACS, estimated that of the 33 percent of people in poverty, that 25 percent of related
 216 children under 18 were below the poverty level, compared to 10 percent of people 65 years old and over.
 217 An estimated 15 percent of all families and 31 percent of families with a female householder and no
 218 husband present had incomes below the poverty level.

219 A University of Virginia publication titled “Poverty and postsecondary students in college towns,”
 220 published in March 2016, calculated a modified poverty rate among non-student residents by using
 221 poverty status by school enrollment data published by the Census Bureau, which allowed the removal of
 222 all students enrolled in undergraduate and graduate programs from a locality’s population. This is shown
 223 in Table 4-10.

224

Table 4-10. Comparison of Overall Poverty Rate to Non-Postsecondary Student Poverty Rate, 2015

	Overall poverty rate	Non-Postsecondary Student Poverty Rate
Harrisonburg	32.5%	15.3%
Charlottesville	27.5%	14.8%
Lynchburg	24.6%	19.9%
Montgomery County	25.6%	12.5%
Virginia	11.5%	N/A

226 Source: University of Virginia, "Poverty and postsecondary students in college towns," March 2016

227 Another measure of poverty is the Federal Poverty Level (FPL). FPL is a measure of income issued every
 228 year by the Department of Health and Human Services (HHS). FPLs are used to determine individuals' and
 229 families' eligibility for certain programs and benefits, including savings on Marketplace health insurance,
 230 and Medicaid and Children's Health Insurance Program (CHIP) coverage. The United Ways of Virginia ALICE
 231 (Asset Limited, Income Constrained, Employed) Study of Financial Hardship report describes that the FPL
 232 "is no longer a realistic measure of financial hardship in households across each county in the U.S." and
 233 that the official poverty level is understated.¹ The United Way ALICE report created the ALICE Threshold,
 234 which they describe as a more realistic measure that estimates the minimal cost of the five basic
 235 necessities – housing, child care, food, transportation, and health care. The average Household Survival
 236 Budget, which identifies the minimum cost option for each of the five basic household items to live and
 237 work in today's economy, for a four-person family living in Virginia is \$61,068 – more than double the FPL
 238 of \$24,250 per year for the same size family.

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¹ The United Way ALICE report states: "Developed in 1965, the FPL no longer reflects actual current cost of basic household necessities. Its methodology has not been updated since 1974 to accommodate changes in the cost of living overtime, nor is it adjusted to reflect cost of living differences across the country."

Table 4-11. ALICE Threshold for Households (HHs), 2015

County	Total HHs	HHs Below ALICE Threshold	ALICE Threshold – HH Under 65 Years	ALICE Threshold – HHs 65 Years and Over
Harrisonburg	16,409	65%	\$60,000	\$35,000
Rockingham County	30,318	42%	\$50,000	\$35,000
Charlottesville	17,752	43%	\$45,000	\$25,000

Source: United Way ALICE Report – Virginia, 2017

247 When households face difficult economic conditions and cannot afford basic necessities, they are forced
 248 to make difficult decisions and take costly risks. The United Way ALICE Report states that “[f]or ALICE
 249 households, difficult economic conditions create specific problems in the areas of housing, child care and
 250 education, food, transportation, and health care, as well as, taxes, income, and savings. The choices that
 251 ALICE households are forced to make often include living in undesirable housing, or skimping on health
 252 care and healthy food, or forgoing car insurance” The report goes on to state that “[t]hese choices not only
 253 have direct impacts on health, safety, and the future of these households, but they also have
 254 consequences for their broader communities, such as reducing Virginia’s economic productivity and
 255 raising insurance premiums and taxes for everyone.”

256 **Population Projections**

257 Population projections are often included in planning reports to help guide future plans for public services
 258 and facilities. There are many different ways to project future population, and have degrees of
 259 uncertainty. Variables such as economic growth rates, birth and migration rates, and the enrollment
 260 growth rates of JMU and EMU are subject to change from year to year and will greatly affect the accuracy
 261 of population projections. It is also important to realize that the rate and distribution of future population
 262 growth in the City can be affected in a significant way by land use policies of the City and surrounding
 263 jurisdictions. Population projections should be considered merely as a snapshot of how much the City
 264 might grow based on past growth trends. As such, they can allow the City to examine whether or not the
 265 continuation of past trends is desirable and how current land use policies might be altered to affect these
 266 trends and to move the City toward its preferred future.

267 The data in Figure 4-6 below was generated by using the estimated growth rate that the Weldon Cooper
 268 Center for Public Service used in their last projection for the City, which included roughly 20 percent
 269 growth during the 10 year period between 2010 to 2020, 14 percent growth between the ten year period
 270 from 2020 to 2030, and about 11 percent growth between the ten year period from 2030 to 2040.

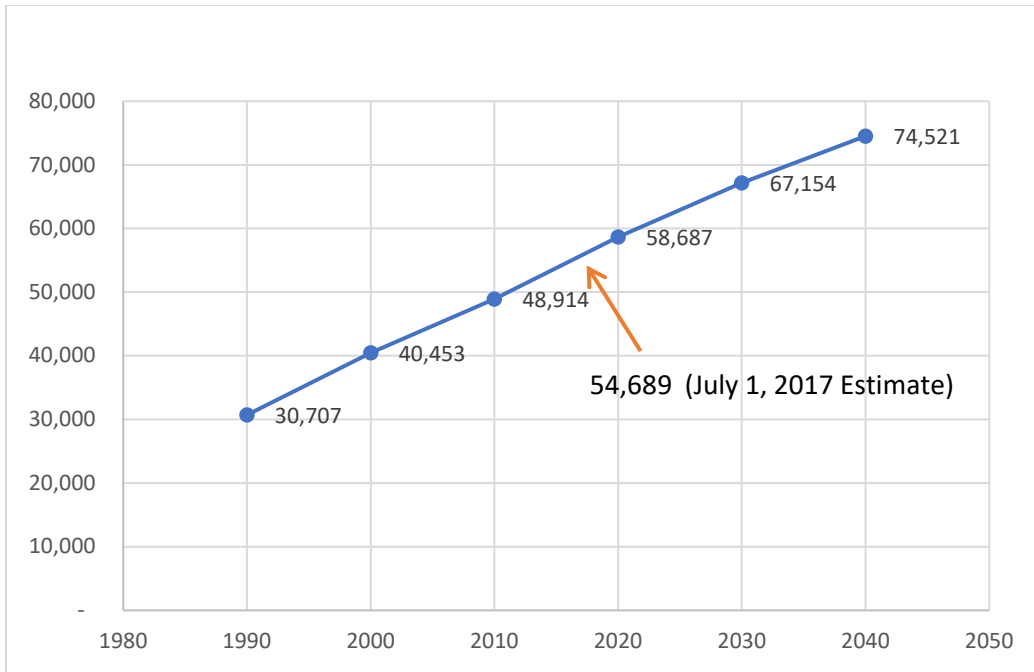


Figure 4-6. Harrisonburg Census and Projected Population

Source: U.S. Census Bureau; Weldon Cooper for Public Service, July 1, 2017 estimate and June 2017 projections

Harrisonburg’s population figures include students from both universities in the City. The student population plays a significant role in the City as many of our services, infrastructure needs, business needs, and recreation and other necessities are impacted by that demographic. As such, when developing City population projections, consideration has been given to the projections for student enrollments at the universities. EMU with an enrollment in Fall 2017 of approximately 1,530 students, is not projected to experience significant growth in the foreseeable future. The information shown in Table 4-12 and visually depicted in Figure 4-7 and Figure 4-8, was provided by the State Council for Higher Education for Virginia (SCHEV), and presents JMU’s projected enrollment trends for all students for the listed years.

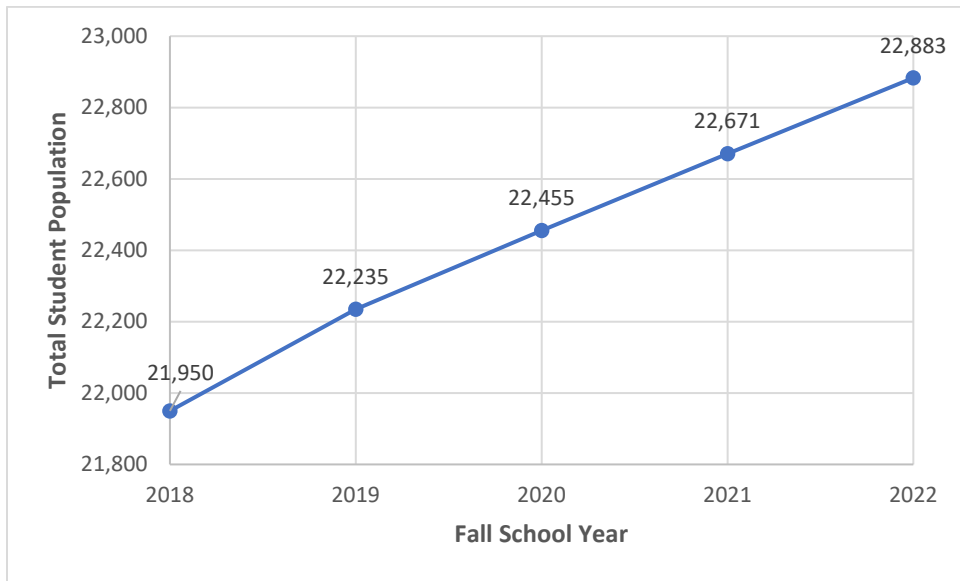
Table 4-12. James Madison University and Eastern Mennonite University Headcount Enrollment On/Off Campus, All Students

		Actual*			Projections**				
		2015	2016	2017	2018	2019	2020	2021	2022
JMU	On-Campus	6,210	6,304	6,454	6,567	6,704	6,825	6,957	7,082
	Off-Campus	14,645	14,923	15,382	15,721	16,141	16,908	16,908	17,286
	Total	20,855	21,227	21,836	22,288	22,845	23,866	23,866	24,368
EMU	On-Campus	565	585	477	361	310	236	236	177
	Off-Campus	1,130	1,188	1,053	907	844	751	751	678
	Total	1,69	1,773	1,530	1,749	1,788	1,872	1892	1,921

Source: State Council of Higher Education for Virginia, 2017 Fall Headcount Enrollment

*Updated annually, **Update biennially

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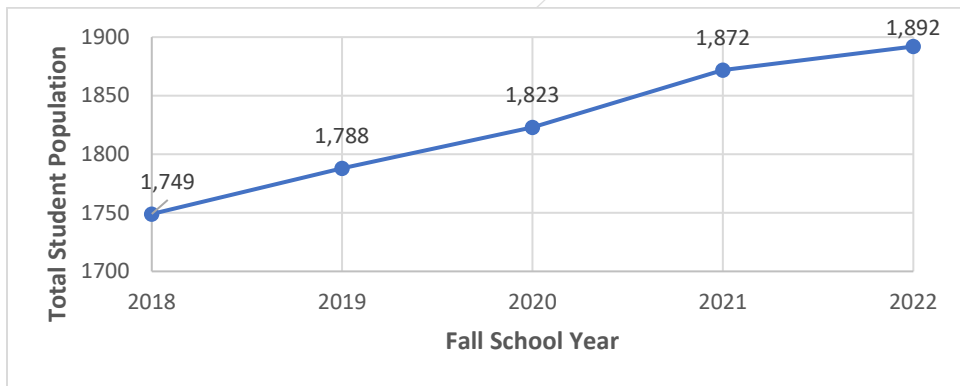
Figure 4-7. James Madison University Total Student Projections

289

Source: State Council of Higher Education for Virginia, 2017 Enrollment Projections

290

291



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Figure 4-8. Eastern Mennonite University Student Projections

293

Source: State Council of Higher Education for Virginia, 2017 Enrollment Projections

294

295

296 Chapter Resources

297 State Council of Higher Education for Virginia, Enrollment Projections,
298 <http://research.schev.edu/apps/info/Reports.Guide-to-the-Enrollment-Projections-and-Degree->
299 [Estimates.ashx](http://research.schev.edu/apps/info/Reports.Guide-to-the-Enrollment-Projections-and-Degree-Estimates.ashx)

300 University of Virginia, Demographics Research Group, "Poverty and postsecondary students in college
301 towns," March 2016, [http://demographics.coopercenter.org/files/2016/12/CenusBrief_Students-in-](http://demographics.coopercenter.org/files/2016/12/CenusBrief_Students-in-Poverty.pdf)
302 [Poverty.pdf](http://demographics.coopercenter.org/files/2016/12/CenusBrief_Students-in-Poverty.pdf)

303 U.S. Census Fact Finder, <https://factfinder.census.gov/>

304 United Ways of Virginia, ALICE (Asset Limited, Income Constrained, Employed) Virginia Study of Financial
305 Hardship, <https://uwhr.org/ALICE>

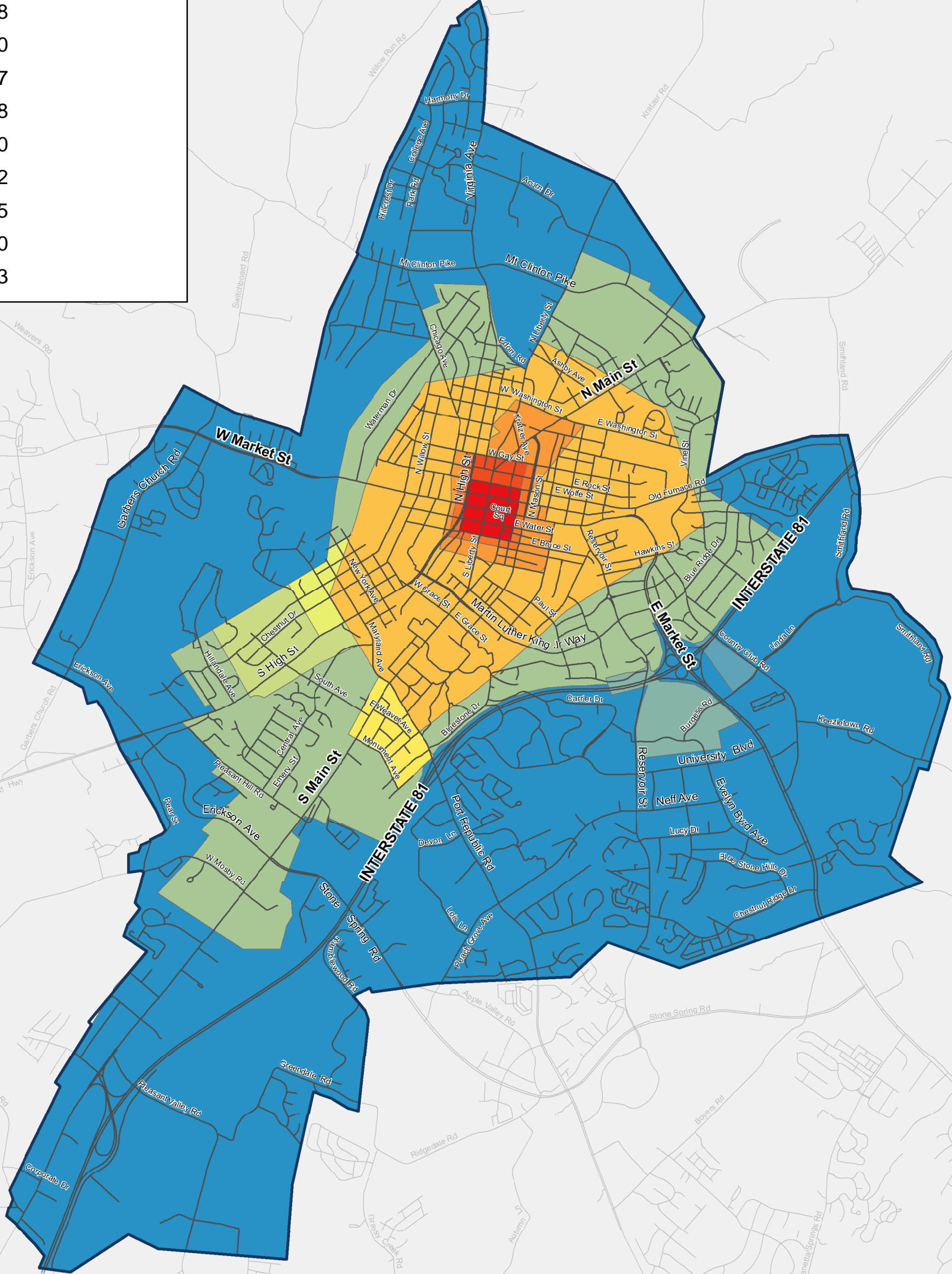
306 Weldon Cooper Center for Public Service, Virginia Population Estimates,
307 <http://demographics.coopercenter.org/virginia-population-estimates/>

308 Weldon Cooper Center for Public Service, Virginia Population Projections,
309 <http://demographics.coopercenter.org/virginia-population-projections/>

310

Year of Growth

- 1780
- 1797
- 1849
- 1858
- 1870
- 1937
- 1938
- 1950
- 1962
- 1965
- 1970
- 1983

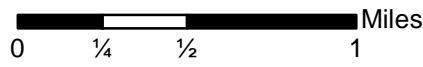


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Data Sources:
Department of Planning and Community Development

Historic Growth Comprehensive Plan

Map created: September 28, 2018



YOUR CITY. YOUR PLAN.



Chapter 5.

Community Engagement and Collaboration



YOUR CITY. YOUR PLAN.



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6

7 **Introduction**

8 The Comprehensive Plan sets out an agenda for City improvement and progress toward realizing its vision
 9 for the future. Many community members tend to think that the City government alone is responsible for
 10 implementing the Comprehensive Plan. However, implementation success will depend greatly on
 11 partnerships between multiple entities that might include the City, other local, state, and federal agencies,
 12 local businesses, the development community, faith-based and community organizations, and individuals.
 13 Many issues can only be resolved comprehensively and successfully on a regional basis, so collaboration
 14 with Rockingham County is essential. Key internal institutions with which the City hopes to continue
 15 collaborating with include: James Madison University, Eastern Mennonite University, and Sentara RMH
 16 Medical Center. As the following Goal 2 shows, there are many areas where these institutions can
 17 collaborate with the City besides just the areas of education and health.

18 The Vision Statement in Chapter 2 presents a future City that is a great place to live, to raise a family, to
 19 work and to prosper. But note that the vision statement also contains another key idea – a City where
 20 community members are inspired to work together. Goal 3 supports efforts to engender civic pride, and
 21 to encourage all community members to participate in planning for the City and working toward the
 22 vision. Generally, this goal is working toward establishing community engagement, where the entire
 23 community is involved in local efforts and activities. This requires efforts to make tools and resources
 24 available to all residents to be able to communicate effectively with the City, other local, state, and federal
 25 agencies, and community organizations.

26 **Community Engagement and Collaboration Goals, Objectives, and Strategies**

27 Goal 2. To coordinate and collaborate with surrounding jurisdictions, institutions of higher education,
 28 faith-based organizations, non-profit organizations, and other community organizations to meet
 29 the goals of the Comprehensive Plan.

30 Objective 2.1 To explore ways that the City of Harrisonburg and Rockingham County might
 31 increase collaboration in the provision of public facilities and services and in other
 32 public endeavors.

- 33 Strategy 2.1.1 To have formal processes under which the City and County discusses and
34 implements coordinated or shared programs in areas such as affordable
35 housing, land use planning, growth and development, transportation,
36 emergency communications systems, parks and recreation, greenways,
37 tourism promotion, stormwater management, environmental
38 protection, healthcare, education, workforce development, and others.

- 39 Objective 2.2 To coordinate and collaborate with James Madison University, Eastern
40 Mennonite University, Bridgewater College, Blue Ridge Community College,
41 Massanutten Technical Center, Rockingham Academy, and other educational
42 institutions in areas of concern. See Chapter 14, Economic Development and
43 Tourism for related Strategy 16.6.8.

- 44 Objective 2.3 To coordinate and collaborate with Sentara RMH Medical Center the Central
45 Shenandoah Health District, Harrisonburg Community Health Clinic, the Free
46 Clinic, the Healthy Community Council, and others in responding to community
47 health needs and concerns.

- 48 Goal 3. To reach out to and to engage all segments of the population, as well as, businesses, and industries
49 to work collaboratively in planning, developing, and promoting the City as a great place to live
50 and work.

- 51 Objective 3.1 To increase resident involvement in City affairs to promote civic pride and
52 participation.

- 53 Strategy 3.1.1 To continue developing and implementing civic pride events, such as
54 clean up days, bike and walk to work/school days, and others.

- 55 Strategy 3.1.2 To continue supporting Harrisonburg Downtown Renaissance (HDR)
56 events and other programming that celebrates Harrisonburg’s local
57 culture.

- 58 Strategy 3.1.3 To establish procedures for including residents in planning and plan
59 implementation and to consider creating a City Council appointed
60 advisory committee for community engagement.

- 61 Strategy 3.1.4 To undertake initiatives that promote the accessibility of services to all
62 residents taking into account the multilingual needs of the community
63 and exploring common barriers to access for City and community
64 services.

- 65 Strategy 3.1.5 To maintain the City’s membership as a Welcoming America City and to
66 participate as an active stakeholder in the Welcoming Harrisonburg
67 Council.

Chapter 6.

Land Use and Development Quality



YOUR CITY. YOUR PLAN.



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13 **Introduction**

14 One of the primary functions of a comprehensive plan is to set forth the community’s policies regarding
15 the future use of land and the desired quality of development. This chapter addresses these very
16 important land use and development quality issues and makes recommendations for land use and
17 development character throughout the City. It provides a recommended map of future land uses (the
18 Land Use Guide) as well as detailed goals, objectives and potential strategies to encourage desired
19 development.

20 **Background**

21 **Existing Land Uses**

22 A map of existing land use was prepared by linking the City’s real estate assessment files to the
23 Department of Planning and Community Development’s GIS files. The map is available at the end of this
24 chapter. The City’s assessors maintain data on each property in the City, including how it is currently used.
25 This data was accessed, re-categorized as necessary, and then mapped and checked. From this map, the
26 Department of Planning and Community Development compiled statistics on the acreage in each land use
27 category, which are depicted in the following table and pie chart.

28

Table 6-1. Existing Land Uses in the City of Harrisonburg

Existing Land Uses	Area in Acres*	Percentage of City Land Area not in Roads / Railroads	Percentage of Total City Land Area
Vacant	2,538	26.3%	22.8%
Residential – Single-Family Greater than 2 acres	126	1.3%	1.1%
Residential – Single-Family Detached	1,810	18.8%	16.3%
Residential – Single-Family Attached (duplexes, quadraplexes, townhouses)	430	4.5%	3.9%
Residential – Multi-family	632	6.6%	5.7%
Commercial - Retail / Service	1,000	10.4%	9.0%
Commercial - Lodging	64	0.7%	0.6%
Commercial - Office	194	2.0%	1.7%
Industrial	609	6.3%	5.5%
Public Facilities (city, county, state, federal properties)	248	2.6%	2.2%
Schools, Colleges and Universities	1,014	10.5%	9.1%
Institutional (churches, cemeteries, service clubs)	206	2.1%	1.8%
Parks and Recreation	419	4.3%	3.8%
Golf Courses (public and privately-owned)	332	3.4%	3.0%
Mixed Use	16	0.2%	0.1%
SUBTOTAL (Land in Parcels)	9,638	100.0%	
Transportation (Roads, Railroads)	1,492		13.4%
TOTAL (Total City Area)	11,131		100.0%

Source: Department of Planning and Community Development, data compiled in September 2018.

*Acreage is rounded to the nearest whole number.

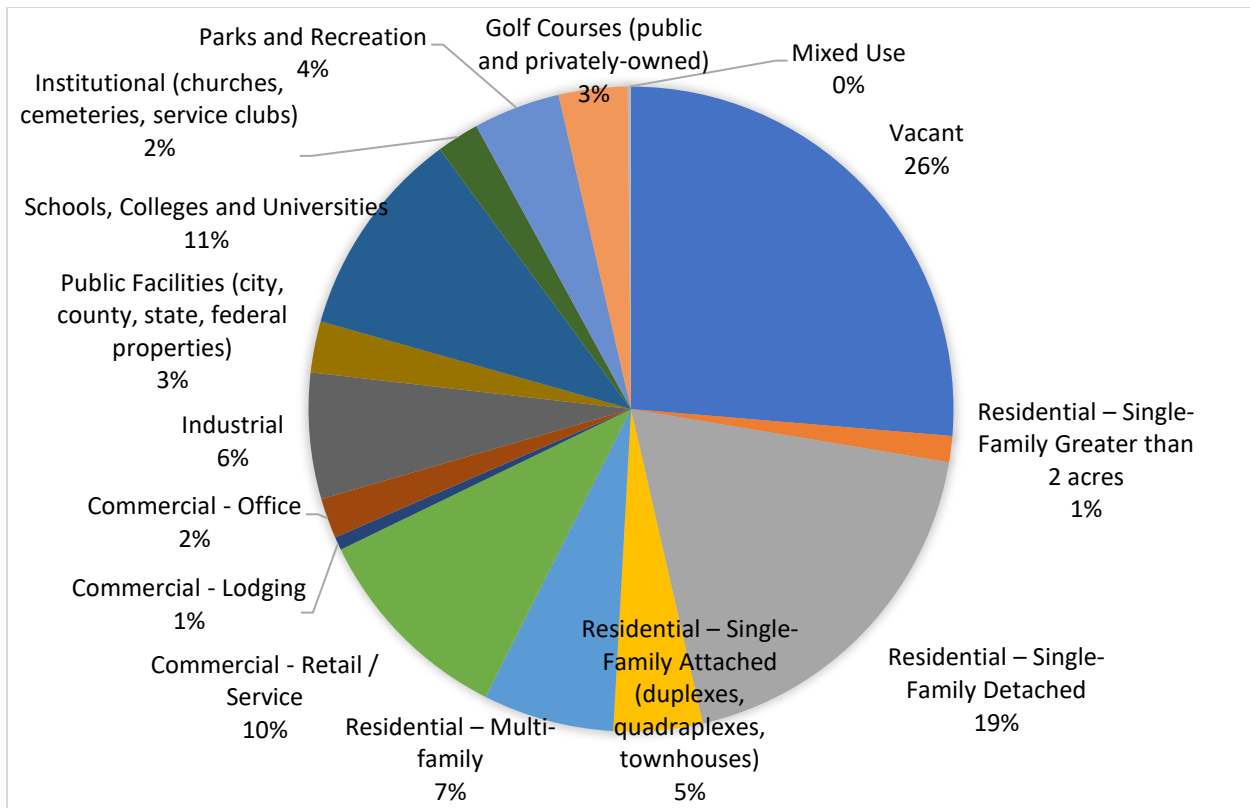
32 **Some parcels at the city limits edge have acreage that extends into the county; however, acreage in the county
33 is not included here.
34

35 The categories of land use shown in the pie chart are self-explanatory except for the single-family
36 detached residential greater than 2 acres category. These large parcels are categorized as single-family
37 detached residential land because they have a dwelling on the property. A number of them are large
38 properties, nonconforming farms in many cases. However, it would not be accurate to categorize these
39 properties as entirely residential, since significant portions of the properties are not developed. These
40 “minimally developed” properties can be developed more densely and intensely and are more similar to
41 vacant land than to single-family residential subdivisions. The total of vacant land (2,538 acres) and single-
42 family land greater than 2 acres (126 acres) represents the remaining “developable” land in the City
43 (23.9%).

44 A few things should be understood when reviewing Table 6-1. There is increasing interest in redeveloping
45 previously developed sites providing new opportunities for new and redevelopment. Comparing acreages
46 from the 2011 Comprehensive Plan and this plan is not comparing “apples-to-apples.” As sites are
47 redeveloped or rezoned to allow other uses, those parcel’s Existing Land Use designation from one plan
48 to the next might change. There are also instances in which an entire parcel may have been designated as
49 a particular Existing Land Use and an undeveloped portion of that parcel is subdivided, causing acreage to
50 be added to the “vacant land” designation and acreage to be removed from the original parcel’s Existing
51 Land Use designation.

52

53



54

55

Figure 6-1. Existing Land Uses (Not in Roads/Railroads)

56

**Some parcels at the city limits edge have acreage that extends into the county; however, acreage in the county is not included here. Data compiled in September 2018.

57

58

59

In 2005, JMU purchased the Rockingham Memorial Hospital building north of the main campus. The hospital has since moved to its new location in Rockingham County, and JMU occupies the former hospital building. Additionally, the university expanded across South High Street by purchasing the former Harrisonburg High School building from the City in 2006. JMU continues to expand through the purchase of properties generally contiguous with its campus. Because JMU is a state institution, properties purchased by the JMU Board of Visitors and the JMU Foundation are removed from the City's real estate tax rolls. It should also be acknowledged that properties owned by JMU Board of Visitors and the JMU Foundation are not subject to some of the City's regulations including, but not limited to, zoning regulations and some design and construction standards.

67

68 Zoning

69

The City's zoning map illustrates where different types of uses are currently permitted in the City. Zoning districts are applied to all properties regardless of whether they are developed or vacant. Zoning regulations have a significant impact on land use and how the City can develop.

71

72

Table 6-2 provides a breakdown of the City's land area by zoning district. The City's zoning regulations can be found in the City Code Title 10 Chapter 3.

73

74 The Zoning Ordinance includes a few overlay districts. The Institutional Overlay District has been applied
75 to 39.80 acres of B-2 zoned land, 1.21 acres of R-2 zoned land, and 162.44 acres of R-3 zoned land. This
76 overlay district provides supplemental regulations for Sentara RMH, Eastern Mennonite University,
77 Eastern Mennonite High School, and Virginia Mennonite Retirement Community properties. The
78 Residential Professional Overlay District applies to 12.52 acres of land zoned Urban Residential. This
79 overlay permits professional offices and mixed residential/office buildings. Any property owner, within
80 any zoning district may request an overlay district be applied to their property. If approved, the property
81 may receive benefits of the overlay districts.

82

83

Table 6-2. City Land Area by Zoning District

Zoning District	Area in Acres*	Percentage of City Land Area Not in Roads / Railroads
R-1 Single Family Residential	3,066	31.8%
R-2 Residential	942	9.8%
R-3 Multiple Dwelling Residential	1,636	17.0%
R-4 Planned Unit Residential	170	1.8%
R-5, High Density Residential District	150	1.6%
R-6, Low Density Mixed Residential Planned Community District	8	0.1%
R-7, Medium Density Mixed Residential Planned Community District	129	1.3%
U-R Urban Residential	48	0.5%
B-1 Central Business District	97	1.0%
B-2 General Business District	1,464	15.2%
M-1 General Industrial	1,930	20.0%
TOTAL	9,638	100.0%

Source: Department of Planning and Community Development. Data compiled in September 2018.

*Acreage is rounded to the nearest whole number.

**Some parcels at the city limits edge have acreage that extends into the County; however, acreage in the County is not included here.

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89

90 Many cities are interested to know the zoning of remaining vacant and minimally developed land. Such
91 figures are useful for determining future growth areas and the land uses that will occur in these growth
92 areas. Table 6-3 summarizes the zoning classification of Harrisonburg's remaining vacant and minimally
93 developed land as of September 2018.

Table 6-3. Zoning Classification of Vacant and Minimally Developed Land

Zoning District	Vacant and Minimally Developed Acres *	Percentage of Vacant and Minimally Developed Land
R-1 Single Family Residential	806	31.7%
R-2 Residential	228	9.0%
R-3 Multiple Dwelling Residential	216	8.5%
R-4 Planned Unit Residential	1	0.04%
R-5, High Density Residential District	57	2.2%
R-6, Low Density Mixed Residential Planned Community District	3	0.1%
R-7, Medium Density Mixed Residential Planned Community District	121	4.8%
U-R Urban Residential	5	0.2%
B-1 Central Business District	3	0.1%
B-2 General Business District	384	15.1%
M-1 General Industrial	716	28.2%
TOTAL	2,538	100.0%

95 Source: Department of Planning and Community Development. Data compiled in September 2018.

96 *Acreage is rounded to the nearest whole number.

97 **Some parcels at the city limits edge have acreage that extends into the County; however, acreage in the County
98 is not included here.

99 **Planned Land Uses**

100 The Land Use Guide represents the City's policy for what it would like to be—its "land use vision." The
101 2011 Comprehensive Plan included a Land Use Guide (amended in 2016 and 2017), which recommended
102 future land uses. In some cases, the Land Use Guide recommended land uses different than what current
103 zoning would allow. Table 6-4 categorizes land according to the planned land uses of the 2011 (amended
104 2016 and 2017) Land Use Guide.

105

Table 6-4. City Land Use as Recommended by the 2011[^] Land Use Guide

Planned Land Use	Area in Acres	Percentage of City Land Area Not in Roads / Railroads
Low Density Residential	1480.14	15%
Low Density Mixed Residential	949.51	10%
Neighborhood Residential	614.58	6%
Medium Density Residential	645.76	7%
Medium Density Mixed Residential	475.83	5%
High Density Residential	284.12	3%
Mixed Use Development	209.8	2%
Commercial	1369.77	14%
Planned Business	124.89	1%
Professional	75.85	1%
Industrial	1336.05	14%
Institutional	194.17	2%
Public / Semi-Public	1099.88	11%
Conservation, Recreation and Open Space	780.51	8%
TOTAL	9640.86	100.0%

Source: Department of Planning and Community Development

[^]The Land Use Guide was amended in 2016 and 2017 after the adoption of the 2011 Comprehensive Plan.

111 **The Land Use Guide**

112 The Land Use Guide and associated map provided at the end of this chapter, recommends future long-
113 term (20+ year) land uses in the City. All three development types must be considered for the Land Use
114 Guide: new development, infill development, and redevelopment. The Land Use Guide descriptions and
115 map make up the official land use policy of the Comprehensive Plan and is to be used as a guide in
116 decisions on such matters as rezonings, special use permit proposals, and the location of public facilities.
117 The categories of land use are described below.

118 Land Use designations for residential development allow for different types of housing, ranging from
119 single-family detached, single-family attached (duplexes and townhomes), and multi-family dwellings
120 (apartments and mixed-use buildings). While a variety of housing types at a range of densities is desired
121 in the City, Chapter 7, Neighborhoods and Housing, identifies one objective of housing is to have more
122 single-family detached and duplex homes. Table 7-1, in Chapter 7, shows that the total number of dwelling
123 units in the City has increased from 10,900 in 1990 to 18,039 in 2016. While additional single-family
124 detached homes have been constructed during this time, single-family detached homes make up a smaller
125 percentage of total dwelling units at 42.4 percent (4,599 dwelling units) in 1990 to 37.7 percent (6,799
126 dwelling units) in 2016. Another objective identified is a need for more affordable housing options.

127 *Traditional Neighborhood Development (TND)*

128 Traditional neighborhood development (TND) is not a land use designation, but it refers to the pattern of
129 development of a complete neighborhood or community using traditional town planning principles. As
130 described later in this chapter, this Comprehensive Plan declares that the entire incorporated limits of the
131 City of Harrisonburg is designated as an Urban Development Area (UDA), as authorized by §15.2-2223.1
132 of the Code of Virginia. Section §15.2-2223.1 of the Code requires that areas identified in the
133 Comprehensive Plan as UDAs incorporate principles of traditional neighborhood development (TND).

134 To the greatest extent possible, all developments throughout the City shall include TND principles such as
135 those listed below.

- 136 • The design of the neighborhood allows residents to work, shop, and carry out many of life’s other
137 activities within the neighborhood.
- 138 • A mix of land uses is provided. The proximity of uses allows residents to walk, ride a bicycle, or
139 take transit for many trips between home, work, shopping, and school.
- 140 • A variety of housing types is provided at a range of densities, types (multi-family, attached and
141 detached dwelling units), and costs. Neighborhoods are heterogeneous mixes of residences in
142 close proximity to commercial and employment uses.
- 143 • The neighborhood includes a retail, office, employment, and/or entertainment core to provide
144 economic and social vitality, as well as a major focus and meeting place in the community.
- 145 • The circulation system serves many modes of transportation and provides choices for alternative
146 transportation routes. Streets, alleys, and pedestrian and bike paths connect to the surrounding
147 area. Streets and alleys generally follow a grid pattern to provide these route choices and

148 connections. Traffic calming techniques may be used to reduce vehicle speed and increase
149 pedestrian and bicycle safety.

- 150 • The overall intensity of development is designed to be high enough to support transit service.
- 151 • A system of parks; open spaces; and civic, public, and institutional uses is included to create a high
152 quality of life and civic identity for the community.
- 153 • The cluster concept is embraced so as to concentrate development in environmentally suitable
154 areas and to preserve and protect important environmental and cultural resources.

155 Depending upon the circumstances of new development, infill development, and redevelopment projects
156 in the City, TND principles could be independently realized or such projects may rely upon the surrounding
157 or nearby existing neighborhood to work in unison toward TND principles as noted above.

158 *The following descriptions explain the different designations for the Land Use Guide:*

159 *Neighborhood Residential*

160 These areas are typically older residential neighborhoods, which contain a mixture of densities and a
161 mixture of housing types, but should have more single-family detached homes than other types of
162 housing. This type of land use highlights those neighborhoods in which existing conditions dictate the
163 need for careful consideration of the types and densities of future residential development. Infill
164 development and redevelopment must be designed so as to be compatible with the desired character of
165 the neighborhood.

166 *Low Density Residential*

167 These areas consist of single-family detached dwellings in and around well-established neighborhoods
168 with a target density of around 4 dwelling units per acre. The low density residential areas are designed
169 to maintain the character of existing neighborhoods. It should be understood that established
170 neighborhoods in this designation could already be above 4 dwelling units per acre.

171 *Low Density Mixed Residential*

172 These areas have been developed or are planned for residential development containing a mix of large
173 and small-lot single-family detached dwellings, where commercial and service uses might be finely mixed
174 within residential uses or located nearby along collector and arterial streets. Duplexes may be appropriate
175 in certain circumstances. Mixed use buildings containing residential and non-residential uses might be
176 appropriate with residential dwelling units limited to one or two dwelling units per building. Attractive
177 green and open spaces are important for these areas and should be incorporated. Open space
178 development (also known as cluster development) is encouraged, which provides for grouping of
179 residential properties on a development site to use the extra land for open space or recreation. The intent
180 is to have innovative residential building types and allow creative subdivision designs that promote
181 neighborhood cohesiveness, walkability, connected street grids, community green spaces, and the
182 protection of environmental resources or sensitive areas (i.e. trees and floodplains). Residential building

183 types such as zero lot-line development should be considered as well as other new single-family
184 residential forms. The gross density of development in these areas should be around 7 dwelling units per
185 acre and commercial uses would be expected to have an intensity equivalent to a Floor Area Ratio of at
186 least 0.4, although the City does not measure commercial intensity in that way.

187 *Medium Density Residential*

188 These areas have been developed or are planned for development of a variety of housing types such as
189 single-family detached, single-family attached (duplexes and townhomes), and in special circumstances,
190 multi-family dwellings (apartments). Depending on the specific site characteristics, densities in these
191 areas should be around 15 dwelling units per acre. Non-residential uses may also be appropriate.

192 *Medium Density Mixed Residential*

193 These areas have been developed or are planned for small-lot single-family detached and single-family
194 attached (duplexes and townhomes) neighborhoods, where commercial and service uses might be finely
195 mixed within residential uses or located nearby along collector and arterial streets. Mixed-use buildings
196 containing residential and non-residential uses and multi-family dwellings could be appropriate under
197 special circumstances. Attractive green and open spaces are important for these areas and should be
198 incorporated. Open space development (also known as cluster development) is encouraged, which
199 provides for grouping of residential properties on a development site to use the extra land for open space
200 or recreation. Like the Low Density Mixed Residential designation, the intent is to have innovative
201 residential building types and allow creative subdivision designs that promote neighborhood
202 cohesiveness, walkability, connected street grids, community green spaces, and the protection of
203 environmental resources or sensitive areas (i.e. trees and floodplains). Residential building types such as
204 zero lot-line development should be considered as well as other new single-family residential forms. The
205 gross density of development in these areas could be around 20 dwelling units per acre. Commercial uses
206 would be expected to have an intensity equivalent to a Floor Area Ratio of at least 0.4, although the City
207 does not measure commercial intensity in that way.

208 *High Density Residential*

209 These areas have been developed or are planned for development that have the highest residential
210 density ranges outside of the downtown area and properties designated Mixed Use by the Land Use
211 Guide. Density is planned to allow up to 24 dwelling units per acre. While a number of existing multi-
212 family developments and areas adjacent to such developments are identified as High Density Residential,
213 residential land use could include small-lot single-family detached and single-family attached
214 neighborhoods. In special circumstances, non-residential uses may be appropriate.

215 *Mixed Use*

216 The Mixed Use category includes both existing and proposed areas for mixed use. Mixed Use areas shown
217 on the Land Use Guide map are intended to combine residential and non-residential uses in
218 neighborhoods, where the different uses are finely mixed instead of separated. Mixed Use can take the

219 form of a single building, a single parcel, a city block, or entire neighborhoods. Quality architectural design
220 features and strategic placement of green spaces for large scale developments will ensure development
221 compatibility of a mixed use neighborhood with the surrounding area. These areas are prime candidates
222 for “live-work” and traditional neighborhood developments (TND). Live-work developments combine
223 residential and commercial uses allowing people to both live and work in the same area. The scale and
224 massing of buildings is an important consideration when developing in Mixed Use areas. Commercial uses
225 would be expected to have an intensity equivalent to a Floor Area Ratio of at least 0.4, although the City
226 does not measure commercial intensity in that way.

227 Downtown is an existing area that exhibits and is planned to continue to contain a mix of land uses. The
228 downtown Mixed Use area often has no maximum residential density, however, development should take
229 into consideration the services and resources that are available (such as off-street parking) and plan
230 accordingly. Residential density in Mixed Use areas outside of downtown should be around 24 dwelling
231 units per acre, and all types of residential units are permitted: single-family detached, single-family
232 attached (duplexes and townhomes), and multi-family buildings. Large scale developments, which include
233 multi-family buildings are encouraged to include single-family detached and/or attached dwellings.

234 *Commercial*

235 Commercial uses include retail, office, professional service functions, restaurants, and lodging uses.
236 Commercial areas should offer connecting streets, biking and walking facilities, and public transit services.
237 Interparcel access and connections are essential to maintaining traffic safety and flow along arterials.
238 Parking should be located to the sides or rear of buildings.

239 *Limited Commercial*

240 These areas are suitable for commercial and professional office development but in a less intensive
241 approach than the Commercial designation. These areas need careful controls to ensure compatibility
242 with adjacent land uses. The maintenance of functional and aesthetic integrity should be emphasized in
243 review of applications for development and redevelopment and should address such matters as: control
244 of access; landscaping and buffering; parking; setback; signage; and building mass, height, and orientation.
245 It is important that development within Limited Commercial areas does not incrementally increase in
246 intensity to become similar to the Commercial designation. Efforts should be made to maintain the intent
247 as described above.

248 *Industrial*

249 These areas are composed of land and structures used for light and general manufacturing, wholesaling,
250 warehousing, high-technology, research and development, and related activities. They include the major
251 existing and future employment areas of the City.

252 *Institutional*

253 These areas are planned for development by certain institutional uses, like private colleges and
254 universities, hospitals, and retirement communities that operate on large land areas and may function in
255 a campus-like environment.

256 *Conservation, Recreation and Open Space*

257 This designation is primarily made up of the City's open space and parks system, which include City parks,
258 and the Heritage Oaks Golf Course. Also included in this designation are sites containing cemeteries and
259 historical monuments.

260 *Governmental/Quasi-Governmental*

261 These lands include properties owned or leased by the City of Harrisonburg, the Commonwealth of
262 Virginia, the federal government, and other governmental /quasi-governmental organizations. Examples
263 of entities included in this category are City Hall, City administrative and support facilities, Harrisonburg
264 City Public Schools, James Madison University, Rockingham County Administrative Offices, Rockingham
265 County Public Schools, and the Massanutten Regional Library. Properties with this designation may
266 already include uses supplied by the entities mentioned or are planned to be used by such public entities
267 for any type of uses necessary for their services. Some Governmental/Quasi-Governmental uses, such as
268 James Madison University, other state agencies, and the federal government are not subject to some of
269 the City's land use regulations. City parks are included in the Conservation, Recreation, and Open Space
270 Category. Furthermore, it should be understood that properties that are owned or leased by the City,
271 which may not be designated as Governmental/Quasi-Governmental by the Land Use Guide, may be
272 developed with public uses, as defined by the Zoning Ordinance, to operate and provide services supplied
273 by the City in any zoning district, which as of the approval of this document, is every zoning district in the
274 City.

275 Table 6-5 presents the amounts and percentages of the various land uses recommended by the Land Use
276 Guide.

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Table 6-5. City Land Use as Recommended by the Land Use Guide

Planned Land Use	Area in Acres	Percentage of City Land Area Not in Roads / Railroads
Low Density Residential	1,150	12%
Low Density Mixed Residential	642	7%
Neighborhood Residential	1,242	13%
Medium Density Residential	1,322	14%
Medium Density Mixed Residential	277	3%
High Density Residential	193	2%
Mixed Use Development	1,392	14%
Commercial	966	10%
Limited Commercial*	114	1%
Industrial	631	7%
Institutional	353	4%
Governmental/Quasi-Governmental [#]	768	8%
Conservation, Recreation and Open Space	586	6%
TOTAL	9,637	100%

286

Source: Department of Planning and Community Development. Data Compiled in September 2018.

287

[#]With this Plan update, Public/Semi-Public was changed to Governmental/Quasi-Governmental

288

*With this Plan update, the previous Land Use Guide designations known as Planned Business and Professional, which are part of the 2011 Land Use Guide, were combined to become Limited Commercial

289

Some parcels at the edge of the city have portions that extend into the county.

290

291

Urban Development Areas

292

§15.2-2223.1 of the Code of Virginia authorizes the City to designate, if it so chooses, urban development

293

areas (UDAs) that may be sufficient to meet projected residential and commercial growth in the locality

294

for an ensuing period of at least 10 years, but not more than 20 years. Per Section 15.2-2223.1, Urban

295 development areas are (i) appropriate for higher density development due to its proximity to
296 transportation facilities, the availability of a public or community water and sewer system, or a developed
297 area and (ii) to the extent feasible, to be used for redevelopment or infill development. Areas that may
298 be designated as UDAs should have residential development densities equivalent to at least four single-
299 family residences per acre, six townhouses per acre, or 12 apartment-style dwelling units per acre, and
300 commercial development densities equivalent to at least a floor area ratio of 0.4, or any combination
301 thereof, or any other combination or arrangement that is adopted by a locality in meeting the intent of
302 15.2-2223.1 of the Code of Virginia.

303 §15.2-2223.1 of the Code also requires, among other things, that areas identified in the Comprehensive
304 Plan as UDAs incorporate principles of traditional neighborhood development (TND), which may include
305 but need not be limited to pedestrian-friendly road design; interconnection of new local streets with
306 existing local streets and roads; connectivity of road and pedestrian networks; preservation of natural
307 areas; mixed-use neighborhoods, including mixed housing types, with affordable housing to meet the
308 projected family income distributions of future residential growth; reduction of front and side yard
309 building setbacks; and reduction of subdivision street widths and turning radii at subdivision street
310 intersections.

311 In 2007, the Virginia General Assembly added Section 15.2-2223.1 to the Code of Virginia requiring high
312 growth localities to designate UDAs in their comprehensive plans. The City then designated three UDA
313 areas around 1) the downtown area, 2) areas along Port Republic Road between Interstate I-81 to Neff
314 Avenue, and 3) in an area roughly bounded by Linda Lane, Smithland Road, I-81 and Country Club Road
315 (reference the 2011 Comprehensive Plan Land Use Guide). Later, in 2012, the Virginia General Assembly
316 amended the Code of Virginia to more broadly define UDAs and made it voluntary for localities to
317 designate UDAs. Most recently, due to changes in how the State chooses to allocate funding for
318 transportation improvements, it is wise for localities to include and designate areas for UDAs rather than
319 choosing not to incorporate them.

320 For the purpose and intent to meet the requirements of Section 15.2-2223.1 of the Code of Virginia,
321 through a combination of the implementation of the City's Zoning Ordinance, the City's Subdivision
322 Ordinance, and the City's Design and Construction Standards Manual (DCSM), this Plan hereby declares
323 the entire incorporated limits of the City of Harrisonburg designated as an Urban Development Area.

324 The residential densities that are permitted within the City's Zoning Ordinance, as of 2018, meet or exceed
325 the requirements of a UDA as noted below in Table 6-6. In addition to the permissible residential densities
326 of the Zoning Ordinance, provisions within Chapter 3 of the City's DCSM also contributes to the rationale
327 for the entire City to be considered a UDA as it requires public streets to incorporate infrastructure for
328 pedestrians and bicyclists. Furthermore, the City's Subdivision Ordinance allows City Council to grant
329 variances to street design standards that might help with traditional neighborhood development (TND)
330 when:

- 331 (1) The proposed alternative would better achieve the walkable, pedestrian and bicycle-oriented
332 environment the city desires.

- 333 (2) The particular conditions of the site and surrounding street network would allow the proposed
 334 alternative without causing undue inefficiencies for service vehicles, nor an excessive reduction
 335 in pedestrian safety due to pedestrian-vehicle movement conflicts.
 336 (3) The proposed alternative would better balance the needs of pedestrians and vehicles, and better
 337 achieve the goals of the comprehensive plan.

338 **Table 6-6. Residential Unit Densities and Type of Dwellings Permitted Per Zoning District Per Acre**

	Dwelling Units Per Acre (Minimum Lot Area)			
	Single-Family Detached	Duplex	Townhouse	Multi-Family
R-1	4 (10,000 sf)	Not Permitted	Not Permitted	Not Permitted
R-2	6 (7,000 sf)	7 (5,500 sf/unit)	Not Permitted	Not Permitted
R-3s	7 (6,000 sf)	10 (4,000 sf/unit)	21 (2,000 sf/unit)	14 (SUP Required) (3,000 sf/unit)
R-4	7 (6,000 sf)	14 (3,000 sf/unit)	21 (2,000 sf/unit)	14 (3,000 sf/unit)
R-5	Not Permitted	Not Permitted	21 (2,000 sf/unit)	24 (3,000 sf/unit)
R-6	6 (7,620 sf)	Not Permitted	Not Permitted	Not Permitted
R-7	Average 15 units per acre (Average 2,904 sf/unit)			
MX-U	Average 20 units per acre (Average 2,187 sf/unit)			
U-R	6 (7,000 sf)	6 (7,000 sf)	Not Permitted	Not Permitted
B-1	No Maximum	No Maximum	No Maximum	No Maximum

339 Source: Department of Planning and Community Development, April 2018

340

341 **Land Use and Development Quality Goals, Objectives, and Strategies**

342 Goal 4. To improve the quality of land use and development patterns.

343 Objective 4.1 To create positive images of the City through landscaping and design
 344 improvements at the City’s gateways, along major travel corridors, in residential
 345 neighborhoods, and in commercial and industrial areas.

346 Strategy 4.1.1 To work with community members to identify design elements that
 347 define the character of the City, as well as, characters of different areas
 348 of the City, and then to identify strategies to improve design.
 349 Administration of a community character or visual preference survey
 350 would help in this effort.

351 Strategy 4.1.2 To incorporate appropriate elements of design as requirements into the
 352 City’s Zoning Ordinance, while leaving other elements as discretionary

353 guidelines or incorporating into other City plans. Design requirements or
354 guidelines may address elements such as landscaping, preservation of
355 green space, preservation of historic resources, placement of buildings
356 and parking lots, building bulk and height, how buildings address the
357 street, signage, and lighting. See Chapter 15, Revitalization’s Goal 18 for
358 related objectives and strategies.

359 Strategy 4.1.3 To develop design guidelines or requirements to improve the design
360 quality of all residential development. Such provisions may address
361 building setback and orientation standards that enhance social
362 interaction; street system design that promotes connectivity and
363 provides for traffic calming measures to reduce speeding and improve
364 safety; requirements for sidewalks and shared use paths that facilitate
365 and encourage walking and bicycling; streetscape planting requirements;
366 standards for placement of parking areas and garages so as to avoid
367 streetscapes dominated by parking lots and garage doors; and the size,
368 quality, design, character, and facilities within preserved open spaces.
369 See Chapter 15, Revitalization’s Goal 18 for related objectives and
370 strategies.

371 Strategy 4.1.4 To create corridor plans and consider corridor overlay districts to address
372 issues such as land use and design quality; streetscape improvements;
373 vehicle, pedestrian, and bicycle circulation; access management;
374 development, redevelopment, and reuse opportunities; conservation of
375 special features; improving utilities and public facilities; and signage. See
376 Chapter 12, Transportation’s Goal 13 for related objectives and
377 strategies.

378 Strategy 4.1.5 To encourage or provide incentives for new development and
379 redevelopment to preserve existing trees and vegetative areas and/or to
380 add new trees and plantings. See Chapter 10, Environmental Stewardship
381 and Sustainability’s Goal 11 for related objectives and strategies.

382 Strategy 4.1.6 To require or provide incentives for open space or “cluster” development
383 to preserve green space within new residential subdivisions.

384 Objective 4.2 To encourage areas with a mix of uses (residential and nonresidential) and areas
385 with different housing types and lot sizes in locations identified in the Land Use
386 Guide. See Chapter 7, Neighborhoods and Housing’s Goals 5 and 6 for related
387 objectives and strategies.

388 Strategy 4.2.1 To promote the development of mixed residential and mixed use areas
389 as recommended in the Land Use Guide.

- 390 Strategy 4.2.2 To develop a zoning approach to provide incentives for the development
391 of residential neighborhoods with a mix of housing types and lot sizes as
392 identified in the Land Use Guide. Amendments to the Zoning Ordinance
393 could encourage innovative residential building types and allow creative
394 subdivision design solutions that promote neighborhood cohesiveness,
395 walkability, connected street grids, community green spaces, and
396 protection of historic and environmental resources.
- 397 Strategy 4.2.3 To develop a zoning approach and street design standards to require
398 and/or provide incentives for traditional neighborhood development
399 (TND) as described in the Comprehensive Plan.
- 400 Strategy 4.2.4 To collaborate with property owners to proactively rezone properties to
401 zoning districts that would allow for and encourage the types of uses as
402 indicated by the Land Use Guide. Repeated in in Chapter 7,
403 Neighborhoods and Housing as Strategy 5.2.3.
- 404 Objective 4.3 To adapt to new trends and demands while ensuring that new development and
405 redevelopment of residential, commercial, and industrial properties will be
406 compatible with adjacent existing uses and with planned land uses of surrounding
407 parcels. See Chapter 7, Neighborhoods and Housing’s Goals 5 and 6 for related
408 objectives and strategies.
- 409 Strategy 4.3.1 To revise the Zoning Ordinance to require landscape buffers, screening,
410 or alternative architectural solutions to provide transitions between
411 potentially incompatible land uses.
- 412 Strategy 4.3.2 To continue to consider the need for additional sites for businesses to
413 locate when evaluating land use policies, while also considering different
414 types of businesses and their compatibility with surrounding land uses.
- 415 Strategy 4.3.3 To review and amend the Zoning Ordinance to permit small lot and
416 innovative forms of single-family detached and duplex residential
417 development as appropriate. Repeated in Chapter 7, Neighborhoods and
418 Housing as Strategy 5.2.2.
- 419 Strategy 4.3.4 To research and draft updated zoning regulations for the repair and
420 storage of vehicles, recreation equipment, trailers, over the road tractors,
421 their trailers, heavy equipment, manufactured homes, industrialized
422 buildings, or agricultural equipment so that such uses meet the aesthetic
423 and land use quality standards desired by the community and to ensure
424 they are compatible with surrounding land uses.

425 Objective 4.4 To provide off-street parking to adequately meet demand and provide access to
426 key destinations, businesses, and services, without creating oversupply that
427 increases costs for development, and impacts the community character, natural
428 environment, and economic vitality.

429 Strategy 4.4.1 To study and amend, as appropriate, off-street vehicular parking
430 regulations in the Zoning Ordinance. Maximum parking limits could be
431 explored as a potential option.

432 Strategy 4.4.2 To expand opportunities for reductions in parking requirements for
433 development projects designed to take advantage of public transit and
434 for mixed use developments where shared parking is feasible. Repeated
435 in Chapter 12, Transportation as Strategy 13.2.17.

436 Strategy 4.4.3 To continue to require development and redevelopment to install bicycle
437 parking.

438 Objective 4.5 To increase the knowledge of City staff, elected officials, and community
439 members regarding good land use practices, affordable housing practices, fair
440 housing policies, and how they can be applied in the City.

441 Strategy 4.6.1 To participate in or host workshops, such as those available through the
442 Virginia Cooperative Extension’s Land Use Education Program, the
443 Virginia Chapter of the American Planning Association, and Smart Growth
444 America.

445 Chapter Resources

446 American Planning Association – Virginia Chapter, <https://www.planning.org/chapters/virginia/>

447 City of Harrisonburg, 2016 Assessment of Fair Housing,
448 <https://www.harrisonburgva.gov/sites/default/files/CMO/files/Harrisonburg%20AFH%202016.9.29.pdf>

449 City of Harrisonburg Design and Construction Standards Manual (DCSM),
450 <https://www.harrisonburgva.gov/dcsn>

451 City of Harrisonburg Zoning Information and Ordinance, <https://www.harrisonburgva.gov/zoning>

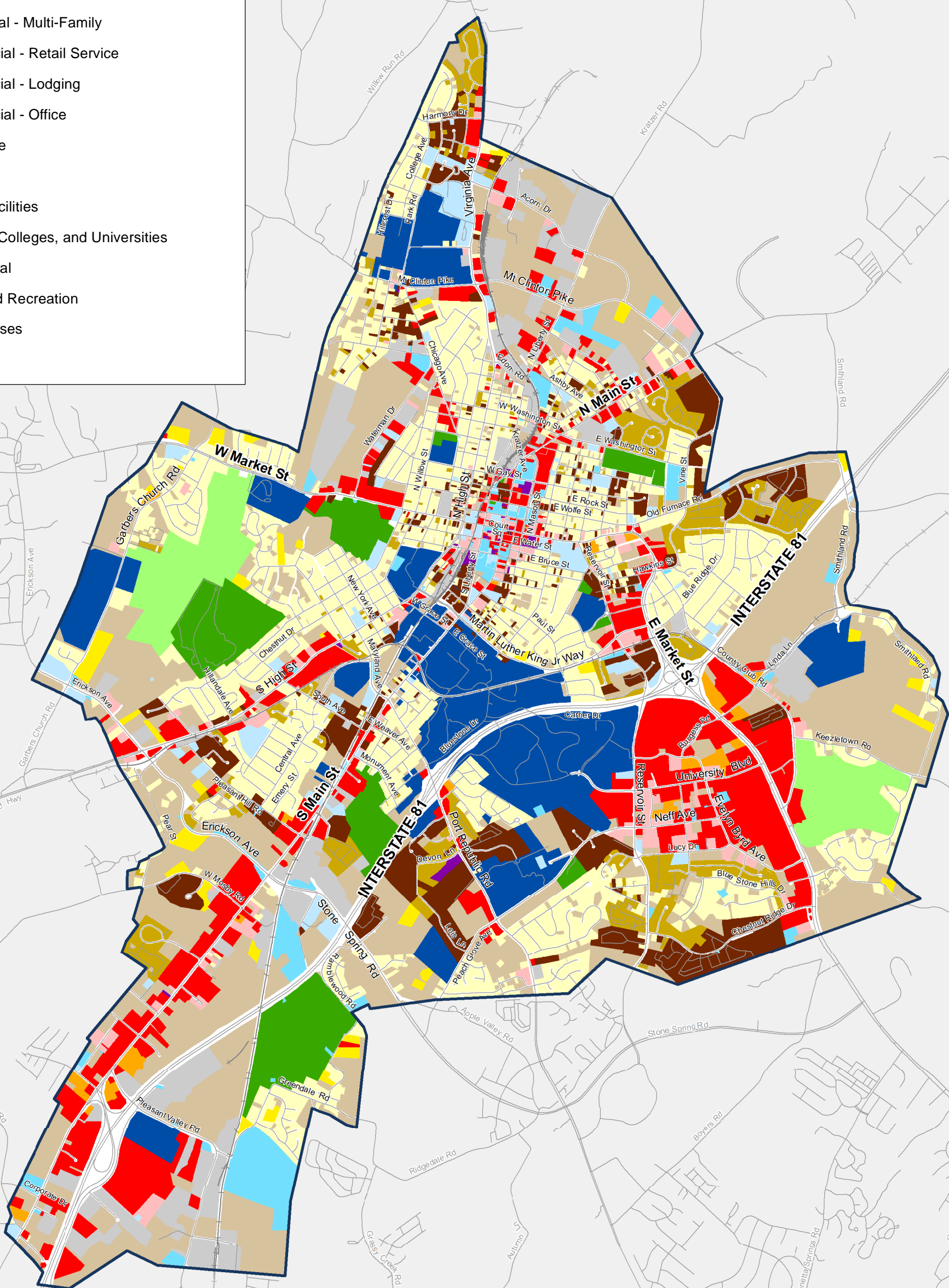
452 Smart Growth America, <https://smartgrowthamerica.org/>

453 Virginia Cooperative Extension’s Land Use Education Program, <https://planvirginia.com/>

454

Existing Land Uses

- Residential - Single-Family, Detached
- Residential - Single-Family, Greater than 2 acres
- Residential - Single-Family, Attached
- Residential - Multi-Family
- Commercial - Retail Service
- Commercial - Lodging
- Commercial - Office
- Mixed Use
- Industrial
- Public Facilities
- Schools, Colleges, and Universities
- Institutional
- Parks and Recreation
- Golf Courses
- Vacant



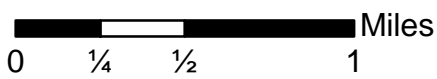
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This map represents known existing land uses as of [APTION DATE].

Data Sources:
Department of Planning and Community Development

Existing Land Uses Comprehensive Plan

Map created: September 30, 2018


























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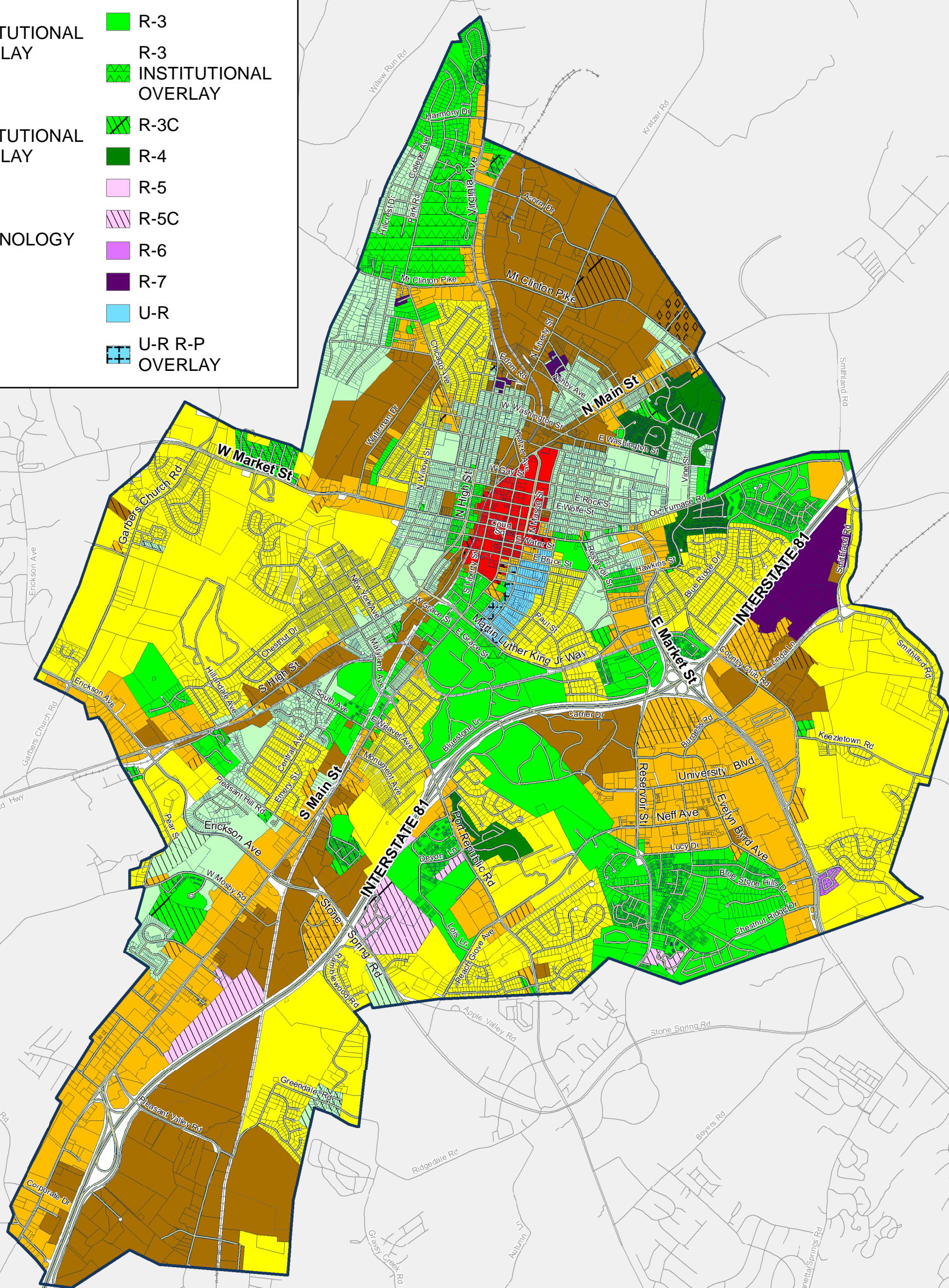


Harrisonburg
VIRGINIA



Zoning Districts

- | | |
|---|---|
|  B-1 |  R-2
INSTITUTIONAL
OVERLAY |
|  B-1C |  R-2C |
|  B-2 |  R-3 |
|  B-2
INSTITUTIONAL
OVERLAY |  R-3
INSTITUTIONAL
OVERLAY |
|  B-2C |  R-3C |
|  B-2C
INSTITUTIONAL
OVERLAY |  R-4 |
|  M-1 |  R-5 |
|  M-1
TECHNOLOGY |  R-5C |
|  M-1C |  R-6 |
|  R-1 |  R-7 |
|  R-2 |  U-R |
| |  U-R R-P
OVERLAY |



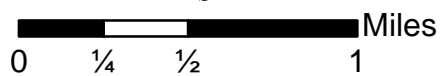
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This map represents zoning designations as of the date of plan adoption, [ADOPTION DATE].

Data Sources:
Department of Planning and Community Development

Existing Zoning Districts Comprehensive Plan

Map created: September 30, 2018



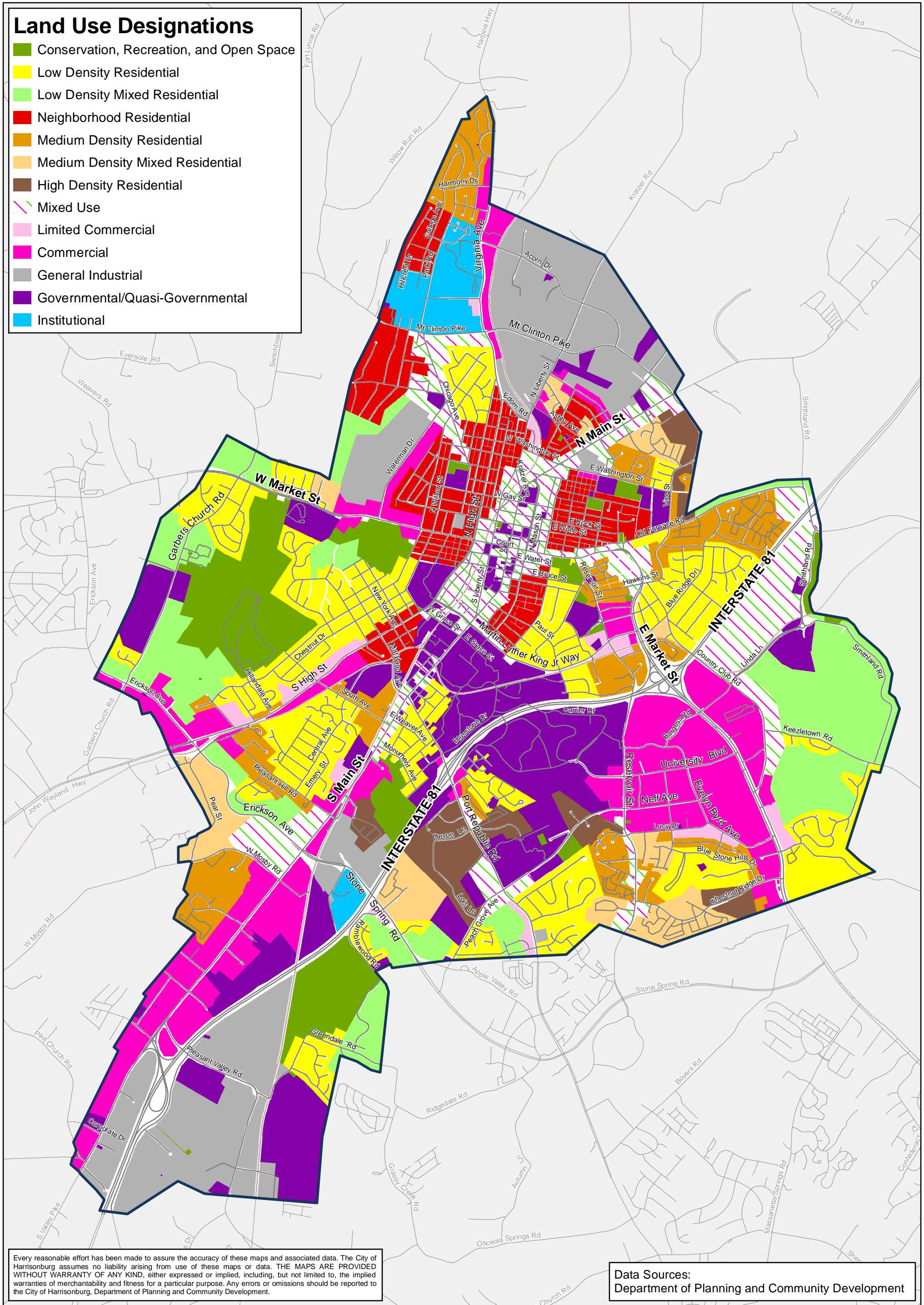
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Land Use Designations

- Conservation, Recreation, and Open Space
- Low Density Residential
- Low Density Mixed Residential
- Neighborhood Residential
- Medium Density Residential
- Medium Density Mixed Residential
- High Density Residential
- Mixed Use
- Limited Commercial
- Commercial
- General Industrial
- Governmental/Quasi-Governmental
- Institutional

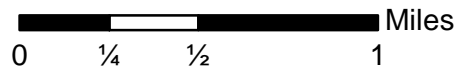


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Data Sources:
Department of Planning and Community Development

Land Use Guide Comprehensive Plan Update

Adopted: [ADOPTED DATE]



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Harrisonburg
VIRGINIA



Chapter 7.

Neighborhoods and Housing



YOUR CITY. YOUR PLAN.



1 Chapter 7 Neighborhoods and Housing

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10

11 Introduction

12 A major goal of this plan is to promote and enhance the City’s neighborhoods through improving the
 13 livability and housing stock, which increases property values, attracts people to live in the City, and
 14 improves their quality of life. To assist in these endeavors, strategies might include associations with
 15 conservation, stabilization, revitalization, new zoning requirements or districts, the use of incentives, or
 16 subdivision regulation mechanisms.

17 Background

18 Neighborhoods

19 People are invested in their neighborhoods and advocate strongly for their protection. Concerns
 20 frequently cited about neighborhoods include the walkability and bikability, especially to schools; the
 21 appearance of neighborhoods; the impact of blight and blighting conditions; and the conversion of owner-
 22 occupied single-family detached and duplex homes into rentals that are occupied by many unrelated
 23 tenants. The conversion of homes into rental units or student apartments has acted as a destabilizing
 24 force and the livability of neighborhoods for families. Livability in some areas has been adversely affected
 25 due to their location to incompatible industrial or commercial uses along with the increase in traffic due
 26 to new student housing or commercial developments.

27 As housing needs and regulations change over the next twenty years, so must local residential
 28 development standards. The City’s Zoning and Subdivision Ordinances should be reviewed and
 29 amendments considered to meet new housing trends and demands while protecting the integrity of the
 30 City’s neighborhoods. This plan recommends that the City actively involve and encourage public
 31 participation in activities in efforts to conserve, stabilize, and revitalize their neighborhoods. This plan also

32 recommends that other City plans relating to transportation, parks and recreation, fair housing, and plans
 33 to end homelessness also consider their impacts – both positive and negative – to neighborhoods.

34 **Housing**

35 The City has identified that neighborhoods that are inclusive and incorporate a diverse mix of housing
 36 stock allows for the efficient use of available land and best serves residents. Included within this plan’s
 37 recommendations is to review and amend the Zoning Ordinance to increase opportunities for single-
 38 family detached residential development affordable to households in a range of incomes.

39 The characteristics of Harrisonburg’s housing stock, such as the mix of housing types, tenure, vacancy
 40 rates, age, and condition, provide insight into the housing opportunities available within the City, as well
 41 as the City’s general economic vitality. The information included in this chapter has been gathered from
 42 the U.S. Census Bureau, the Harrisonburg Redevelopment and Housing Authority (HRHA), and from City
 43 building permit data.

44 *Housing Supply*

45 The City continues to see an overall increase in the housing stock with a total number of units available in
 46 1990 of 10,900 and in 2016 of 18,039. Single-family detached dwellings grew about 48 percent between
 47 1990 to 2016, while during the same time the number of duplex and townhouse units has grown by about
 48 154 percent, and multiple-family units has grown by about 61 percent. This trend is anticipated to
 49 continue due to the high rental market, duplexes and townhomes typically being more affordable to
 50 construct and purchase than single-family detached homes, and the impacts placed on the housing stock
 51 due to the increased demand for student rentals.

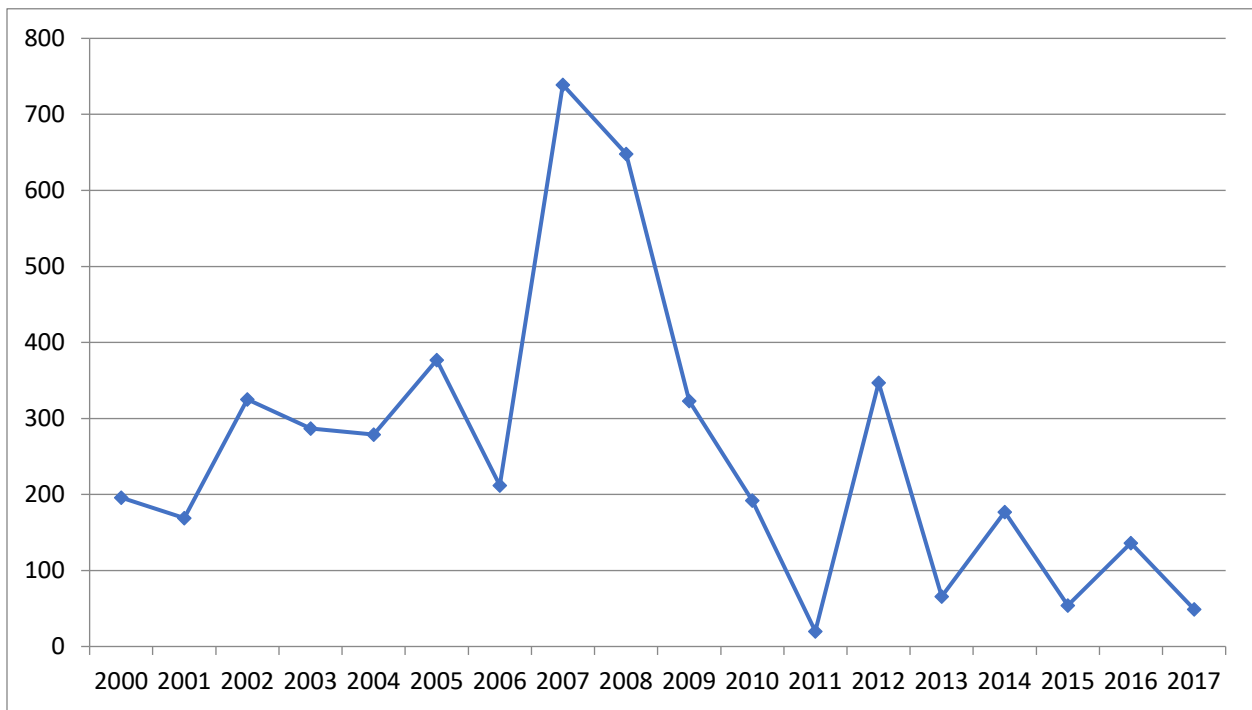
52 **Table 7-1. Trends in Housing Mix, 1990-2016, Harrisonburg**

Unit Type	1990		2000		2010		2016	
	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage
Single-Family Detached	4,599	42.2%	5,203	38.0%	5,984	36.3%	6,799	37.7%
Duplex and Townhouse	1,700	15.6%	2,382	17.4%	2,938	17.8%	4,311	23.9%
Multi-Family	4,200	38.5%	5,792	42.3%	7,290	44.2%	6,758	37.5%
Mobile Homes & Other*	401	3.7%	312	2.3%	290	1.8%	171	0.9%
Total	10,900		13,689		16,502		18,039	

53 Source: Census of Population & Housing; American Community Survey
 54 * Includes "Other living quarters," such as an RV.
 55

56 Figure 7-1 and Figure 7-2 illustrate building permit data for the last 17 years. Building permits for new
 57 housing peaked in 2007 just before the Great Recession. Single-family detached construction has
 58 decreased during this time, while townhouses increased from 2006 to 2007 and multi-family units had a
 59 boom in 2007 and 2008, and spiked again in 2012 and 2014. Prior to the passage of Zoning Ordinance
 60 amendments adopted in 2007, which became effective in 2010, multiple-family units (apartments) were
 61 allowed by-right in the R-3, Multiple Dwelling Residential District. After the 2010 effective date, if a
 62 multiple-family development was not already under construction or did not have an approved engineered
 63 comprehensive site plan, then a special use permit requiring public hearings and approval from City
 64 Council was required to develop within the R-3, Medium Density Residential District. Along with the State
 65 Council of Higher Education for Virginia's release in 2006 of projected increasing JMU enrollment in future
 66 years, discussed later in this chapter, the City experienced a boom of apartment construction and
 67 submittal of site plans prior to the effective date of the new regulations.

68



69

70 **Figure 7-1. Total Dwelling Units Added in Harrisonburg, 2000-2017**

71 Source: Department of Planning and Community Development; Does not include JMU on-campus housing
 72
 73
 74

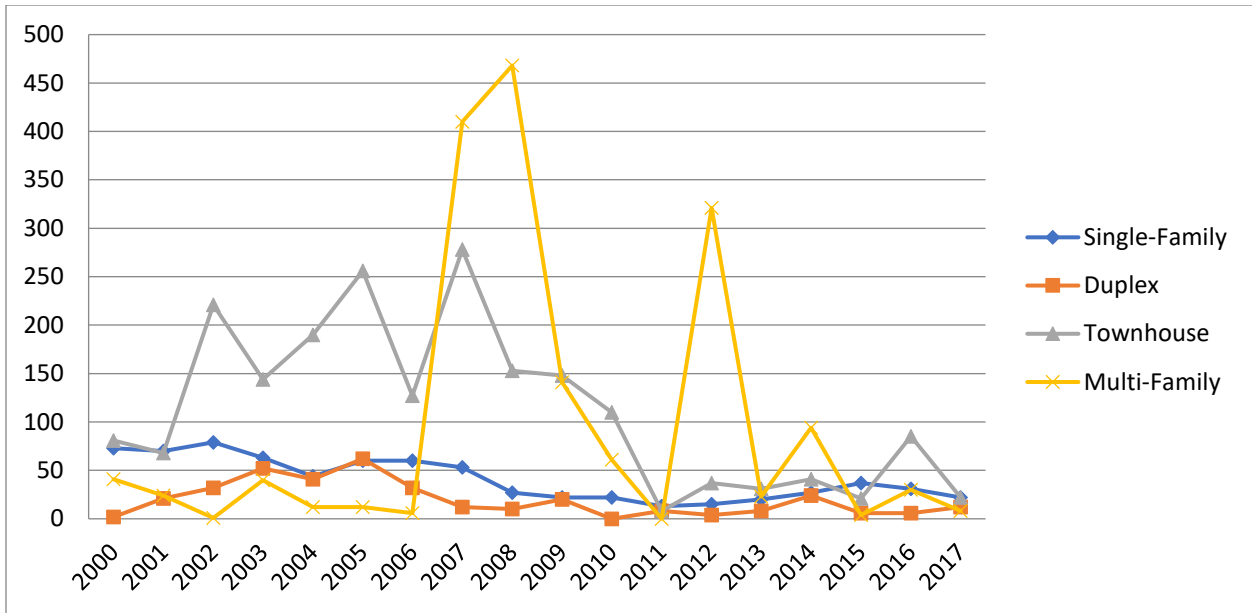


Figure 7-2. Analysis of Harrisonburg Building Permit Data 2000-2017

Source: Department of Planning and Community Development; Does not include JMU on-campus housing

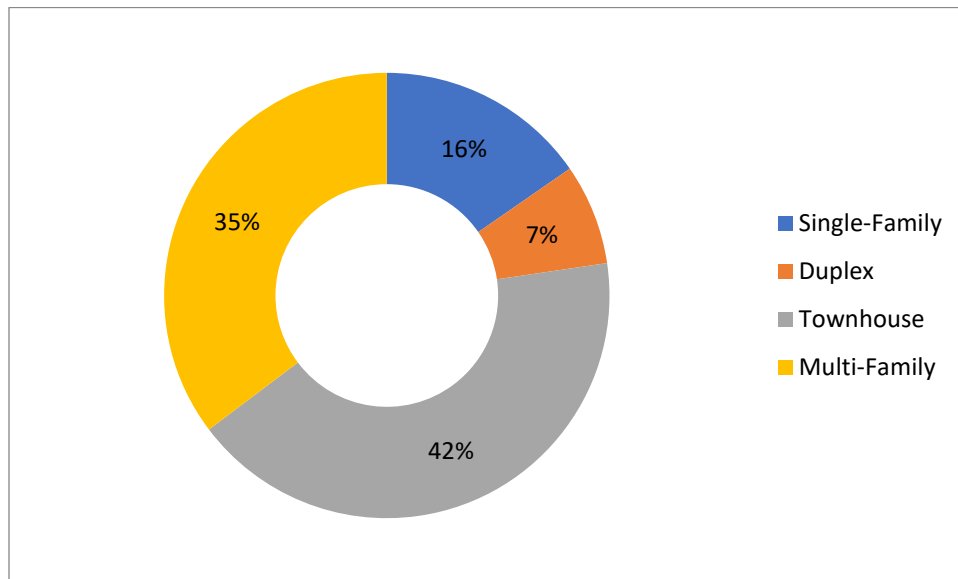


Figure 7-3. Types of Dwelling Units Built between 2000-2017

Source: Department of Planning and Community Development

75
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84

85 [Occupancy and Tenure](#)

86 Table 7-2 provides data on the occupancy rates and tenure (units owned or rented) of the City's housing
87 stock. Of the 13,689 total housing units reported by the US Census within Harrisonburg as of 2010, only
88 about four percent were vacant. There is a trend toward a greater percentage of housing in rental versus
89 owner-occupied units within the City, with rental units increasing from 54.7 percent of all housing in 1990
90 to 61 percent in 2000 to 62.6 percent in 2016.

91 There are two vacancy rates shown in Table 7-2. The homeowner vacancy rate is the proportion of vacant
92 units for sale to the total homeowner inventory. It is determined by dividing the number of vacant for-
93 sale units by the sum of the City's owner-occupied units and vacant for-sale units. The rental vacancy rate
94 is the proportion of vacant rental units to the total rental housing inventory. It is found by dividing the
95 number of vacant units for rent by the sum of the City's renter-occupied units and the number of vacant
96 units for rent.

97

Table 7-2. Housing Occupancy and Tenure, Harrisonburg 2000-2016

	2000	2010	2016	Percent Change 2000-2016	Virginia 2015
Occupancy Status					
Total Housing Units	13,689	16,502	18,039		3,445,357
Occupied	13,133 95.9%	14,965 90.7%	16,626 92.2%	-3.7%	3,090,178 89.7%
Vacant	556 4.1%	1,537 9.3%	1,413 7.8%	3.7%	355,179 10.3%
Tenure					
Occupied Housing Units	13,133	14,965	16,626		3,090,178
Owner-occupied	5,125 39.0%	5,770 38.6%	6,224 37.4%	-1.6%	2,032,761 65.8%
Renter-occupied	8,008 61.0%	9,195 61.4%	10,402 62.6%	1.6%	1,057,417 34.2%
Vacancy Rates					
Homeowner	1.7%	1.6%	1.0%	-0.7%	1.6%
Rental	3.3%	3.0%	2.4%	-0.9%	5.7%

Source: U.S. Census Bureau, American Community Survey, 2010 and 2016 5-year Estimates

100 *Downtown Housing*

101 Over the last 15 years, downtown Harrisonburg has experienced a housing boom. Like many downtowns
102 nationally, young professionals and empty nesters are returning to urban living. In Harrisonburg, college
103 students add to this mix, creating a strong downtown housing market. There is a waitlist for most
104 downtown apartments. Market rate rent is \$.83-\$1 per square foot.

105 In 2003, there were 150 housing units downtown. Today, there are approximately 600 units downtown.
106 Downtown housing is almost exclusively rental. However, adjacent to downtown is the Old Town
107 neighborhood. This historic neighborhood is comprised of single family homes, some of which have been
108 converted to apartments. The neighborhood is still predominantly owner-occupied housing.

109 Recent residential projects downtown include the City Exchange (2006) – market rate residential and one
110 restaurant space; Sancar Flats (2007) – all market rate residential; Urban Exchange (2009) – 194 apartment
111 units and 12,000 square feet of retail; the Ice House (2015) – a combination of a historic rehabilitation
112 and new development of residential, retail and office space; Wine Bros Building (2016) – four luxury lofts,
113 duckpin arcade and restaurant space, and a 7000-sq-ft retail space with 11 different retail businesses;
114 Keezell Building (2017) – 22 market rate apartments and three retail/restaurant spaces.

115 *Student Housing*

116 James Madison University (JMU) and Eastern Mennonite University (EMU) student housing demands must
117 be considered in any Harrisonburg housing study. According to the report “Market Analysis, Citywide
118 Demographic and Housing Analysis, Harrisonburg, Virginia” that was prepared for the Harrisonburg
119 Redevelopment and Housing Authority in 2015 (2015 HRHA Market Analysis), there are approximately
120 5,000 student-headed households in the City, which also make up nearly 50-percent of all renters.
121 Student-headed households equal about 30 percent of all City households.

122 JMU enrollment data shows a net growth of 3,918 students (a 22 percent increase) for the 11-year period
123 from 2007 (17,918 students) to 2017 (21,836 students). Since 2010, JMU’s average annual enrollment
124 increase was 343 students with a 2014 net enrollment of 674 students being the largest annual increase
125 since 2005.¹ As of the 2016-2017 academic year, JMU had 6,444 beds within on-campus residence halls,
126 which is about 30 percent of the on-campus full-time undergraduates. This left approximately 14,900 (70
127 percent) students to find off-campus housing. In Fall 2017, EMU’s enrollment was 1,530 students. EMU
128 has the capacity to house 677 students in on-campus residence halls, which is about 44 percent of EMU’s
129 enrolled students. This left about 853 students (56 percent) to find off-campus housing.

130 The increase in student rentals since 2006 was largely in response to the State Council of Higher Education
131 for Virginia’s release of a projected enrollment increase at JMU of 3,800 “on campus” students between

¹ Source: State Council of Higher Education in Virginia (SHEV), E02: Fall Headcount Enrollment (1992 thru Current Year), http://research.schev.edu/enrollment/E2_Report.asp

132 the fall of 2006 and the fall of 2013. With the number of student housing units recently constructed and
 133 under construction, there should be no problem housing students that desire off-campus housing. The
 134 2015 HRHA Market Analysis stated that between 2011 and 2015, “[t]here has been a considerable amount
 135 of new, privately-owned student apartment unit development which is larger than enrollment growth.”
 136 Additionally, mature, privately-owned apartment properties (those primarily built during the early 1990s
 137 and prior) that have marketed to students had seen an increase in vacancy as students prefer to move
 138 into newly constructed complexes. In response, there has been significant upgrading to mature student
 139 housing properties. Some of the smaller and mature student-oriented properties are also seeing dwelling
 140 units being occupied by non-student renters.

141 *Senior Population*

142 In 2016, the ACS estimated that the City had 4,234 residents within the 65 years and over age category,
 143 or 8.1 percent of the total population. While the number of older adults increased in each of the past two
 144 decades, the percentage of total population within the 65 years and over age category decreased due to
 145 the sizeable increase in more people in other age categories. The 2016 national average for people over
 146 65 years of age is 14.5 percent of the total population. The 2015 HRHA Market Analysis reports that in
 147 2010, over one-third of the persons in the 65 years and over age category in the City live alone.

148 **Table 7-3. Senior Population Trends, 1990-2015**

	1990	2000	2010	2015
Total Population	30,710	40,470	48,910	53,540
Group Quarters Population	6,000	7,190	7,580	7,620
Household Population	24,710	33,280	41,330	45,920
Senior Population 65+	2,700	3,750	4,030	4,340
Percent Seniors	8.8%	9.3%	8.2%	8.1%
Seniors in Households	2,210	3,170	3,440	3,720
Percent Seniors	8.9%	9.5%	8.3%	8.1%
Seniors Living Alone	970	1,080	1,260	1,400
Percent Living Alone	43.9%	34.1%	36.6%	37.6%
Seniors in Group Quarters	490	580	590	620
Percent in Group Quarters	8.2%	8.1%	7.8%	8.1%

149 Source: 2015 HRHA Market Analysis (1990, 2000, and 2010 U.S. Department of Commerce, U.S. Census, and S. Patz
 150 and Associates, Inc.)

151 The 2015 HRHA Market Analysis reports that in the City, the senior population generally has moderate to
 152 high incomes. In 2015, about 57.5 percent of the City’s senior-headed households have income of \$35,001
 153 and above, with \$35,000 being the income generally required for assisted living. Just over 24 percent of
 154 the senior-headed households have incomes under \$20,000.

155 *Housing Value and Housing Costs*

156 Housing costs and housing values affect who can afford to live in a community; those same variables can
 157 also impact the economic health of the community. Housing costs and values also reflect the relative
 158 supply of housing and can be an indication of the desirability of the community as a place to live.

159 As can be seen from Table 7-4, the median value of an owner-occupied house in Harrisonburg is the fourth
 160 highest of all area jurisdictions listed. The value of the City’s housing, however, has not grown as rapidly
 161 as the value of housing in other area jurisdictions since 2000.

162 **Table 7-4. Median Value of Owner-Occupied Housing, Harrisonburg and Area Jurisdictions, 2000-2016**

Locality	2000	2010	2016	Percent Change 2000-2010	Percent Change 2010-2016
Harrisonburg	\$122,700	\$213,400	\$197,400	73.9%	-7.4%
Charlottesville	\$117,800	\$279,700	\$280,100	137.4%	0.1%
Staunton	\$87,500	\$164,400	\$163,000	87.9%	-0.9%
Waynesboro	\$ 89,300	\$169,700	\$158,800	90.0%	-6.4%
Augusta County	\$110,900	\$187,800	\$199,700	69.3%	6.3%
Rockingham County	\$107,700	\$192,900	\$200,900	79.1%	4.1%
Virginia	\$125,400	\$255,100	\$248,400	103.4%	-2.6%

163 Source: U.S. Census Bureau, American Community Survey, 2010 and 2016 5-year Estimates

164 This relative low rate of increase in value of owner-occupied housing within the City of Harrisonburg is
 165 possibly due in large part to the number of attached housing units constructed since 2000. The increase
 166 in value of owner-occupied housing within Rockingham County is probably due to the trend to develop
 167 higher priced single-family detached housing in Rockingham County, where more easily developable tracts
 168 of land are available.

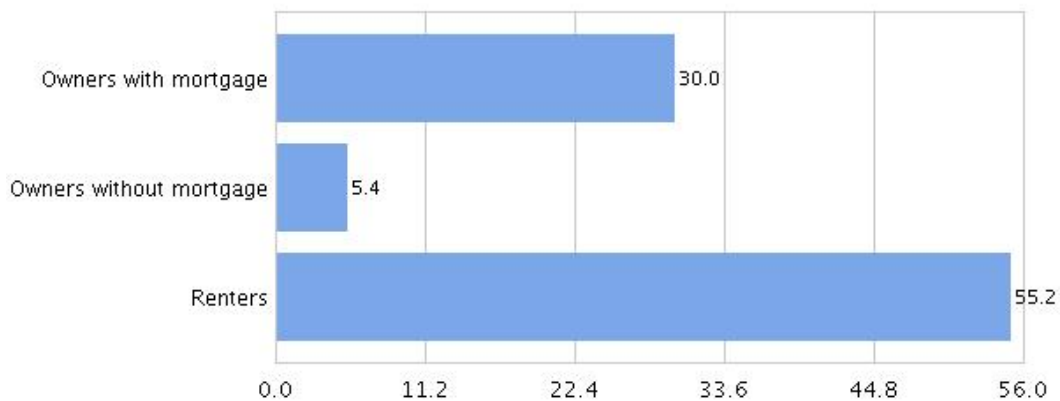
169 According to the 2016 ACS, the median monthly housing cost for mortgaged owners as \$1,234,
 170 nonmortgaged owners \$385, and renters \$834. Figure 7-4 shows that estimated 30 percent of owners
 171 with mortgages, 5 percent of owners without mortgages, and 55 percent of renters in Harrisonburg have
 172 a housing cost burden, which means that they spent 30 percent or more of household income on housing.

173

174

175

Figure 7-4. Occupants with a Housing Cost Burden in Harrisonburg, 2012-2016



176

177

Source: U.S. Census, American Community Survey, 2012-2016 5-Year Estimates

178 Table 7-6 presents key housing data for selected cities and counties in 2015 for both owner-occupied and
179 renter-occupied housing units as presented in The United Ways of Virginia’s ALICE (Asset Limited, Income
180 Constrained, Employed) Study of Financial Hardship report. For owner-occupied units, the table presents
181 the percent of owner units that are occupied by households with income below the ALICE Threshold² and
182 the percent of all owner-occupied units that are housing burdened, meaning that housing costs are more
183 than 30 percent of housing income. For renter-occupied units, the table presents the percent of renter
184 units occupied by households with income below the ALICE Threshold and the percent of all renter-
185 occupied units that are housing burdened. In addition, the table includes the Affordable Housing Gap, the
186 number of additional units needed that are affordable to households with income below the ALICE
187 Threshold so that all of these households would pay less than one-third of their income in housing.

188

² The ALICE Threshold is a measure that estimates the minimal cost of the five basic necessities – housing, child care, food, transportation, and health care. More information is available in Chapter 4, Planning Context and within the United Way ALICE Report – Virginia, 2017

Table 7-5. Housing Data from United Way ALICE Report - Virginia, 2015

County	Owner-Occupied Units			Renter-Occupied Units				Source
	Owner-Occupied	Percent Owned by HHs below ALICE Threshold	Housing Burden: Percent Owners Pay More than 30% of Income	Renter-Occupied	Percent Rented by HHs Below ALICE Threshold	Housing Burden: Percent Renters Pay More than 30% of Income	Gap In rental Stock Affordable for all HHs Below ALICE Threshold	
Harrisonburg	5,926	39%	23%	10,483	75%	55%	5,363	5-Year
Charlottesville	7,735	29%	25%	10,017	66%	52%	1,744	5-Year
Staunton	5,900	45%	21%	4,487	76%	53%	344	5-Year
Waynesboro	5,215	28%	27%	3,816	62%	53%	0	5-Year
Augusta County	21,222	41%	19%	6,692	59%	45%	3,647	1-Year
Rockingham County	22,028	39%	19%	8,290	68%	49%	7	1-Year

Source: United Way ALICE Report – Virginia, 2017

192 *Availability of Affordable and Workforce Housing*

193 Housing is generally defined as affordable for a household when the household is paying no more than 30
194 percent of their income for gross housing costs, including rent and utilities; the remaining amount of
195 income is for other nondiscretionary spending. When 30 percent or more of a household’s income is spent
196 on housing costs, the household is referred to as being “housing-cost burdened.” When the term
197 “affordable housing” is used, however, it usually refers to housing that is affordable to households falling
198 in the low to moderate income range, with incomes at or below 80 percent of the locality’s median
199 household income. The term “affordable housing” is also sometimes used to loosely describe the
200 availability of housing that is affordable for a range of incomes, low and high, and not necessarily
201 associated with the local median household income. The US Census reports that Harrisonburg’s median
202 household income is \$38,750. “Workforce housing” has varying definitions in terms of the area median
203 income (AMI) restrictions, but in its simplest form it “refers to housing that is affordable to working
204 households that do not qualify for publicly subsidized housing, yet cannot afford appropriate market-rate
205 housing in their community.”³

206
207 Access to and the availability of affordable and workforce housing directly impacts the City’s economic
208 vitality while the market area economic stability has a direct correlation to the area’s demographic
209 growth. Lack of affordable and workforce housing deters economic investment due to the difficulties in
210 attracting employees when their housing costs are greater than 30 percent of their income.

211 The 2015 HRHA Market Analysis identified that although area household incomes have increased, it has
212 been at a pace below the rate of inflation. There is also a large percentage of low- and moderate-income
213 households in the City. With the existing waiting lists for all of HRHA’s affordable housing continuing, the
214 need for affordable rental housing persists.

215
216 While there is a desire to increase the availability of high-end housing within the City, there also exists a
217 need for affordable owner-occupied housing units for people in the low to moderate income range and
218 first-time homebuyer opportunities. Harrisonburg is fortunate to have an active and successful
219 redevelopment and housing authority in the Harrisonburg Redevelopment and Housing Authority (HRHA)
220 organization, which has been addressing the affordable housing needs of City residents since 1955. The
221 principal housing goals of HRHA during the coming years is to increase homeownership opportunities for
222 low- and moderate-income City residents, increased availability of low rent senior housing, and increased
223 availability of housing for persons with disabilities.

224 HRHA plans to partner with the City to initiate a new local homeownership loan program as part of the
225 Authority’s Five Year and Annual Plan and their initiatives to take proactive steps to affirmatively further
226 fair housing.

³ Urban Land Institute. (2007). *Developing housing for the workforce: A toolkit*.

227 *Rental Housing Costs*

228 Rental rates increased substantially between 2000 and 2015. The US Census Bureau collects data on gross
 229 rent, which is the monthly rental rate plus the average monthly cost of utilities. According to the ACS, the
 230 median gross rent increased from \$480 per month in 2000, to \$778 per month in 2010, and to \$834 in
 231 2016. These same data sources also show a steady increase in the percentage of households that paid
 232 more than 35 percent of their monthly household income for rent from approximately 19 percent of
 233 households in 1990 to almost 34 percent in 2000 and just over 45 percent in 2016. Keep in mind however,
 234 that these figures do include the large number of off-campus student households in the City, where
 235 parents or loans are paying many of the rents. Although this study estimates the number of off-campus
 236 student vs. non-student renter households, there is no information provided on the rents of only non-
 237 student households. Additionally, the City’s low vacancy rates causes an increase in rental costs due to a
 238 reduction in supply and also reduces the availability of affordable housing.

239 **Table 7-6. Rent as a Percentage of Household Income in Harrisonburg 2000-2016**

Percentage of Income	2000	2010	2016
Less than 15%	19.1%	15.1%	11.4%
15-24.9%	27.5%	20.7%	24.0%
25-34.9%	16.5%	17.5%	19.4%
Over 35%	33.8%	46.7%	45.1%

240 Source: U.S. Census Bureau, 2000 Census; American Community Survey, 2010 and 2016 5-year Estimates

241
242

Table 7-7. Study of Rental Housing in Harrisonburg and Area Jurisdictions 2010-2016

Locality	2010	2016	Percent Change 2010-2016	Paying Over 35% of Income Towards Rent in 2016
Harrisonburg	\$778	\$834	7.2%	45.1%
Charlottesville	\$895	\$1030	15%	44.8%
Staunton	\$642	\$799	24%	41.7%
Waynesboro	\$662	\$801	21%	36.0%
Augusta County	\$658	\$866	31.6%	35.1%
Rockingham County	\$730	\$826	13.2%	34.5%
Virginia	\$970	\$1,135	17.0%	40.1%

243 Source: American Community Survey, 2010 and 2016 5-year Estimates

244

245 *Subsidized Rental Housing*

246 The Harrisonburg Redevelopment and Housing Authority (HRHA) currently owns and manages a total of
 247 279 residential units, including J.R. “Polly” Lineweaver Apartments and the Lineweaver Annex located
 248 downtown; Franklin Heights, LLC, which includes apartments, townhomes, duplexes, and single-family
 249 detached homes scattered in the community; and Commerce Village a 30-unit permanent supportive

250 housing program with 15 of the units designated for chronically homeless veterans. Commerce Village
 251 opened in 2016 and is the City’s first housing complex for the homeless, serving veterans and other
 252 chronically homeless individuals in Harrisonburg.

253 HRHA administers a Housing Choice Voucher (HCV) program which provides rental assistance to
 254 individuals who are identified as extremely low income or at 30 percent or less of the area’s median
 255 income. HRHA contracts with private landlords who lease to program participants with the Authority
 256 paying the difference between what the tenant is required to pay and the actual rent. As of April 2018,
 257 HRHA’s waiting list for its HCV program total 581 families with 234 landlords participating in the program.
 258 Additionally, 790 of 858 vouchers were being utilized with 613 of the voucher participants finding housing
 259 within the City, 165 in the County and 12 in other localities.

260 **Table 7-8. All Programs-Application List Participant Reported Income**

Program	Household Income		
	Greater than \$24,000	Under \$10,000	Zero Income
Housing Choice Voucher	47	116	216
Franklin Heights	31	70	88
Commerce Village	7	90	124
Lineweaver	6	34	39
JR Polly Lineweaver	8	32	45
Family Unification Program	0	2	2
Total	99	344	514

261 Source: Harrisonburg Redevelopment and Housing Authority, April 2018
 262 Represents the demand of those applicants applying for services and does not represent the supply or availability.
 263

264 HRHA reports that as of April 2018, 10 percent of all program applicants have income greater than
 265 \$24,000, 36 percent have income less than \$10,000, and 54 percent have zero income.

266 HRHA reports that they do not have data regarding the availability of different bedroom sizes in the
 267 community, but they do track the amount of time required for program participants to secure housing.

268 As of April 2018, the average lease up rate⁴ is 2.28 months with 78 percent of participants able to lease
269 up within 30 to 90 days.

270 **Table 7-9. HRHA Waiting List by Bedroom Size for City of Harrisonburg and Rockingham County, 2018**

Bedroom Size	Households	Percent of Total Households
One-bedroom	136	23.40 %
Two-bedroom	225	38.74 %
Three-bedroom	172	29.60 %
Four-bedroom	41	7.06 %
Five-bedroom	7	1.20 %
Total	581	

271 Source: Harrisonburg Redevelopment and Housing Authority, April 2018.

272 Approximately, 93 percent of all households on the HRHA waiting list have incomes under \$24,000. Some
273 have no incomes and over half have incomes under \$10,000.

274 Other subsidized housing units within the City include: The Colonnade at Rocktown, Harris Gardens,
275 Chestnut Ridge, and Mosby Heights. According to HRHA staff, total subsidized and low rent units available
276 in the City is about 800 units and the availability of subsidized and low rent housing is insufficient to meet
277 the local need as evident by the extremely long waiting lists and the evidence of high poverty that exists
278 within the City.

279 **Neighborhoods and Housing Goals, Objectives, and Strategies**

280 Goal 5. To strengthen existing neighborhoods and promote the development of new neighborhoods that
281 are quiet, safe, beautiful, walkable, enhance social interaction, and offer a balanced range of
282 housing choices. See Chapter 6, Land Use and Development Quality's Goal 4 and Chapter 15,
283 Revitalization's Goal 18 for related objectives and strategies.

284 Objective 5.1 To work with the community to identify neighborhood strengths, weaknesses and
285 needs and to develop plans of action for neighborhood improvement.

286 Strategy 5.1.1 To identify neighborhoods in need of community-based
287 neighborhood/small area plans, prepare plans in collaboration with
288 property owners, residents, and business owners, and to implement
289 recommendations. Repeated in Chapter 15, Revitalization as Strategy
290 18.4.1

⁴ Lease up rate refers to the time it takes for program participants to sign a lease.

- 291 Strategy 5.1.2 To incorporate other City plans and partner agency plans relating to
292 transportation, parks and recreation, fair housing, and plans to end
293 homelessness into the planning process for neighborhoods.
- 294 Strategy 5.1.3 To assist neighborhoods in setting up appropriate neighborhood
295 representative organizations to assist the City and other partners in
296 implementing neighborhood plans. See Chapter 15, Revitalization’s
297 Objective 18.4 for related strategies.
- 298 Strategy 5.1.4 To enforce residential occupancy as limited by the Zoning Ordinance.
- 299 Objective 5.2 To develop approaches to increase the percentage of single-family detached and
300 duplex housing units.
- 301 Strategy 5.2.1 To review and amend the Zoning Ordinance to increase opportunities for
302 single-family detached and duplex residential development that are
303 affordable to households in a range of incomes.
- 304 Strategy 5.2.2 To review and amend the Zoning Ordinance to permit small lot and
305 innovative forms of single-family detached and duplex residential
306 development as appropriate. Repeated in Chapter 6, Land Use and
307 Development Quality as Strategy 4.3.3.
- 308 Strategy 5.2.3 To collaborate with property owners to proactively rezone properties to
309 zoning districts that would allow for and encourage the types of uses as
310 indicated by the Land Use Guide. Repeated in in Chapter 7,
311 Neighborhoods and Housing as Strategy 4.2.4.
- 312 Objective 5.3 To continue working with property owners and developers to mitigate any
313 negative impacts from rezonings and public investment decisions on
314 neighborhoods and the City.
- 315 Strategy 5.3.1 To require property owners and developers applying for rezonings and
316 special use permits to prepare and submit impact analyses that address
317 issues such as: projected increase in population and demand for school
318 facilities and other public facilities; impacts on vehicular, pedestrian, and
319 bicycle traffic and circulation; water and sewer service needs;
320 stormwater runoff impacts; visual impacts; impacts to historic and
321 environmental resources, etc. The analyses should propose measures to
322 mitigate impacts.
- 323 Strategy 5.3.2 To impose road impact fees to generate revenue to fund or recover the
324 costs of road improvements benefiting new residential and non-
325 residential development, while also considering how fees might increase

326 housing costs and effect affordable housing options. See Chapter 10,
327 Environmental Stewardship and Sustainability for related Strategy 11.4.7.

328 Goal 6. To meet the current and future needs of residents for affordable housing.

329 Objective 6.1 To promote affordable housing options, including affordable rental properties
330 and affordable homes for ownership.

331 Strategy 6.1.1 To implement Fair Housing Goals and Priorities as recommended and
332 prioritized in the Assessment of Fair Housing, which includes expanding
333 housing choice and access to opportunity; increasing home ownership
334 among low-income households and members of protected classes;
335 improving the utility of public transit for low-income and disabled
336 persons; strengthening anti-discrimination, investigation, enforcement,
337 and operations; and increasing the level of housing knowledge and
338 understanding among housing developers, real estate professionals,
339 elected officials, and the general public.

340 Strategy 6.1.2 To work with the Harrisonburg Redevelopment and Housing Authority
341 (HRHA) and other agencies and organizations to study and define housing
342 affordability at the full range of income levels in the City and the region.

343 Strategy 6.1.3 To partner with HRHA and other community housing providers (serving
344 the elderly, disabled, homeless, low-moderate income families, victims
345 of violence, and others) to address community housing needs throughout
346 the region.

347 Strategy 6.1.4 To increase the knowledge of City staff, elected officials, and community
348 members on affordable housing policies by partnering with community
349 organizations and agencies to host workshops and create other
350 educational opportunities.

351 Strategy 6.1.5 To encourage the development and construction of a variety of housing
352 types provided at a range of densities, types (single-family detached,
353 duplex, townhome, and multi-family), and costs.

354 Objective 6.2 To promote home ownership to increase the proportion of owner-occupied units
355 in the City.

356 Strategy 6.2.1 To support expansion of the Family Self-Sufficiency and Lease to
357 Homeownership programs of HRHA and other homeownership
358 programs.

359 Strategy 6.2.2 To work with private developers, non-profit community housing
360 providers, and rental housing providers to offer home-ownership
361 opportunities for first-time low-moderate income homeowners (e.g.
362 through the U.S. Department of Housing and Urban Development's
363 HOME Investment Partnerships Program, Virginia Housing Development
364 Authority's First Time Homebuyers, and other available housing
365 programs).

366 Objective 6.3 To support programs that prevent and address homelessness in the City.

367 Strategy 6.3.1 To support the implementation of the City of Harrisonburg and
368 Rockingham County Ten Year Plan to End Homelessness, as part of the
369 goal to end chronic homelessness and help to move families and
370 individuals into permanent housing.

371 Strategy 6.3.2 To support the Western Virginia Continuum of Care's implementation of
372 strategies to prevent homelessness in the region.

373 Chapter Resources

374 City of Harrisonburg, 2016 Assessment of Fair Housing,
375 <https://www.harrisonburgva.gov/sites/default/files/CMO/files/Harrisonburg%20AFH%202016.9.29.pdf>

376 City of Harrisonburg and Rockingham County Ten Year Plan to End Homelessness

377 Harrisonburg Redevelopment and Housing Authority (HRHA), Five Year and Annual Plan,
378 <http://www.harrisonburgrha.com/acop.html>

379 Harrisonburg Redevelopment and Housing Authority (HRHA), Market Analysis, Citywide Demographic and
380 Housing Analysis, Harrisonburg, Virginia, November 2015, <http://www.harrisonburgrha.com/acop.html>

381 United Ways of Virginia, ALICE (Asset Limited, Income Constrained, Employed) Virginia Study of Financial
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387

Chapter 8.

Education, Workforce Development, and Lifelong Learning



YOUR CITY. YOUR PLAN.



1 Chapter 8 Education, Workforce Development, and Lifelong Learning

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12 Introduction

13 Harrisonburg is a city of education with two major universities, an excellent public school system, and
 14 highly regarded private schools. Many community members are affiliated with the schools, either working
 15 there or attending class, making school life a very important aspect of city life. The City is dedicated to
 16 making its public schools the best that they can be. Cooperation between City Council and the School
 17 Board is essential for meeting this broad goal. Cooperation between the City, the universities, and other
 18 organizations and resources in the community should be is also sought in efforts to meet many of the
 19 goals, objectives, and strategies of this plan, from those supporting adult education to promotion of the
 20 arts (as discussed in Chapter 9) to economic development (as discussed in Chapter 14).

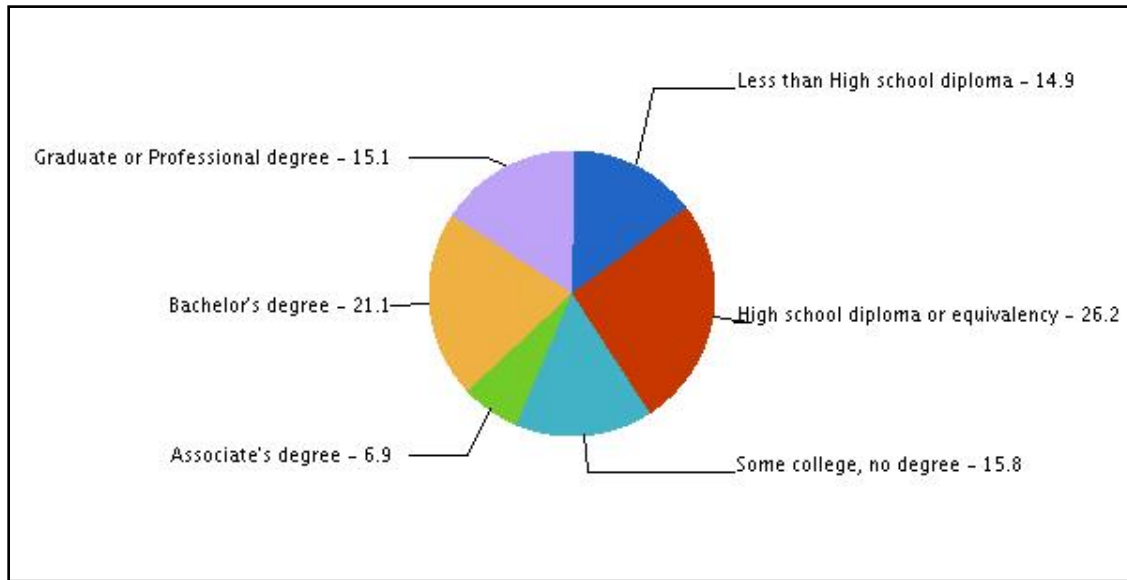
21 Background

22 According to the 2012-2016 ACS, 85 percent of people 25 years and over had at least graduated from high
 23 school and 36% had a bachelor's degree or higher. An estimated 15% did not complete high school.

24
 25
 26
 27
 28
 29

30

Figure 8-1. Educational Attainment of People in Harrisonburg, 2012-2016



31

32

Source: U.S. Census, American Community Survey, 2012-2016

33 The total school enrollment in Harrisonburg was 24,000 in 2012-2016. Nursery school and kindergarten
 34 enrollment was 957 and elementary plus high school enrollment was 5,100 children. College plus graduate
 35 school enrollment was 17,900.

36 Harrisonburg City Public Schools

37 Harrisonburg City Public Schools' (HCPS) adopted vision and mission statements are as follows to guide
 38 their work.

39 Vision Statement: "Motivate, Educate, Celebrate: Learning together for a better future."

40 Mission Statement: "Harrisonburg City Public Schools: A place where learning has no limits and
 41 together we work for the success of all."

42 HCPS's Core Beliefs include:

LEARNING	We believe learning is the heart and soul of what we do, and that all students will learn to high levels.
EQUITY	We cherish and celebrate the talents, identities, and dreams of each and every student. We will never be satisfied until every student experiences access, inclusion, and success.
EXCELLENCE	We hold high expectations for all students and adults in attitude, behavior, progress, and achievement.

TOGETHER	We value meaningful collaboration with each other, parents, and the community so that every student is surrounded by advocates.
FORWARD	We expect continuous improvement through innovation, taking risks, solving problems, having fun, and expressing joy.

43

44 *School Facilities*

45 HCPS has experienced substantial growth over the last several years, and this growth has resulted in the
 46 need for additional classroom space. Currently, HCPS operates ten public school facilities, including the
 47 two newest facilities, Bluestone Elementary School and the Elon W. Rhodes Early Learning Center, which
 48 opened in Fall 2017-2018. A new high school is being planned to open in Fall 2023.

49 The physical capacity of school buildings is a dynamic measurement, due in part to the changing standards
 50 that result from legislative requirements to provide additional services for special populations. The
 51 original “intended” or “designed” capacities are greater than the current “effective” capacities, due to
 52 these changing requirements.

53 Table 8-1 shows a summary of the physical plants and the effective capacities of the current school
 54 facilities.

55 **Table 8-1. City of Harrisonburg Public School Facilities**

School	Date of Original Construction	Acreage	Effective Capacity*
Harrisonburg High School	2005	63	1350
Thomas Harrison Middle School	1989	34	890
Skyline Middle School (campus shared with SMES and EREEC)	2008	Part of a 65 acre shared campus	790
Bluestone Elementary School	2017	11	755
Keister Elementary School	1955	17	445
Smithland Elementary School (campus shared with SKMS and EREEC)	2008	Part of a 65 acre shared campus	487
Spotswood Elementary School	1960	16	486
Stone Spring Elementary School	1993	23	470
Waterman Elementary School	1911	9	446
Elon W. Rhodes Early Education Center (campus shared with SMES and SKMS)	2017	Part of a 65 acre shared campus	155

56 Source: Harrisonburg City Public Schools, March 2017
 57 Effective Capacity taken from *School Capacity Expansion Study*, Moseley Architects, January 2012
 58 * Number of students the facility can accommodate while providing space for mandated or specialized
 59 programming
 60

61 *School Services*

62 HCPS offers an extremely wide range of services to the City’s children in order to provide a quality education
 63 and meet individual student needs. Preschool classes are offered and some college credit courses are
 64 taught in high school. Special Education classes and alternative education programs are also available for
 65 students who need them. The school division also offers a dual language program at the elementary level

66 and a Fine Arts Academy and a Governor’s STEM Academy at the high school. A Global Studies Academy
 67 at the high school began in the 2018-19 school year.

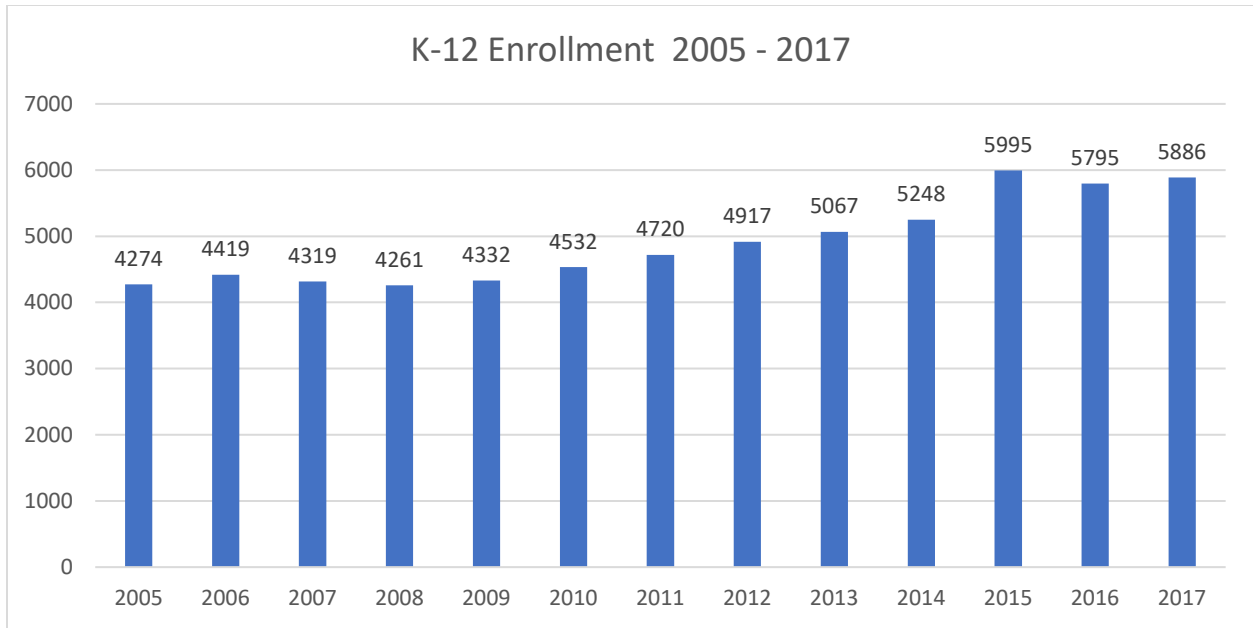
68 As noted in Table 8-2, 34 percent of students are identified as English Learners (EL). (Note: The terms
 69 English Learners (ELs), English as a Second Language (ESL), and Limited English Proficiency (LEP) are used
 70 interchangeably.) This is an extraordinarily high percentage compared to other jurisdictions in the
 71 Commonwealth. Most EL students need extra help with English language support, which therefore
 72 requires additional staffing resources. Unless there are dramatic changes in the economic characteristics
 73 of the region, the City school system should expect the EL population to continue to rise. A table showing
 74 LEP Enrollment at each Harrisonburg City Public School by grade level can be found in Chapter 4, Planning
 75 Context.

76 **Table 8-2. City of Harrisonburg K-12 Enrollment, Percentage of Economically Disadvantaged, Limited English Proficiency, and**
 77 **Special Education**

School	Economically Disadvantaged	Limited English Proficiency	Special Education
Bluestone	67%	47%	6%
Keister	61%	40%	7%
Smithland	68%	42%	8%
Spotswood	74%	49%	13%
Stone Spring	60%	44%	16%
Waterman	74%	41%	14%
Skyline Middle	73%	27%	10%
Thomas Harrison	64%	23%	9%
Harrisonburg High	66%	29%	9%
Division	70%	34%	10%

78 Source: Harrisonburg City Public Schools, average percentages as of March 31, 2018
 79 Percentages do not include pre-kindergarten students

80 The City school system currently cooperates with the County school system through a joint consortium
 81 for purchasing (food supplies, etc.) and jointly operates the special education program for “low-incident”
 82 (low rate of occurrence) special populations in which shared services allows economies of scale for both
 83 systems. Massanutten Technical Center, which offers technical and vocational training and classes for high
 84 school and adult students, is also jointly operated by the both school systems.



85

86

Figure 8-2. City of Harrisonburg K-12 Enrollment Trends, Average Daily Membership (ADM)

87

Source: Harrisonburg City Public Schools, May 2018

88

89 *Future Needs and Planned Facilities*

90 As indicated in Figure 8-2, the total 2017 enrollment of the school system, reported as Average Daily
 91 Membership (ADM) as of September 30, 2017 was approximately 5,886 students. This reflects a significant
 92 increase in enrollment that has occurred over multiple years. With the opening of the new elementary and
 93 preschool center, and the grade reconfiguration (K-5 at elementary schools and 6-8 at middle schools), the
 94 school division continues to address the overcrowding issues. Until a second high school is built, the School
 95 Board continues to develop solutions to the space constraints at Harrisonburg High School. Figure 8-3
 96 shows the school system’s projected enrollments.

97

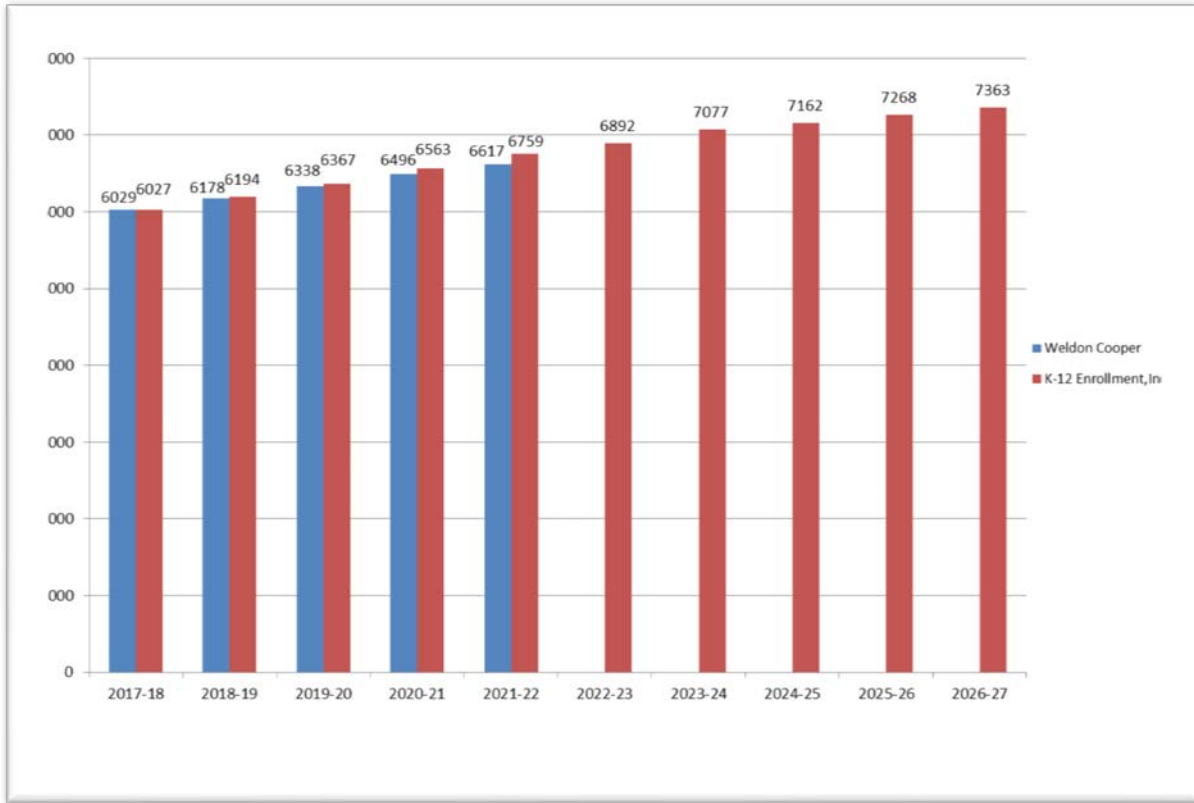


Figure 8-3. City of Harrisonburg Projected Enrollment

Source: School Enrollment Projections, Weldon Cooper Center for Public Service, October 2016
 Harrisonburg City Public Schools Enrollment Projection Study, 2017-2016, K-12 Enrollment, Inc., February 2017

Service and Facility Standards

For instructional staffing, the system uses class size targets and state standards for special education. Maximum class size targets are:

- Grades K-3: 17-23 students per teacher
- Grades 4-5: 24-27 students per teacher
- Grades 6-12: State Standards of Quality (SOQ) requirements

However, school funding may alter these targets, resulting in slightly larger class sizes.

Early Childhood Care and Education

The National Association for the Education of Young Children defines “early childhood” as occurring before the age of eight, and it is during this period that a child goes through the most rapid phase of growth and development. While early childhood education is not mandated by the U.S. Department of Education, it is encouraged for the healthy development and nurturing of a child’s social and cognitive

115 skills. Early childhood care and education services are offered and supported by a variety of public
116 agencies and private organizations.

117 *Workforce Development, Lifelong Learning, and Higher Education*

118 Workforce development is an important element of Harrisonburg’s overall economic development
119 strategy. Workforce development enables individuals to acquire knowledge and skills for gainful
120 employment or improved work performance and it provides employers with an effective means to
121 communicate and meet their demand skills. The City of Harrisonburg partners with the Shenandoah Valley
122 Workforce Development Board (SVWDB) to assist businesses in recruiting and training employees. The
123 SVWDB provides oversight and administration of the Workforce Innovation and Opportunity Act (WIOA)
124 in the Shenandoah Valley. The WIOA guides the delivery of workforce development programs for adults,
125 dislocated workers, and youth throughout the United States. The WIOA is designed to help job seekers
126 access employment, education, training, and support services to succeed in the labor market and to match
127 employers with the skilled workers they need to complete in the global economy. The Valley Workforce
128 Center, which is operated by SVWDB, is located in downtown Harrisonburg.

129 Lifelong learning is the ongoing, voluntary, and self-motivated pursuit of knowledge. Lifelong learning can
130 be for personal reasons to advance knowledge about a hobby or something that is of personal interest,
131 or for professional reasons to improve job skills or expertise related to career advancement. Lifelong
132 learning is not limited to any and can be facilitated by a variety of methods including, but not limited to,
133 formal classroom instruction, through participation in community organizations and activities, and use of
134 the internet for distance learning or self-directed learning.

135 Higher education is a stage of formal learning that occurs after the completion of secondary education.
136 Harrisonburg is home to James Madison University, a public coeducational research university; Eastern
137 Mennonite University, a private liberal arts university; and American National University, a postsecondary
138 education institution.¹ Other higher education and training providers in the area that serve Harrisonburg
139 residents include Blue Ridge Community College, Bridgewater College, Mary Baldwin University, and the
140 Woodrow Wilson Workforce and Rehabilitation Center. There are opportunities for the City and
141 community organizations to partner with colleges and universities with respect to student internships,
142 special projects, and technical assistance on governmental and environmental issues.

143 *Massanutten Regional Library*

144 The Massanutten Regional Library (MRL) is a private, non-profit organization supported jointly by the City
145 of Harrisonburg, Rockingham County, and Page County. Public libraries play an important role in
146 strengthening places and community quality of life. The Main Library is located at 174 South Main Street
147 in downtown Harrisonburg. There are six branch libraries in Rockingham and Page counties. An increasingly

¹ Student population growth trends and projections for James Madison University and Eastern Mennonite University is found in Chapter 4, Planning Context.

148 important service and facility provision in libraries today is Internet access. MRL provides free internet
149 access via public wi-fi and the availability of public use computers. Patrons utilize both methods of internet
150 access for a variety of purposes, including job applications, research, homework (both at K-12 and post-
151 secondary level), personal communication, and leisure.

152 In addition to hosting educational and cultural events, such as book clubs and reading times for adults,
153 teenagers, and young children, MRL also offers meeting spaces for community organizations to utilize for
154 small meetings as well as to host larger public events.

155 **Education, Workforce Development, and Lifelong Learning Goals, Objectives, and Strategies**

156 Goal 7. To provide a wide, accessible, and equitably distributed range of educational opportunities for all.

157 Objective 7.1 To adopt a holistic approach to education that considers the academic, social,
158 emotional, intellectual, and physical needs of individual children.

159 Strategy 7.1.1 To engage families, caregivers, schools, and support networks in the
160 success of each child in the community.

161 Strategy 7.1.2 To support quality and affordable public and privately-run child care and
162 education for children under 5 years old.

163 Objective 7.2 To carefully plan the location of new and updated Harrisonburg City Public School
164 facilities to enhance, connect to, and be part of the surrounding community.

165 Strategy 7.2.1 To use enrollment trends and projections to ensure quality educational
166 facilities.

167 Strategy 7.2.2 To design new schools to fit into surrounding neighborhoods or in areas
168 designated for future residential development. Consideration should be
169 given to making schools accessible by pedestrians and bicyclists, well-
170 landscaped, with lighting not to intrude into the surrounding
171 neighborhood, and to not be dominated by parking lots.

172 Objective 7.3 To provide support for educational programs for workforce development,
173 apprenticeship, training and retraining to meet the demands of business and
174 industry, as well as, improving the skills of individual community members. See
175 Chapter 14, Economic Development and Tourism’s Objective 16.3 for related
176 strategies.

177 Strategy 7.3.1 To promote the awareness of programs offered by and information
178 available from organizations such as the Shenandoah Valley Workforce
179 Development Board (SVWDB) and its Valley Workforce Center, the Small
180 Business Development Center, and Massanutten Technical Center.

181 Strategy 7.3.2 To support close communication between the Harrisonburg Department
182 of Economic Development, institutions of higher learning, and existing
183 and prospective businesses regarding educational needs of the current
184 and future workforce.

185 Strategy 7.3.3 To support programs that promote English language and literacy skills of
186 community members to be self-sufficient and to participate in civic
187 affairs, education, and the workforce.

188 Objective 7.4 To support early childhood education and life-long learning through schools,
189 libraries, continuing and higher education programs, non-profit and for-profit
190 community-based education programs, and recreation programs for people of all
191 ages.

192 Strategy 7.4.1 To encourage the design of public schools and community centers so that
193 they may be utilized for multiple uses such as lifelong learning locations,
194 and for recreational programming.

195 Strategy 7.4.2 To encourage James Madison University, Eastern Mennonite University,
196 Blue Ridge Community College, Bridgewater College, and other
197 institutions of higher learning to create and extend credit and noncredit
198 enrichment courses for the community.

199 Strategy 7.4.3 To promote the awareness of life-long learning programs in
200 Harrisonburg.

201 Objective 7.5 To improve community access to books (in paper and electronic format),
202 computers and the internet, and spaces for programming and civic engagement.

203 Strategy 7.5.1 To help support ways to increase financial support to Massanutten
204 Regional Library to reflect the mean level of locality funding for all public
205 libraries in Virginia so that MRL may expand hours open to the public and
206 improve current offerings.

207 Chapter Resources

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210 K12 Enrollment Inc, "Harrisonburg City Public Schools Enrollment Projection Study, 2017-2026,"
211 [http://www.harrisonburg.k12.va.us/HarrisonburgCitySchools/media/images/Documents/Community/H](http://www.harrisonburg.k12.va.us/HarrisonburgCitySchools/media/images/Documents/Community/Harrisonburg-EPS---FINAL.pdf)
212 [arrisonburg-EPS---FINAL.pdf](http://www.harrisonburg.k12.va.us/HarrisonburgCitySchools/media/images/Documents/Community/Harrisonburg-EPS---FINAL.pdf)

213 Weldon Cooper Center for Public Service, Demographics Research Group, "School Enrollment Projections
214 – Harrisonburg City," October 2017,




215 http://harrisonburg.k12.va.us/HarrisonburgCitySchools/media/images/Documents/Community/SchoolEnrollmentProjections_Harrisonburg-City_October2016_UVaCooperCenter-16.pdf

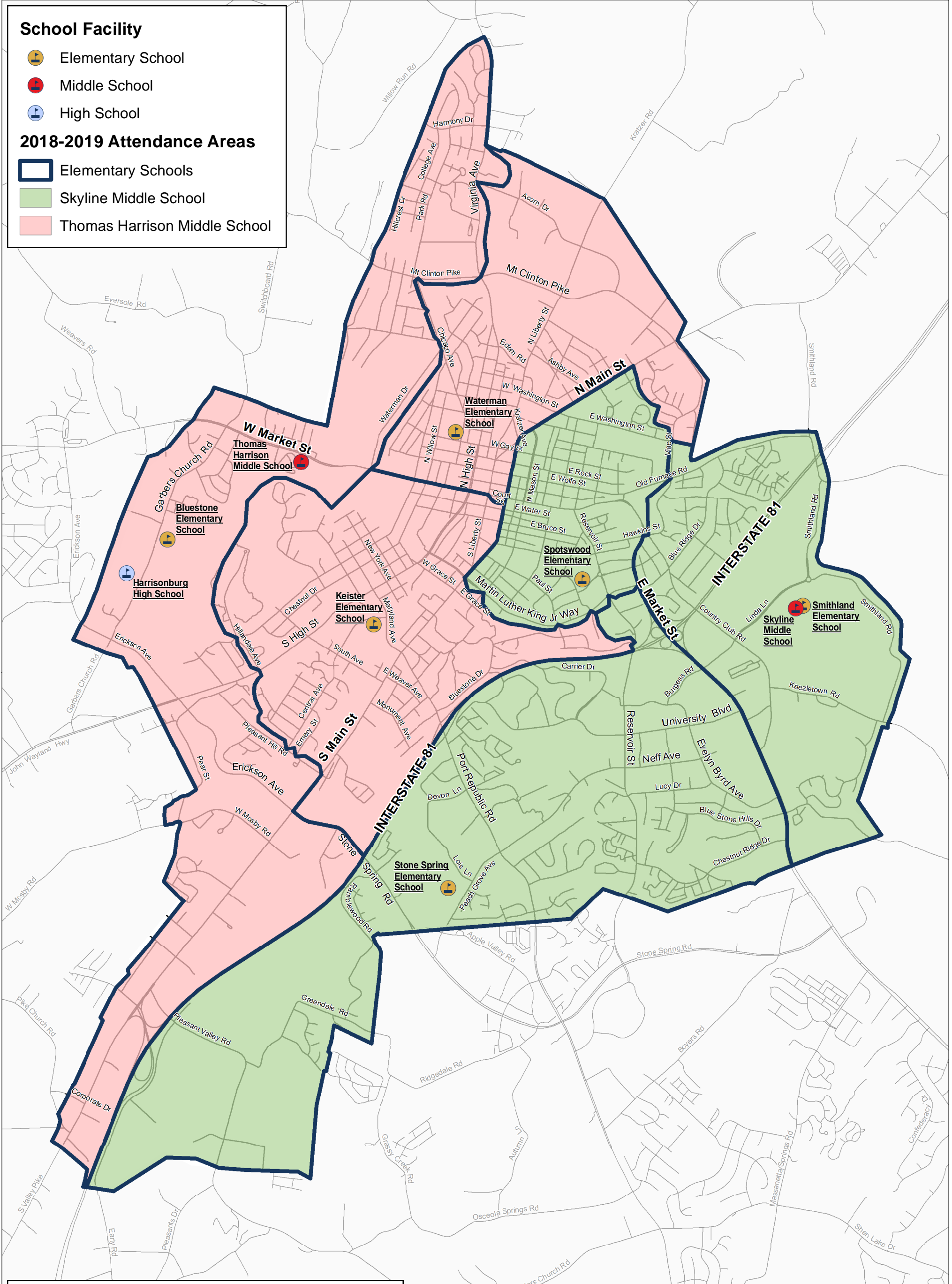
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School Facility

-  Elementary School
-  Middle School
-  High School

2018-2019 Attendance Areas

-  Elementary Schools
-  Skyline Middle School
-  Thomas Harrison Middle School

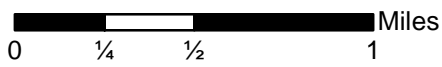


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Data Sources:
 Harrisonburg City Public Schools
 Department of Planning and Community Development

Existing Harrisonburg City Public Schools

Comprehensive Plan
 Map created: September 30, 2018

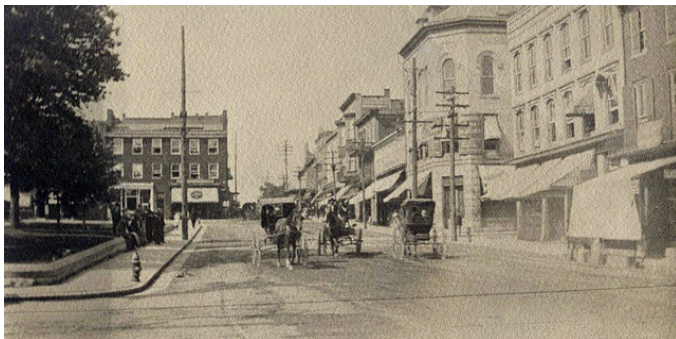


YOUR CITY. YOUR PLAN.



Chapter 9.

Arts, Culture, and Historic Resources



YOUR CITY. YOUR PLAN.



1 Chapter 9 Arts, Culture, and Historic Resources

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20 Introduction

21 With a diverse population, two universities, two historic districts, and a rich heritage the City of
 22 Harrisonburg has an abundance of artistic, cultural, and historic assets. The City’s cultural enrichment is
 23 provided by educational institutions, arts organizations, community and nonprofit organizations, the
 24 library system, and local businesses. The City has many quality historic resources recognized particularly
 25 in the downtown and in close-by neighborhoods, which provides much of the City’s unique architectural
 26 character. The City has not made historic preservation a major focus, but interest in preservation

27 continues to grow. This plan supports expansion of the City’s arts, cultural, and historic offerings in an
28 effort to enhance the community’s quality of life and the preservation of our distinct and irreplaceable
29 heritage.

30 **Arts & Cultural Attractions**

31 The City boasts a number of arts and cultural attractions, many of which are clustered in the City’s Arts
32 and Cultural District. These attractions include, but are not limited to, the Virginia Quilt Museum, the
33 Hardesty-Higgins House, the Explore More Discovery Museum, and multiple private businesses. These
34 venues not only are attractions bringing in visitors from outside of the region, but also provide
35 programming for our local residents.

36 James Madison University (JMU) provides opportunities for the study and exploration of the visual and
37 performing arts. First and foremost, it is home to the Forbes Center for the Performing Arts, which
38 greatly enriches and enlightens the community. The Forbes Center has five performing venues including
39 a 600-seat Concert Hall, a 196-seat Recital Hall, a 450-seat Mainstage Theatre, a 200-seat Earlyynn J.
40 Miller Dance Theatre, and a 150-seat Studio Theatre. JMU also has the Sawhill, artWorks, and New
41 Image Galleries, the Madison Art Collection, and the Institute for Visual Studies. JMU’s Outdoor
42 Sculpture Invitational features the work of nationally recognized sculptors on a rotating basis, which is
43 open year-round, and is located in front of Duke Hall. JMU’s John C. Wells um offers free public shows
44 and hosts school groups and community groups.

45 Eastern Mennonite University (EMU) rounds out the City’s university-based cultural offerings with the
46 Hartzler Library Art Gallery, the EMU Theater, the Hostetter Museum of Natural History, and Brackbill
47 Planetarium.

48 Special interest cultural groups also exist in our area including a local nonprofit, volunteer-based
49 community theater company, whose members perform three to four times a year at Court Square
50 Theater, and many other performance and visual arts groups. For listings of area attractions, residents
51 and visitors can contact the Arts Council of the Valley and the Harrisonburg Tourism & Visitor Services.

52 **Arts & Cultural District**

53 Harrisonburg’s Arts and Cultural District is an asset that enables the City to both celebrate the
54 tremendous wealth and diversity we currently have in Harrisonburg’s central core and also to offer
55 incentives to encourage additional arts venues and businesses to cluster within the district and
56 strengthen the offerings available for residents and visitors to enjoy. City Council approved Virginia’s
57 first Arts and Cultural District on June 12, 2001. The district has continued to serve as a sense of pride
58 for the area’s arts community. A map of the Arts and Cultural District is provided at the end of this
59 chapter.

60 The district offers a marketing opportunity and a three-year Business/Professional/Occupational
61 Licenses (BPOL) exemption to help ease the initial tax burden for qualified arts businesses to get a strong
62 foothold in the district. In 2016, City Council expanded the boundaries of the Arts & Cultural District and

63 approved the removal of the admissions tax within the district for the benefit of both existing and future
64 performance venues. A map illustrating the Arts & Cultural District is available at the end of this chapter.

65 Culinary District

66 With the support of Harrisonburg Downtown Renaissance (HDR), Harrisonburg Tourism & Visitors
67 Services (HTVS), the Downtown Dining Alliance, Harrisonburg Farmers Market, and other food-related
68 businesses, City Council created Virginia’s first culinary district, known as the Downtown Culinary
69 District, in January 2014. This designation allows the district to be promoted, advertised, and marketed
70 in a manner consistent with such a designation, with an emphasis on attracting and retaining businesses
71 and customers that are consistent with the designation. A map illustrating the Culinary District is
72 available at the end of this chapter.

73 Arts Council of the Valley

74 In 2000, the City helped establish the Arts Council of the Valley (ACV), a non-profit cultural organization
75 that was originally established to provide cultural and operational leadership for the 250-seat Court
76 Square Theater. Over the years, the ACV has expanded its scope of programs and services, and now
77 operates two downtown cultural venues: the historic Smith House with its Darrin-McHone Art Gallery
78 and Court Square Theater. In 2009, ACV, HDR, and other partners saw an opportunity to expand the
79 biannual downtown “Art and Gallery Walk” into what is now known as “First Fridays.” First Fridays is a
80 free public event that occurs every first Friday of the month and involves over 30 participating venues
81 throughout downtown.

82 In support of its mission, the Arts Council of the Valley: 1) produces and promotes quality visual and
83 performing arts programs in the Harrisonburg/Rockingham area; 2) provides grants to support
84 educational and community-based cultural initiatives; 3) cultivates and nurtures emerging arts
85 organizations for limited periods; and 4) participates in the revitalization of downtown Harrisonburg’s
86 Arts and Cultural district.

87 ACV’s core operating funds are provided by grants from the City, Rockingham County, and the
88 Commonwealth of Virginia. Each year, the ACV generates additional revenue through fundraising
89 activities and other program-based sources.

90 Harrisonburg Downtown Renaissance

91 Harrisonburg Downtown Renaissance (HDR) leads an ongoing, comprehensive downtown management
92 program. One of many things HDR does is produce about a dozen annual events – from Valley Fourth to
93 Taste of Downtown – and solidifies JMU students’ relationship with the downtown during freshman
94 orientation through Block Party in the Burg. The organization also manages the citywide events
95 application process and gives expert planning advice to event applicants to encourage safe and
96 successful event planning. HDR has a vigorous marketing campaign and partners with the Harrisonburg
97 Tourism and Visitor Services (HTVS), a division of the City’s Department of Economic Development, to
98 attract visitors, shoppers, and diners to spend time downtown and support local businesses. When

99 people plan weekend or daytrips, they are seeking heritage and history, culture, and art experiences,
100 unique places, and one-of-a-kind businesses that they do not have where they live. They find a
101 concentration of those amenities in Downtown Harrisonburg as it is a destination for travelers.

102 Additional information on the mission and activities of Harrisonburg Downtown Renaissance (HDR),
103 Harrisonburg Tourism and Visitor Services, and the Department of Economic Development is found in
104 Chapter 14, Economic Development.

105 [Massanutten Regional Library](#)

106 The Massanutten Regional Library (MRL) is a private, non-profit organization supported jointly by the
107 City of Harrisonburg, Rockingham County, and Page County. Public libraries play an important role in
108 strengthening places and community quality of life. MRL provides cultural and enrichment programs for
109 the community also displays local art and exhibits.

110 Additional information about Massanutten Regional Library and its offerings is available in Chapter 8,
111 Education, Workforce Development, and Lifelong Learning.

112 [Historic Resources](#)

113 [Background](#)

114 Harrisonburg is fortunate that, while many historic resources have been lost, many historic properties
115 still remain to tell the story of the City's rich history and to enrich the lives of its community members.
116 Beginning in 1958, a number of properties have been documented through historic site surveys,
117 providing the City with an invaluable inventory of historic resources. The *Plan Background Information*
118 *Supplement from the 2004 Comprehensive Plan* contains a five-page brief history of the City as well as
119 listings of the City's historic resources surveyed. Harrisonburg also has two nationally recognized historic
120 districts. A historic district is a group of buildings, properties, or sites that have been designated by the
121 U.S. National Park Service as historically or architecturally significant.

122 The Harrisonburg-Rockingham County Historical Society, located in the Town of Dayton, located about 5
123 miles southwest of the City along Route 42 (John Wayland Highway), provides a wealth of information
124 relating to Harrisonburg's history.

125 [Historic Preservation Efforts](#)

126 The City of Harrisonburg has surveyed its historic resources and celebrates its heritage to tell the story
127 of the community's history and to educate its residents and visitors about our past. Protecting and
128 sharing our resources are important to enriching the lives of residents and boosting community pride,
129 but also has an important economic impact. Harrisonburg's arts, cultural amenities, and historic and
130 heritage assets are part of the City's diversified economic base and an important driver of tourism
131 spending. A cultural-heritage traveler is defined by the US Department of Commerce's National Travel
132 and Tourism Office as having participated in one or more of the following activities: Art
133 Gallery/Museum, Concert/Play/Musical, Cultural/Ethnic Heritage Sites, American Indian Communities,

134 Historical Locations, and National Parks/Monuments. The State of the American Traveler Survey in 2008
135 found that more than 70% of travelers visited the following types of cultural heritage attractions:
136 historic attractions; state, local, or national parks; art galleries and museums; music or performance
137 venues; or ethnic or ecological heritage sites. More information on the impact of tourism on
138 Harrisonburg’s economy can be found in Chapter 14, Economic Development and Tourism.

139 The Virginia Department of Historic Resources (VA DHR) administers two programs designed to
140 recognize historic resources and to encourage their continued preservation: the Virginia Landmarks
141 Register and the National Register of Historic Places. The National Register is managed by the U.S.
142 National Park Service and its list of structures, sites, objects, and districts. The Virginia Landmarks
143 Register is the state’s official list of properties important to Virginia’s history.

144 Listing on the National Register and Virginia Landmarks Register brings no regulatory requirements for
145 property owners, but makes the properties eligible for state and federal tax credits for rehabilitation of
146 historic structures within the district. Listing of properties in a register requires state and federal
147 agencies to avoid actions that might harm historic structures within the district, and properties within
148 historic districts tend to appreciate in value at a faster rate than other properties, providing benefits to
149 historic property owners and to the community’s tax base. The City does not administer any local
150 historic districts.

151 [Harrisonburg Downtown Historic District](#)

152 The Harrisonburg Downtown Historic District, located primarily along Main Street between Kratzer
153 Avenue and Grace Street, was listed on the National Register of Historic Places in 2005 and was
154 expanded in 2017 to include five buildings on Old South High Street. The district encompasses
155 approximately 104-acres and embraces the historic commercial and institutional core of the City. Many
156 historic rehabilitation projects in downtown were made possible by the historic district status and
157 eligibility for state and federal historic tax credits. Additional historic tax credit projects continue to be
158 underway today and could only be made financially possible with this incentive.

159 It should be acknowledged that much of the economic resurgence that began in downtown in the early
160 2000s and that continues to this day is due in large part to the coordinating efforts of Harrisonburg
161 Downtown Renaissance (HDR). In 2003, City Council voted to establish HDR as downtown’s revitalization
162 organization, which has used the Main Street Approach to lead the public-private effort in support of a
163 roughly 40-block district. Additional information on HDR’s efforts is available in Chapter 14, Economic
164 Development and Tourism, and Chapter 15, Revitalization.

165 [Old Town Historic District](#)

166 The Old Town Historic District, located near downtown Harrisonburg, was added to the National
167 Register of Historic Places in 2008. The district is a medium density, predominately residential
168 neighborhood. The northern boundary of the district is Water Street; the eastern boundary is defined by
169 Ott Street except where Franklin Street runs past Ott Street to include contributing buildings further
170 east on Franklin Street. The southern boundary is defined as the north side of Martin Luther King, Jr.

171 Way, and the western boundary is defined by South Main Street, excluding all buildings that front South
172 Main Street, as they are included in the previously listed Downtown Harrisonburg Historic District.

173 Old Town is comprised of numerous intact examples of Queen Anne, Colonial Revival, Spanish Revival,
174 Tudor Revival, Craftsman, Cottage, American Four Square, Bungalow, Bauhaus, Italiante, Modern
175 Movement, and Modified Ranch architecture. While the district is predominately single-family detached
176 units, there are also multi-family dwellings, apartment buildings, and a few sporadic commercial
177 buildings throughout the district.

178 [Other Historic Resources](#)

179 Table 9-1 provides a current listing of buildings and properties currently on the Virginia Landmarks
180 Register and the National Register of Historic Places. Additional information about these properties is
181 available in the *Plan Background Information Supplement from the 2004 Comprehensive Plan*.

182

Building/Property Name and Location	Date Listed on the Virginia Landmarks Register	Date listed on the National Register of Historic Places
Earman, George House, 1982 Willow Hill Drive	September 1981	July 1982
Hockman House, NW corner of East Market Street and Broad Street	January 1981	July 1982
Joshua Wilton House, 412 South Main Street	October 1978	May 1979
Lucy F. Simms School, 620 Simms Avenue	December 2003	February 2004
Newtown Cemetery, roughly bounded by Kelley Street, Hill Street, Sterling Street, and row of houses along Gay Street	December 2014	February 2015
Rockingham County Courthouse, Court Square	July 1982	September 1982
Thomas Harrison House, 30 West Bruce Street	June 1973	July 1973
Whitesel Brothers Building, 131 West Grace Street	March 2005	May 2005

184

185 [Arts, Culture, and Historic Resources Goals, Objectives and Strategies](#)

186 Goal 8. To have a wide and equitably distributed range of art, and cultural opportunities that reflects
 187 our diversity and engages our community members and visitors.

188 Objective 8.1 To incorporate art in public spaces, neighborhoods, and gateways.

189 Strategy 8.1.1 To continue supporting the City’s Arts & Cultural District.

190 Strategy 8.1.2 To adopt a “percent-for-art” program, which would establish a City policy
 191 to require the City of Harrisonburg to commit for public art at least 1
 192 percent of the cost of new construction or major renovation of public

193 buildings, as identified in the City’s annual Capital Improvement
194 Program.

195 Strategy 8.1.3 To create a Public Art Commission to oversee the “percent-for-art”
196 program (Strategy 8.1.2) in partnership with the Arts Council of the
197 Valley. The Public Art Commission may be chartered to have other
198 responsibilities.

199 Strategy 8.1.4 To evaluate whether funding (local government contributions and other
200 funding sources) to matches other arts councils and organizations in
201 Virginia and to help find ways to increase it.

202 Goal 9. To create places of distinction that celebrate the arts, capture the imagination, and reflect the
203 rich tapestry of our past and present.

204 Objective 9.1 To support placemaking projects that enhance the public realm with creative
205 expressions.

206 Strategy 9.1.1 To support community gateway treatments and/or other signage, green
207 space, public art, and other expressions that reinforce the City’s brand
208 and look so that all features are coordinated and tie in with the overall
209 narrative of the place.

210 Strategy 9.1.2 To incorporate art into the planning process of public facilities and
211 utilize creative and artistic approaches to public realm amenities and
212 infrastructure like benches, cross walks, gateways, park elements, alley
213 ways, trash cans, bike racks, and others.

214 Goal 10. To recognize and promote the value of the City’s diverse historic resources and the
215 many benefits that come from protecting irreplaceable assets that embody
216 Harrisonburg’s history.

217 Objective 10.1 To identify and employ tools that recognize historic resources and encourage
218 historic preservation.

219 Strategy 10.1.1 To form a City Council-appointed taskforce to research and make
220 recommendations to the City on best practices and tools concerning
221 historic resources.

222 Strategy 10.1.2 To commission/create an inventory of the historic resources in the City.

223 Strategy 10.1.3 To support adding properties and district listings on the state and
224 federal registers of historic places.

225 Strategy 10.1.4 To expand the downtown historic district to include additional historic
226 structures that would benefit from rehabilitation and historic tax
227 credits.

228 Strategy 10.1.5 To continue disseminating information to property owners regarding
229 federal and state rehabilitation tax incentives.

230 Strategy 10.1.6 To create an urban design manual that establishes general design
231 principals that depict the attributes and the character of neighborhoods
232 and areas in the City to preserve and enhance the character and quality
233 of each neighborhood or area.¹ Repeated in Chapter 15, Revitalization
234 as Strategy 18.4.3.

235 Objective 10.2 To increase educational opportunities for people to learn about Harrisonburg’s
236 rich multicultural history, historic resources, and historic preservation projects.

237 Strategy 10.2.1 To work with the Harrisonburg-Rockingham Historical Society to
238 establish a location or exhibit in downtown Harrisonburg dedicated to
239 the history of the City.

240 Strategy 10.2.2 To create additional walking tour brochures, a smart phone walking
241 tour, installing additional historic markers, and to establish interactive
242 displays representing the City’s history and facing the future by
243 illustrating the City’s evolution, demographics, and intercultural
244 influences overtime.

245 Strategy 10.2.3 To create a dedicated webpage on the City website that provides
246 information on historic resources and sites and lists relevant
247 publications and resources.

248 Strategy 10.2.4 To continue offering historical publications and information on historic
249 resources and sites in the City at the Visitor Center operated by
250 Harrisonburg Tourism and Visitor Services.

251 Objective 10.3 To preserve City-owned historic resources.

252 Strategy 10.3.1 To ensure that City of Harrisonburg development and redevelopment
253 projects respect older and historic resources and reflect the historic
254 character of the City and site context.

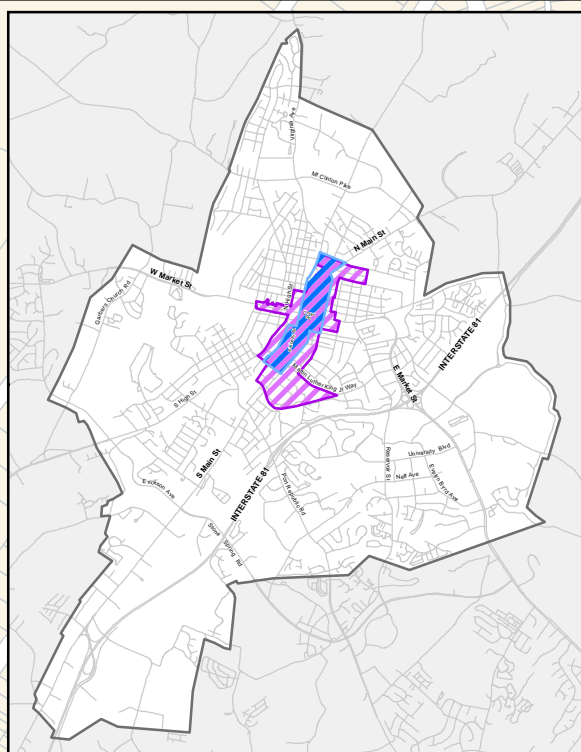
¹ For examples, see City of Roanoke, Urban Design Manual and Residential Pattern Book:
<https://www.roanokeva.gov/1302/Urban-Design-Manual> and <https://www.roanokeva.gov/1281/Residential-Pattern-Book>).

255 Strategy 10.3.2 To commission a feasibility study for the adaptive reuse of the
256 Municipal Building.



257 **Chapter Resources**

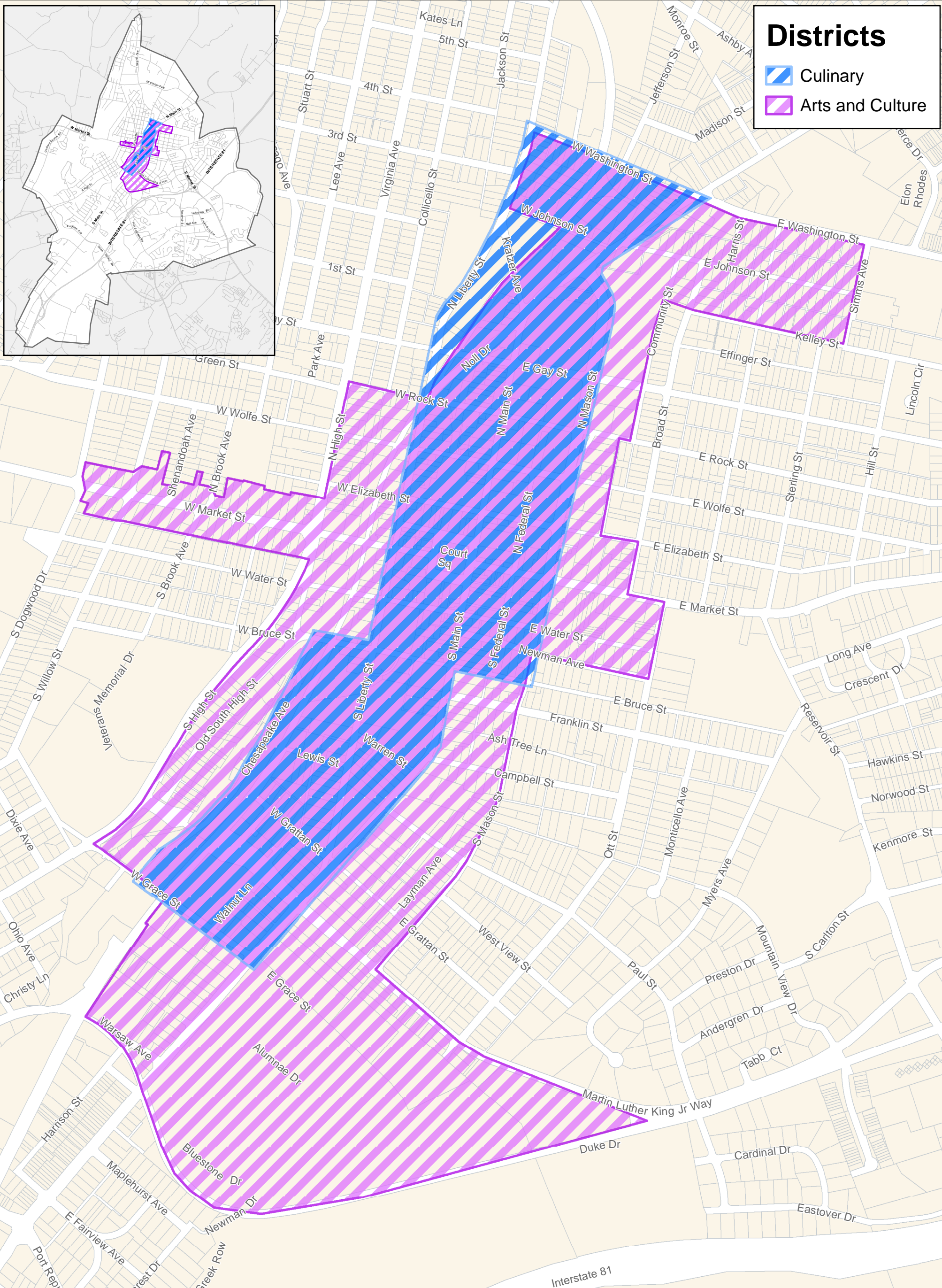
258 2004 Comprehensive Plan Background Information Supplement, Historic Resources, Memorandum
259 dated March 24, 2003, <https://www.harrisonburgva.gov/yourplan>

260 Virginia Department of Historic Resources, Historic Registers Homepage,
261 <http://dhr.virginia.gov/registers/register.htm>



Districts

-  Culinary
-  Arts and Culture



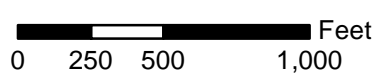
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Data Sources:
Department of Planning and Community Development

Existing Downtown Special Districts

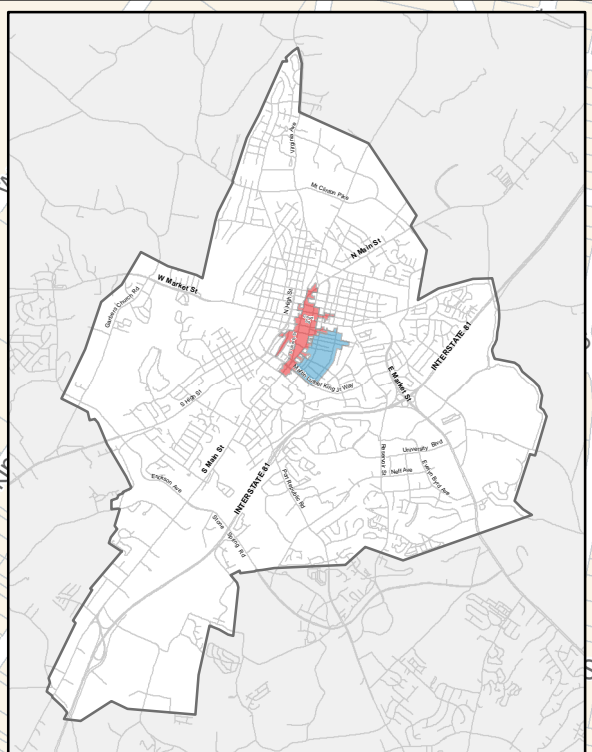
Comprehensive Plan

Map created: September 30, 2018



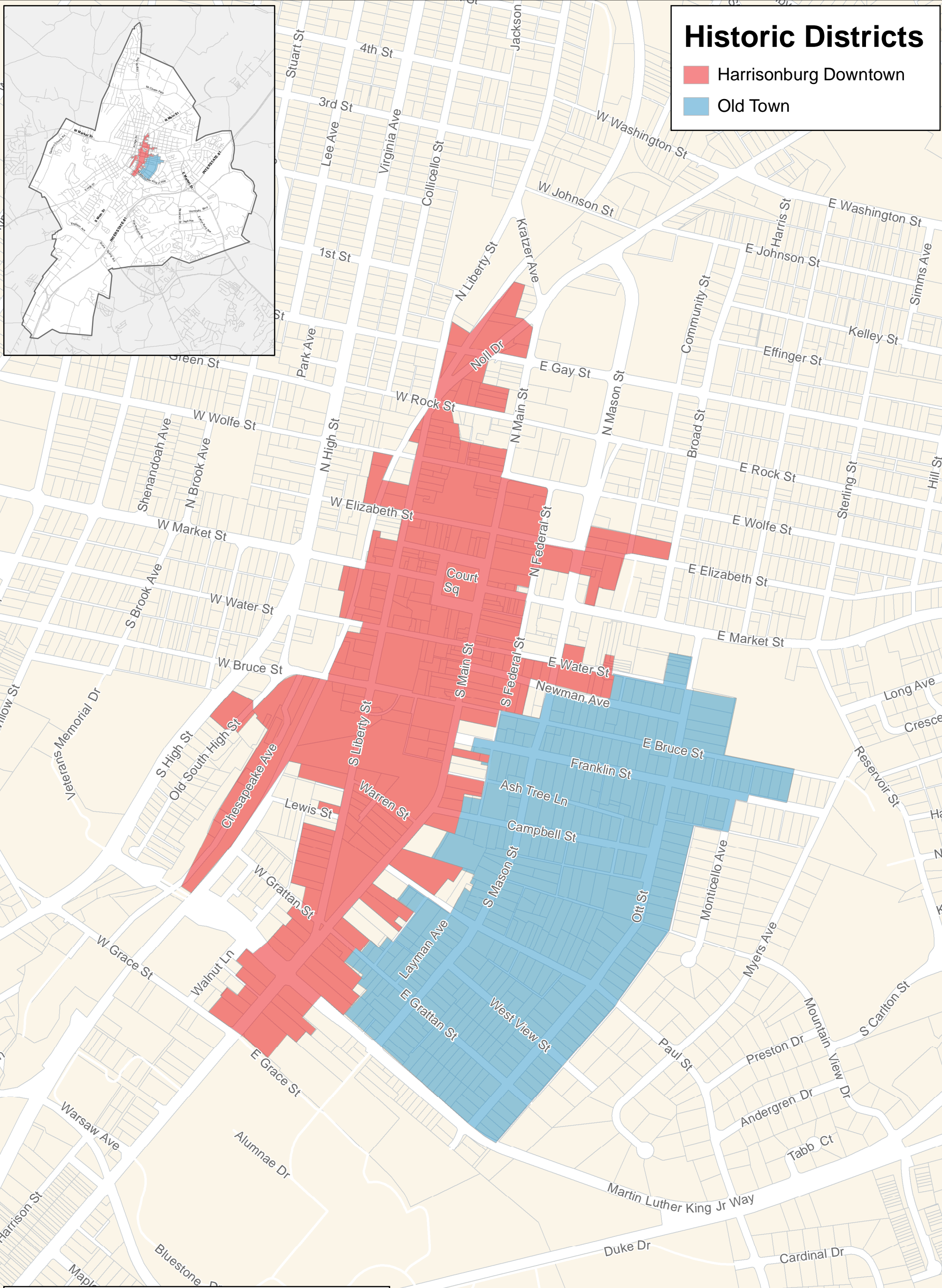
YOUR CITY. YOUR PLAN.





Historic Districts

- Harrisonburg Downtown
- Old Town



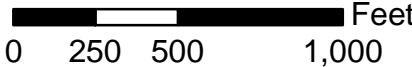
Every reasonable effort has been made to assure the accuracy of these maps and associated data. The City of Harrisonburg assumes no liability arising from use of these maps or data. THE MAPS ARE PROVIDED WITHOUT WARRANTY OF ANY KIND, either expressed or implied, including, but not limited to, the implied warranties of merchantability and fitness for a particular purpose. Any errors or omissions should be reported to the City of Harrisonburg, Department of Planning and Community Development.

Data Sources:
Virginia Department of Historic Resources

Existing Historic Districts

Comprehensive Plan

Map created: September 30, 2018



Chapter 10.

Sustainability and Environmental Stewardship



YOUR CITY. YOUR PLAN.



1 Chapter 10 Environmental Stewardship and Sustainability

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17

18 Introduction

19 A comprehensive plan focuses many of its policies on the use of land; therefore, it is important to
20 understand the qualities of that land and the natural environment. The geology, topography, soils,
21 vegetation, wildlife, air, and water resources provide a framework for wise land use decisions that avoid
22 environmentally sensitive areas and protect and enhance valued natural environments.

23 Background

24 Geology

25 The City of Harrisonburg is located within the valley portion of the Ridge and Valley geologic province.
26 The valley is underlain by sedimentary rocks of limestone, dolomite, and shale. A significant
27 characteristic of the limestone and dolomitic rock of Harrisonburg, Rockingham County, and the
28 Shenandoah Valley is its tendency to develop caves, solution channels, and sink holes as acid rainwater
29 dissolves the rock over time. The geologic term for such limestone/dolomite areas is “karst.” The
30 prevalence of sinkholes is significant because such areas can be unstable. Subsidence can damage roads
31 and buildings, though catastrophic collapse rarely occurs.

32 Karst areas are particularly susceptible to groundwater contamination because of the direct connection
33 between the surface and groundwater through sinkholes and along cracks in surface bedrock.
34 Contamination that seeps down through the sinkholes and cracks can reach the honeycomb of channels
35 and caves below, potentially travelling long distances through these conduits. While few houses or
36 businesses in the City are dependent on groundwater for their source of drinking water, many homes in
37 Rockingham County are served by wells. Some measures that localities can take to protect groundwater
38 in karst areas include: prohibition of waste disposal in sinkholes, requirements that stormwater be
39 directed away from sinkholes, and to establish spill containment measures for industrial and other uses
40 handling toxic or potentially polluting materials near sinkholes.

41 Soils

42 A review of the *Soil Survey of Rockingham County, Virginia* (USDA Soil Conservation Service, 1982),
43 which covers the City as well, reveals that the City's soils are dominated by clayey soils formed from
44 limestone. The primary issues for construction are depth to bedrock, presence of limestone seams or
45 ledges surround by clay soils, and the tendency of these soils to shrink and swell with changing moisture
46 levels.

47 Topography

48 The City is characterized by rolling topography. Slopes from 0 to 15 percent present few limitations for
49 development. Land in the 15 to 25 percent range is appropriate for residential uses; commercial and
50 industrial development with large buildings and parking areas require a great deal of grading to be
51 constructed on these slopes and are generally less appropriate. Slopes 25 percent and over are usually
52 considered unsuitable for development.

53 Urban Forestry, Vegetation, and Wildlife

54 Harrisonburg is an urban area built upon and within an agricultural area. It no longer contains large
55 areas of woodland and natural wildlife habitat. Most wetland areas in Harrisonburg are small. Fish,
56 birds, and insects have begun to repopulate the restored segment of Blacks Run in Purcell Park, both in
57 variety and number. Ducks are commonly found in and around Blacks Run throughout downtown. Most
58 types of Harrisonburg's wildlife are those commonly found in urban and suburban settings.

59 Significant populations of deer are found in several sections of the City that require population
60 management. In 2010, the City Council adopted ordinances to allow and regulate deer hunting by
61 crossbow on private properties within City limits, during the archery season coinciding annually with the
62 Virginia Department of Game and Inland Fisheries (VDGIF) established early, regular, and late archery
63 seasons.

64 Harrisonburg is a certified Tree City USA, a program of The Arbor Day Foundation and US Department of
65 Forestry. Generally, the Harrisonburg community values the City's remaining green spaces and
66 expressed interest at public meetings in these green spaces being preserved and expanded to the extent
67 possible. Increased tree planting is also supported. As of summer 2018, the City of Harrisonburg is
68 undergoing an urban tree canopy assessment.

69 **Water Resources**

70 *Hydrology*

71 Harrisonburg is drained primarily by two streams, Blacks Run and the Sunset Heights Branch of Cooks
72 Creek. About two-thirds of the City sits within the Blacks Run watershed. The area of the City, west of
73 Route 42 and south of Route 33, is in the Sunset Heights Branch watershed of Cooks Creek. Small areas
74 in the northern part of the City drain to the Smith Creek and Linville Creek sub-watersheds of the North
75 Fork of the Shenandoah River. In 2008, the Federal Emergency Management Agency (FEMA) provided
76 the City with an updated Flood Insurance Study, which includes 100-year floodplain maps and study
77 booklets for Blacks Run, several of its tributaries, and the Sunset Heights Branch of Cooks Creek. The City
78 uses this Study, along with the City’s regulations for the Floodplain Zoning District, to regulate
79 development in the 100-year floodplain and to prohibit encroachment in the floodway.

80 *Water Quality*

81 Water quality has become an important issue due to several mandatory water quality protection
82 programs initiated by U.S. Environmental Protection Agency (US EPA), the Commonwealth of Virginia,
83 and states contributing into the Chesapeake Bay watershed. The first is the Total Maximum Daily Load
84 (TMDL) program, and the second is the US EPA requirement for the City to maintain a Virginia Pollutant
85 Discharge Elimination System (VPDES) permit related to its Municipal Separate Storm Sewer System
86 (MS4).

87 *Total Maximum Daily Load (TMDL) Program*

88 The Federal Clean Water Act requires states to identify and clean up water bodies not in compliance
89 with Federal and state water quality standards. Virginia has been required to prepare a list of such
90 “impaired waters” and to determine the total maximum daily loads or TMDLs for each impaired
91 waterway. The TMDL reflects the total pollutant loading a water body can receive and still meet water
92 quality standards with a built-in margin of safety. In 1992, the US EPA promulgated regulations
93 regarding the development of TMDLs.

94 The City’s storm sewer system drains into six different sub watersheds. Ultimately, all six subwatersheds
95 drain into the Shenandoah River, the Potomac River, and the Chesapeake Bay. The Chesapeake Bay does
96 not meet water quality standards and is listed as impaired. Due to this impairment, the US EPA issued a
97 Chesapeake Bay TMDL. The needed pollutant reductions have been divided among the six states in the
98 Chesapeake Bay watershed. As a result, the City of Harrisonburg has an allocated pollution reduction
99 requirement for phosphorus, nitrogen, and sediment. The City’s plan to reduce these pollutants can be
100 found in the City’s *Chesapeake Bay TMDL Action Plan* which is maintained by the Department of Public
101 Works.

102 In addition to the Chesapeake Bay TMDL, six local TMDL studies have been completed on smaller
103 watersheds within the City: two for Blacks Run, two for Cooks Creek, and two for Smith Creek. For each
104 stream, the Virginia Department of Environmental Quality (VA DEQ) has determined that violations
105 occur for both fecal coliforms and benthic organisms. Fecal coliforms are a range of bacteria present in
106 fecal wastes from warm-blooded animals. Their presence indicates the presence of bacteria harmful to

107 humans. Benthic communities are made up of bottom dwelling organisms in streams. The number and
108 types of benthic organisms found in a stream are indicators of pollution levels.

109 Virginia has chosen to develop a Blacks Run TMDL Implementation Plan that encourages voluntary
110 actions to meet Federal water quality standards. The Smith Creek TMDL Implementation Plan includes a
111 waste load allocation, or quantifiable reduction, of fecal coliform assigned to the City. To address both
112 voluntary and mandatory actions to meet these standards, the City has implemented a number of
113 measures to reduce fecal waste loads, such as a sanitary sewer inspection and management program to
114 prevent sewage leaks, education programs on septic pump-outs, and pet waste clean-up education
115 programs. The VA DEQ is in the first stages of updating the Blacks Run TMDL with specific waste load
116 allocations assigned to local contributors of pollutant loading.

117 The benthic TMDL studies for the watersheds identify the sources of pollution that adversely affect
118 benthic organisms. Again, non-point source pollution is the problem, and in the City, sedimentation is
119 the chief culprit. Harrisonburg continues to address these problems by such measures as: improved
120 sedimentation and erosion control regulations and enforcement, stormwater management best
121 management practices (BMPs), a stream bank stabilization program, planting of riparian vegetation, and
122 increased street cleaning. While Virginia's approach has been to seek voluntary measures to reduce
123 pollution loads, if such measures do not result in improved water quality in streams, the state may
124 require that measures be implemented to meet Federal water quality standards. EPA has the legal
125 authority to require enforcement of TMDLs.

126 *Virginia Pollutant Discharge Elimination System (VPDES) General Permit*

127 The Department of Public Works manages a Stormwater Management Program under the Virginia
128 Pollution Discharge Elimination System (VPDES) General Permit for Stormwater Discharges: Small
129 Municipal Separate Storm Sewer Systems (MS4s) issued by the VA DEQ. The Permit requires compliance
130 with six minimum control measures:

- 131 1. Public Education and Outreach on Stormwater Impacts
- 132 2. Public Involvement/Participation
- 133 3. Illicit Discharge Detection and Elimination
- 134 4. Construction Site Stormwater Runoff Control
- 135 5. Post Construction Stormwater Management in New Development and Redevelopment
- 136 6. Pollution Prevention/Good Housekeeping for Municipal Operations

137
138 The most recent stormwater management regulations were adopted into the Code of Virginia in 2012,
139 and became effective July 1, 2013. The local implementation of the stormwater regulations and the MS4
140 permit are the key vehicles to address many of the urban sector strategies identified in the
141 Commonwealth of Virginia's *Chesapeake Bay TMDL Watershed Implementation Plan*, the
142 Commonwealth's blueprint for attaining its water quality goals. This program is managed by both the
143 Department of Public Works and the Department of Planning and Community Development. First
144 permitted in 2003, after the City became a census-designated urbanized area, the City is currently in the
145 2013-2018 permit cycle and has received approvals for the five-year overall Program Plan and Annual

146 Reports to date. The City's *MS4 Program Plan and Chesapeake Bay TMDL Action Plan* are requirements
147 of the City's MS4 permit. This plan has been approved by the VA DEQ for the 2013-2018 permit cycle,
148 and is expected to be updated in the next permit cycle, 2018-2023. In 2017, City Council adopted the
149 Stormwater Improvement Plan (SWIP) that will be used to inform the update of the Action Plan.

150 [Air Quality](#)

151 The City of Harrisonburg and Rockingham County are currently considered to be "in attainment" of the
152 National Ambient Air Quality Standards (i.e., no violations of the air quality standards have been
153 observed). Recent regulations issued by US EPA have revised the standard for ozone, making it more
154 stringent. A number of communities across Virginia have been recommended by the VA DEQ for ozone
155 "nonattainment" designation based on monitored data, including Shenandoah Valley communities of
156 Frederick County and Winchester, the Roanoke area, and portions of Page and Madison counties in
157 Shenandoah National Park. There is one ozone monitor in Rockingham County.

158 [Noise Pollution](#)

159 A primary source of noise in the City is traffic (road noise) especially with the presence of Interstate 81.
160 The level of traffic and the high percentage of trucks make this a significant source of noise for
161 properties near the interstate. The City should consider the implications of noise on proposed land uses
162 adjacent to I-81 and high-volume arterial streets, as well as mitigation measures that may reduce noise
163 to acceptable levels for noise-sensitive uses, such as residential areas.

164 [Light Pollution](#)

165 Light pollution has become an increasing concern in a number of localities and has been mentioned by
166 the Harrisonburg community. As more and more individuals and businesses install security lighting or
167 increase the intensity of existing lights, the problems of poorly designed lighting systems increase. The
168 Comprehensive Plan includes a recommendation to reduce light pollution, while recognizing the
169 importance of quality lighting for crime prevention.

170 Harrisonburg Electric Commission (HEC) provides installation and maintenance services for the City's
171 public street lights. For more than 30 years, HEC has installed street lights that use full cut off optics.

172 [Environmental Performance Standards Advisory Committee](#)

173 In July 2016, City Council created the Environmental Performance Standards Advisory Committee
174 (EPSAC). The purpose of the EPSAC is to provide guidance and recommendations to City Council in the
175 establishment of environmental performance standards for public development and redevelopment
176 projects, and to encourage the private sector to meet these standards as well.

177 **Environmental Stewardship and Sustainability Goals, Objectives, and Strategies**

178 Goal 11. To preserve and enhance the City’s natural environment for future generations through
179 education and policies that encourage development that is compatible with nature and
180 builds community resiliency¹ and social responsibility within the community.

181 Objective 11.1 To foster an understanding of environmental issues facing the City and residents
182 by keeping abreast of environmental issues.

183 Strategy 11.1.1 To continue staying engaged with organizations that communicate
184 information about environmental stewardship and sustainability
185 relevant to the City such as the Virginia Municipal League (VML), the
186 Virginia Municipal Stormwater Association (VAMSA), the Central
187 Shenandoah Planning District Commission (CSPDC), the Shenandoah
188 Pure Water Forum, and Resilient Virginia.

189 Strategy 11.1.2 To encourage dialogue between surrounding municipalities regarding
190 threats to environmental health in order to collaborate on preserving
191 shared resources.

192 Strategy 11.1.3 To study how climate change will impact local health, safety,
193 infrastructure, and the economy, and work to mitigate impacts.

194 Objective 11.2 To support stewardship of the natural world and enable sustainable
195 development.

196 Strategy 11.2.1 To monitor energy use, water consumption, and other uses of resources
197 within City government buildings and establish goals, policies, and
198 programs for reducing usage.

199 Strategy 11.2.2 To monitor and evaluate greenhouse gas emissions from governmental
200 operations and establish goals, policies, and programs for reducing
201 emissions.

202 Strategy 11.2.3 To monitor and evaluate greenhouse gas emissions community-wide
203 and establish goals and incentive programs for reducing emissions.

204 Strategy 11.2.4 To monitor and report on the results of City-initiated stream bank
205 stabilization projects and other water quality related projects.

206 Strategy 11.2.5 To partner with community stakeholders to assess and map
207 environmental and cultural assets to determine the value of these
208 assets to the community, and to develop policies to protect them.

¹ Community resiliency is commonly defined as the ability to prepare for anticipated hazards, adapt to changing conditions, and withstand and recover rapidly from disruptions.

209 Strategy 11.2.6 To produce an annual report on the City’s environmental initiatives and
210 environmental health.

211 Objective 11.3 To promote the development of voluntary water and air quality improvement
212 programs for the public and private sectors that exceed federal and state
213 standards and requirements.

214 Strategy 11.3.1 To continue to support the work of the Environmental Performance
215 Standards Advisory Committee and implement committee
216 recommendations.

217 Strategy 11.3.2 To create a set of voluntary environmental performance standards for
218 public and private development and redevelopment projects, and to
219 develop an incentive program to encourage implementation.

220 Strategy 11.3.3 To evaluate and study current lighting practices, and to recommend
221 additional lighting provisions to mitigate outdoor light pollution.

222 Strategy 11.3.4 To collaborate with Rockingham County and the Virginia Department of
223 Environmental Quality in developing an air quality improvement plan to
224 keep the area’s status as an attainment area for ozone pollution.

225 Strategy 11.3.5 To continue to seek ways of improving air quality by implementing
226 policies or programs for governmental operations, such as continuing to
227 optimize traffic signal plans to reduce vehicle idle time and in providing
228 safe and convenient alternative transportation options by implementing
229 the Bicycle & Pedestrian Plan and improving public transportation
230 services through implementation of the Transit Development Plan.

231 Strategy 11.3.6 To continue to seek ways to create incentives for private property
232 owners to implement stormwater best management practices to
233 improve the quality of stormwater runoff by offering reductions in the
234 stormwater utility fee for practices that can be counted towards the
235 City’s MS4 stormwater permit and the Chesapeake Bay TMDL Action
236 Plan requirements.

237 Strategy 11.3.7 To encourage the use of low or zero emission vehicles in the City’s fleet.

238 Objective 11.4 To preserve, expand, and manage networks of natural habitat corridors, green
239 spaces, and forested areas that are accessible and usable by all community
240 members.

241 Strategy 11.4.1 To adopt open space preservation requirements and/or incentives for
242 new developments.

243 Strategy 11.4.2 To purchase and accept donations of land for the implementation of
244 stream bank restoration, greenways, and park projects. See Chapter 11,
245 Parks and Recreation’s Objective 12.3 for related strategies.

246 Strategy 11.4.3 To implement landscape improvement projects at City gateways and
247 other appropriate locations.

248 Strategy 11.4.4 To encourage and allow sustainable growing techniques, such as, but
249 not limited to, edible gardens and tree plantings in open community
250 spaces with emphasis in underserved communities.

251 Strategy 11.4.5 To create a policy and/or plan to utilize more native plant species on
252 public properties that require less supplemental water use and to create
253 incentives for businesses and privately-owned lands to do the same.

254 Strategy 11.4.6 To create and maintain sustainable habitats for pollinators.

255 Strategy 11.4.7 To consider imposing impact fees on new residential developments for
256 the purposes of funding public facilities. See Chapter 7, Neighborhoods
257 and Housing for related Strategy 5.3.2.

258 Objective 11.5 To protect and increase tree canopy cover in the City.

259 Strategy 11.5.1 To create a City urban forestry program to increase the number of trees
260 planted and replaced on public properties and street right-of-ways, and
261 to provide proper maintenance of trees on public properties to ensure
262 tree health and to minimize damage to infrastructure.

263 Strategy 11.5.2 To create more greenspaces and tree planting in downtown,
264 neighborhood conservation areas, business revitalization areas, and
265 corridor enhancement areas. See Chapter 15, Revitalization’s Goal 18
266 for related objectives and strategies.

267 Strategy 11.5.3 To enhance street tree planting and other landscaping requirements for
268 new development and redevelopment in the City’s Zoning Ordinance
269 and Design & Construction Standards Manual.

270 Strategy 11.5.4 To implement a policy that requires landscape plans for street
271 improvement and transportation projects.

272 Strategy 11.5.5 To develop a tree inventory to monitor potential effects of invasive
273 species, promote diversified tree canopy coverage, and maintain
274 accurate datasets for water quality credits. (The dataset would help to
275 meet MS4 permit and Chesapeake Bay TMDL requirements).

276 Strategy 11.5.6 To continue implementing measures to receive the City’s designation as
277 a Tree City USA community.

278 Strategy 11.5.7 To implement recommendations of the forthcoming urban tree canopy
279 assessment.

280 Objective 11.6 To encourage, educate, and facilitate local urban agriculture to increase access
281 to fresh, nutritional food for residents and to educate the community on food
282 equity² issues.

283 Strategy 11.6.1 To amend the Zoning Ordinance to allow community gardens to be a
284 principal use.

285 Strategy 11.6.2 To conduct a vacant parcel and land use audit to identify potential
286 locations for community garden spaces based on proximity to food
287 equity zones.³

288 Strategy 11.6.3 To broaden and deepen Harrisonburg’s knowledge of food equity issues
289 by working with community members, local businesses, community
290 organizations, local universities and others to provide community
291 engagement opportunities such as hosting movies, speakers, and
292 presentations in culturally appropriate locations and diverse languages.

293 Objective 11.7 To promote and implement strategies to reduce waste.

294 Strategy 11.7.1 To explore opportunities to expand public and private recycling,
295 composting, and other innovations for waste management.

296 Strategy 11.7.2 To encourage nonprofits, student organizations, faith-based
297 organizations, and others to divert food goods from trash for resale or
298 distribution to stressed populations.

299 Strategy 11.7.3 To create a public awareness campaign about food waste and
300 educational programs to prevent food waste, including composting
301 tutorials.

302 Strategy 11.7.4 To promote and provide incentives for water conserving fixtures and
303 appliances.

² Food equity means that individuals, families and households have the right to determine what their short and long term food needs are and be able to meet those needs. Achieving food equity is when all residents can find affordable, convenient, healthy, culturally relevant and reliable foods based on their needs.

³ Food equity zones are areas where a higher proportion of residents in concentrated areas may not have food equity.

304 Strategy 11.7.5 To decrease the use of plastic bags and other single use items to and
305 promote the use of biodegradable and reusable items.

306 Strategy 11.7.6 To involve residents and businesses in the conservation of resources to
307 assist in maintaining cost-effective public service delivery.

308 Strategy 11.7.7 To develop a waste wood and woody debris utilization program that
309 recovers wood from fallen and removed trees, and in partnership with
310 interested agencies and organizations prevent the disposal of valuable
311 wood resources into landfills.

312 Chapter Resources

313 Arbor Day Foundation, Tree City USA, “2016 Tree City USA Communities in Virginia,”
314 <https://www.arborday.org/programs/treecityusa/treecities.cfm?chosenstate=Virginia>

315 Harrisonburg Chesapeake Bay Total Maximum Daily Load (TMDL) Action Plan,
316 <https://www.harrisonburgva.gov/MS4-permit-program>

317 Harrisonburg Municipal Separate Storm Sewer System (MS4) Permit Program Plan,
318 <https://www.harrisonburgva.gov/MS4-permit-program>

319 Harrisonburg Environmental Performance Standards Advisory Committee (EPSAC),
320 <https://www.harrisonburgva.gov/EPAC>

321 Harrisonburg Solid Waste Management Plan, <https://www.harrisonburgva.gov/trash>

322 Harrisonburg Stormwater Advisory Committee (SWAC), <https://www.harrisonburgva.gov/swac>

323 Harrisonburg Stormwater Management Program (Municipal Separate Storm Sewer System Program,
324 Stormwater Utility, Stormwater Projects, etc.), [https://www.harrisonburgva.gov/stormwater-
325 management-program](https://www.harrisonburgva.gov/stormwater-management-program)

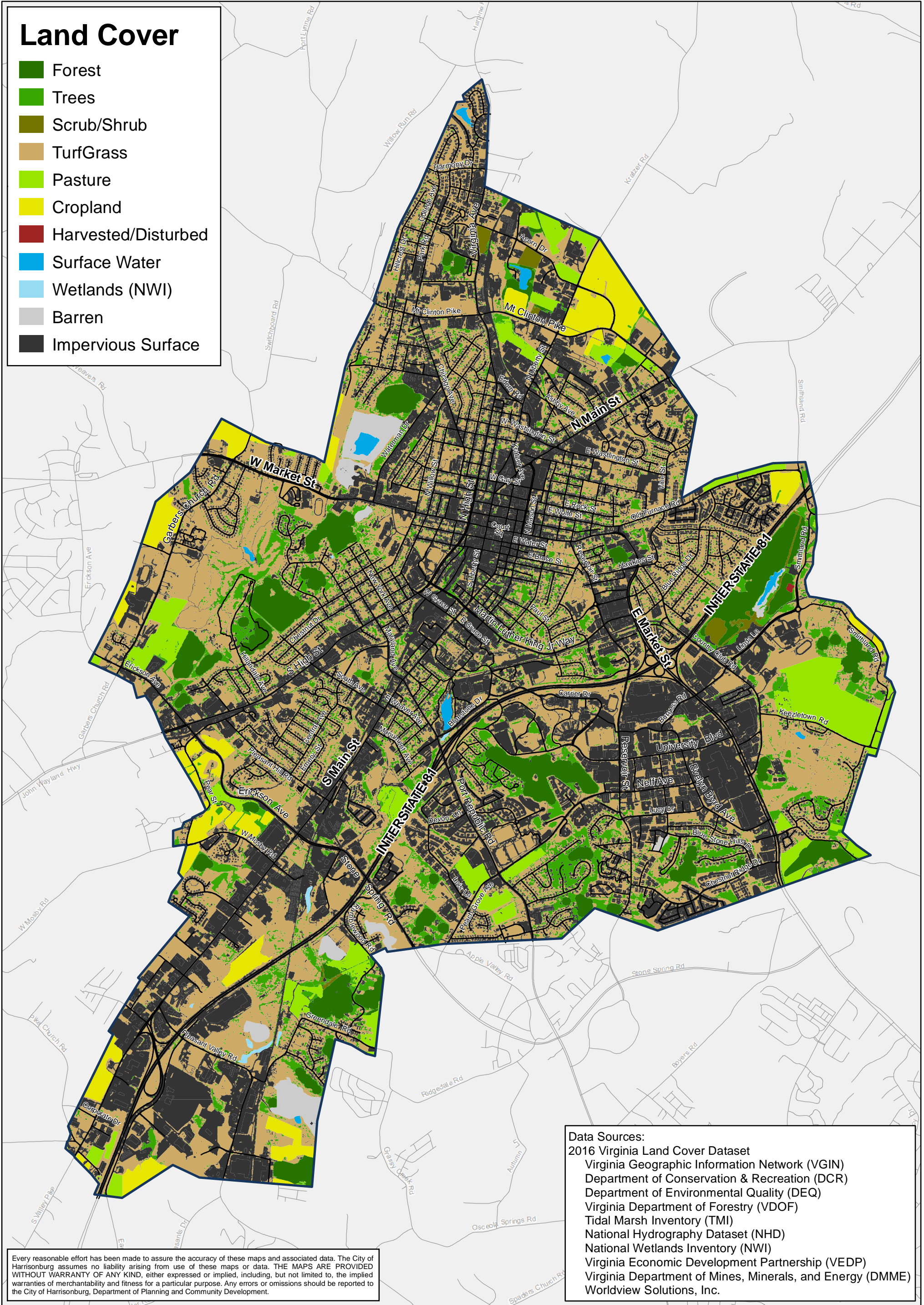
326 U.S. Department of Agriculture, Soil Conservation Service “Soil Survey of Rockingham County, Virginia”,
327 [https://www.nrcs.usda.gov/Internet/FSE
328 82.pdf](https://www.nrcs.usda.gov/Internet/FSE_MANUSCRIPTS/virginia/rockinghamVA1982/rockinghamVA1982.pdf)

329 Virginia Cooperative Extension, “Everyone at the Table: A community food equity assessment for
330 Harrisonburg, VA,” <https://pubs.ext.vt.edu/CV/CV-80/CV-80.html>

331

Land Cover

- Forest
- Trees
- Scrub/Shrub
- TurfGrass
- Pasture
- Cropland
- Harvested/Disturbed
- Surface Water
- Wetlands (NWI)
- Barren
- Impervious Surface



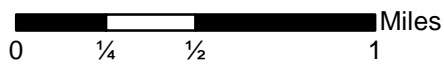
Data Sources:
 2016 Virginia Land Cover Dataset
 Virginia Geographic Information Network (VGIN)
 Department of Conservation & Recreation (DCR)
 Department of Environmental Quality (DEQ)
 Virginia Department of Forestry (VDOP)
 Tidal Marsh Inventory (TMI)
 National Hydrography Dataset (NHD)
 National Wetlands Inventory (NWI)
 Virginia Economic Development Partnership (VEDP)
 Virginia Department of Mines, Minerals, and Energy (DMME)
 Worldview Solutions, Inc.

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Existing Land Cover

Comprehensive Plan

Map created: September 30, 2018




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Harrisonburg
 VIRGINIA



Features

 100 Year Flood Plain

 500 Year Flood Plain

 Waterbody

Watersheds

 Blacks Run

 Cooks Creek

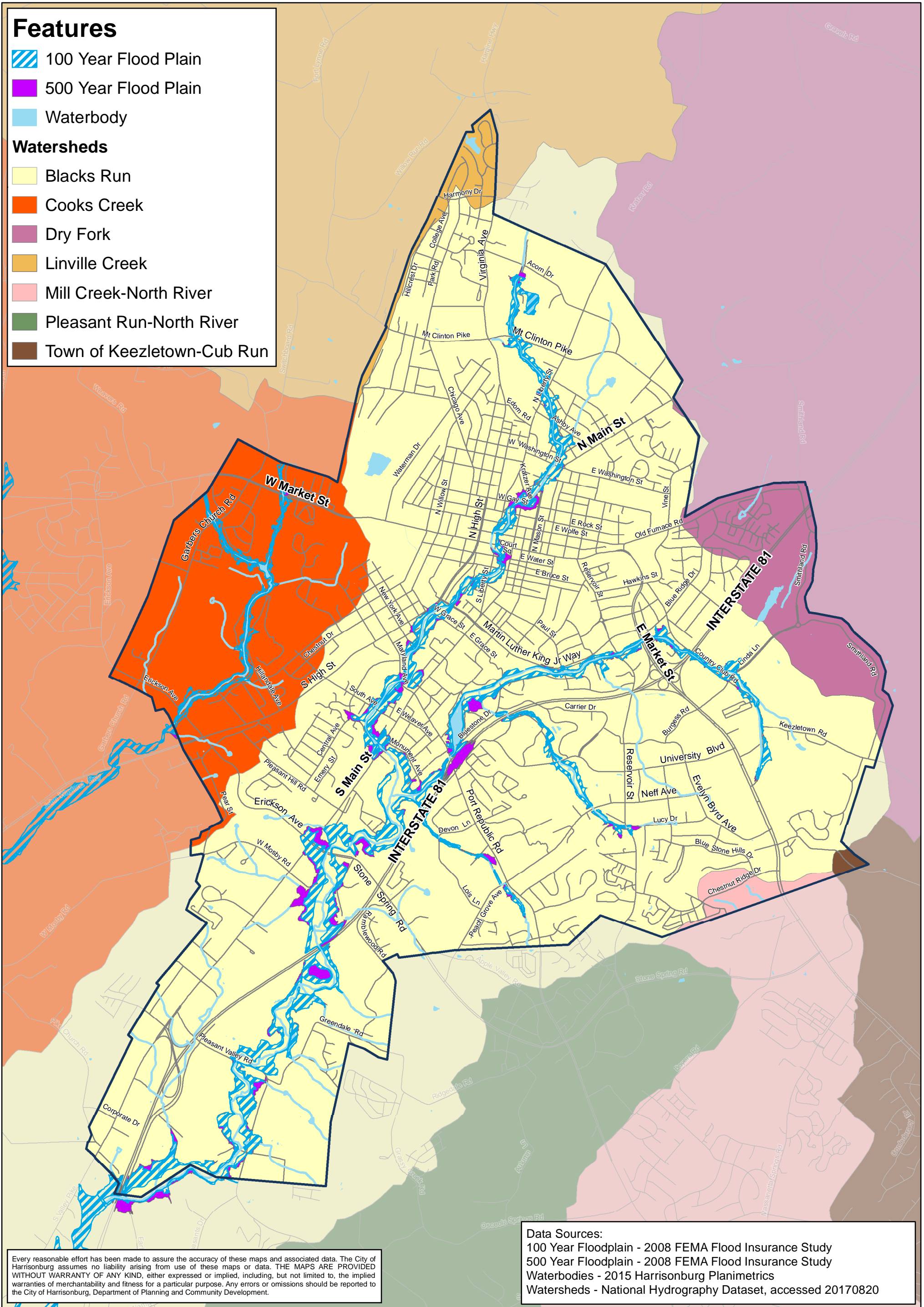
 Dry Fork

 Linville Creek

 Mill Creek-North River

 Pleasant Run-North River

 Town of Keezletown-Cub Run



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Data Sources:
 100 Year Floodplain - 2008 FEMA Flood Insurance Study
 500 Year Floodplain - 2008 FEMA Flood Insurance Study
 Waterbodies - 2015 Harrisonburg Planimetrics
 Watersheds - National Hydrography Dataset, accessed 20170820

Environmentally Significant Areas

Hydrology

Comprehensive Plan

Map created: September 30, 2018



0 1/4 1/2 1 Miles

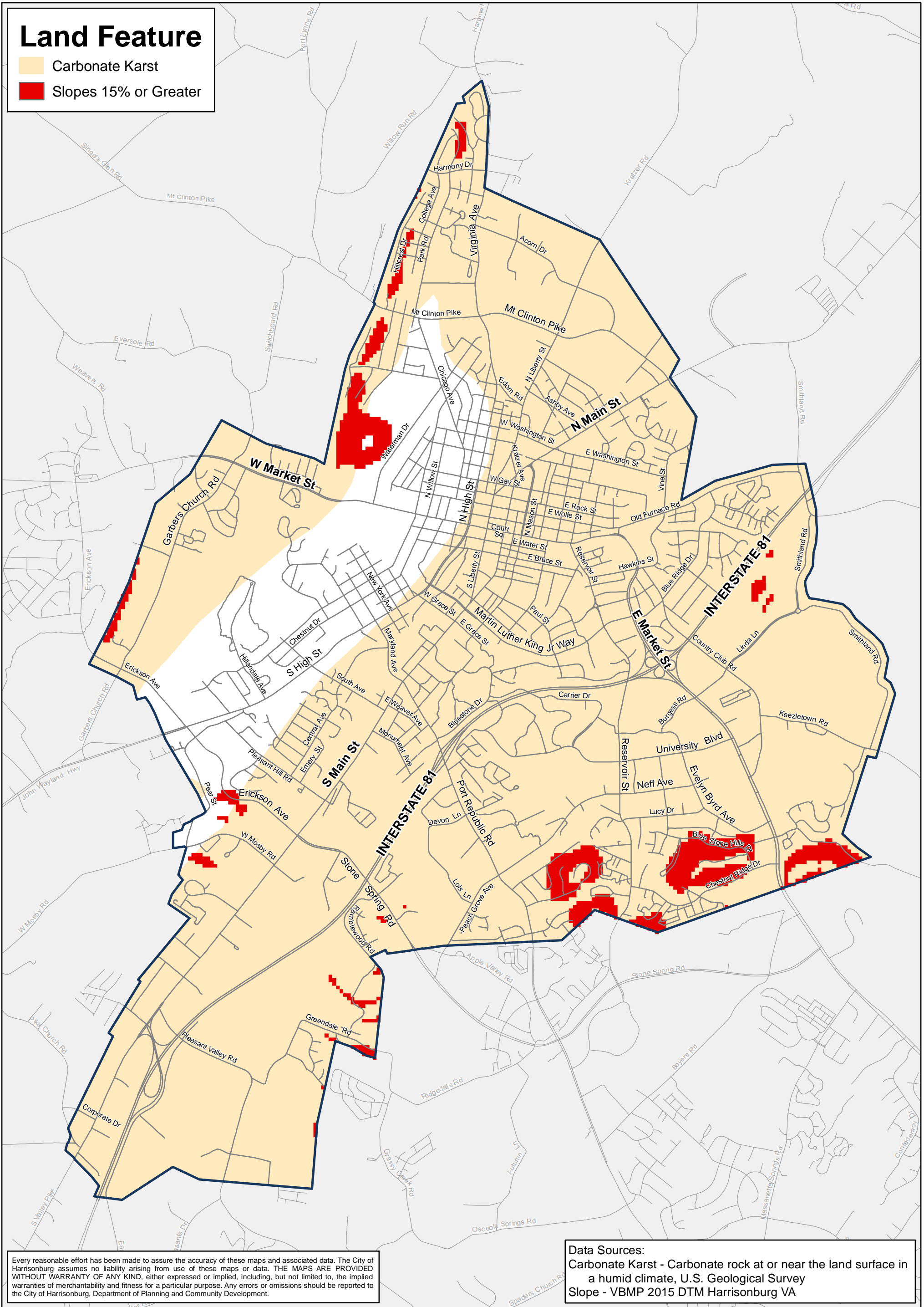
YOUR CITY. YOUR PLAN.



Harrisonburg VIRGINIA

Land Feature

- Carbonate Karst
- Slopes 15% or Greater



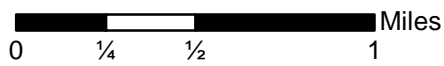
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Data Sources:
 Carbonate Karst - Carbonate rock at or near the land surface in a humid climate, U.S. Geological Survey
 Slope - VBMP 2015 DTM Harrisonburg VA

Environmentally Significant Areas Carbonate Karst and Steep Slopes

Comprehensive Plan

Map created: September 30, 2018



YOUR CITY. YOUR PLAN.



Chapter 11.

Parks and Recreation



YOUR CITY. YOUR PLAN.



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9 Chapter Resources 11-4

10

11 **Introduction**

12 The City’s parks and recreation system and all components therein, have a considerable positive effect
13 and influence on Harrisonburg resident’s quality of life, the health and well-being of the community and
14 supports economic and environmental sustainability.

15 The City’s commitment to improved parks and excellence in recreation programming is demonstrated by
16 its adoption of the Comprehensive Parks and Recreation Master Plan. This Master Plan describes
17 existing conditions of the parks and recreation system, provides results of a resident survey, sets
18 standards for future park development and makes recommendations for needed improvements to the
19 system. In addition, Master Plans for three parks have been completed and approved by City Council.
20 These include the Smithland Road Park Master Plan completed in 2004, the Ralph Sampson Park Master
21 Plan completed in 2008, and the Ramblewood Park Master Plan completed in 2012.

22 **Background**

23 A formal recreation program was first introduced in Harrisonburg at the end of World War II. In 1954, a
24 full-time recreation director was hired and a Parks and Recreation Department was created. In 1967,
25 the first comprehensive master plan for parks and recreation was created. The plan initialized a
26 commitment by the City to provide a comprehensive approach to parks and open space planning. Since
27 then, many employees have worked diligently to create a first-class parks and recreation system for the
28 City of Harrisonburg.

29 Park facilities and recreational programming play an important role in the quality of life and economic
30 sustainability of our community. A well-developed parks and recreation system can offer many benefits
31 to residents and visitors by providing opportunities that improve people’s health, reduce stress,
32 encourage socialization, protect natural resources and air quality, improve aesthetics, and enhance
33 property values, among others.

34 The administrative operations of the Department of Parks and Recreation is housed in the Cecil F.
35 Gilkerson Community Activities Center on South Dogwood Drive. The department’s current goals are to:

- 36 • Enhance the quality of life for the people of Harrisonburg by providing a broad and
37 comprehensive program of leisure time activities.
- 38 • Contribute to the character of the City by developing and maintaining a system of parks,
39 recreational facilities and open space areas.
- 40 • Become the benchmark in the delivery of recreation services that others aspire to attain.
- 41 • Seek agency accreditation through the Commission for Accreditation of Park and Recreation
42 Agencies.

43 The Harrisonburg parks and recreation system has grown considerably in the amount of facilities and
44 programming that the Department of Parks & Recreation oversees. The ability for the Department to
45 change and grow has enabled it to keep pace with the growth of the City. The City’s commitment to
46 comprehensive park planning has had tangible results.

47 [Parks and Recreation Advisory Commission](#)

48 The needs of the general community are represented by a Parks and Recreation Advisory Commission
49 that is composed of eight members including one member representing the School Board and one
50 member representing City Council. The Commission’s main objective is to communicate residents’
51 needs and input into the long-range planning and improvement of the parks and recreation system.

52 [Parks and Recreation Program Needs](#)

53 A 2003 public survey and comparative analysis of level of use standards revealed several shortfalls and
54 needs for improvements in the City’s parks and recreation system.¹ Many of the needs expressed were
55 in the area of athletic fields, walking trails, swimming pools, indoor hard courts and expanded programs
56 for youth activities. A high demand was expressed for soccer and softball/baseball facilities. This was
57 due to intensive use of existing facilities and the popularity of these sports with the general population
58 as well as specific ethnic groups. In an analysis of available park acreage and distribution of parks by
59 neighborhoods and voting precincts, it became evident that the population was relatively well served by

¹ The public survey and comparative analysis was completed with the 2003 Comprehensive Parks and Recreation Master Plan.

60 larger community parks. However, the availability and distribution of neighborhood and mini parks was
61 generally deficient. A detailed analysis can be found in the appendix of the Comprehensive Parks and
62 Recreation Master Plan.

63 The goal, objectives, and strategies listed below focus on the recommendations for the needs of the
64 physical facilities as identified in the Comprehensive Parks and Recreation Master Plan.

65 Parks and Recreation Goals, Objectives, and Strategies

66 Goal 12. To meet the needs of people by providing comprehensive recreation and self-
67 development opportunities, both physical and mental, by developing and maintaining a
68 safe, welcoming, well-distributed, and accessible parks and recreation system that also
69 supports community well-being, economic sustainability, and environmental
70 sustainability.

71 Objective 12.1 To continue to support Harrisonburg’s parks and recreation system as a major
72 community benefit.

73 Strategy 12.1.1 To implement the recommendations of the Comprehensive Recreation
74 and Parks Master Plan and associated park master plans.

75 Strategy 12.1.2 To update the Comprehensive Recreation and Parks Master Plan and
76 associated park master plans as needed and determined by the Parks &
77 Recreation Commission.

78 Objective 12.2 To enhance Harrisonburg parks and recreation facilities and programs to serve
79 the diversity of interests and needs of our community.

80 Strategy 12.2.1 To implement community outreach and engagement strategies to guide
81 decisions on provided facilities and programs best suited to the needs
82 and interests of our diverse community.

83 Strategy 12.2.2 To partner with community organizations to develop strategies for
84 expanding services to our diverse community.

85 Strategy 12.2.3 To continue cooperating with Harrisonburg City Public Schools in making
86 school recreation facilities available to the public, as appropriate.

87 Objective 12.3 To develop an interconnected, accessible network of park and recreational
88 facilities through development of a greenway (trails and natural corridor)
89 system.

90 Strategy 12.3.1 To create a network of pocket parks and green spaces that connects the
91 City’s parks with trails and linear open spaces.

92 Strategy 12.3.2 To design greenways not only to provide recreational opportunities, but
93 also to provide riparian habitat, protection from flooding, pollution
94 filtering, and visible relief from urban development.

95 Strategy 12.3.3 To identify opportunities to develop a network of greenways and trail
96 systems connecting parks and recreational facilities that could also
97 support the needs and priorities identified in the City’s Bicycle &
98 Pedestrian Plan.

99 Objective 12.4 To enhance the appearance, safety, and maintenance of parks and recreation
100 facilities.

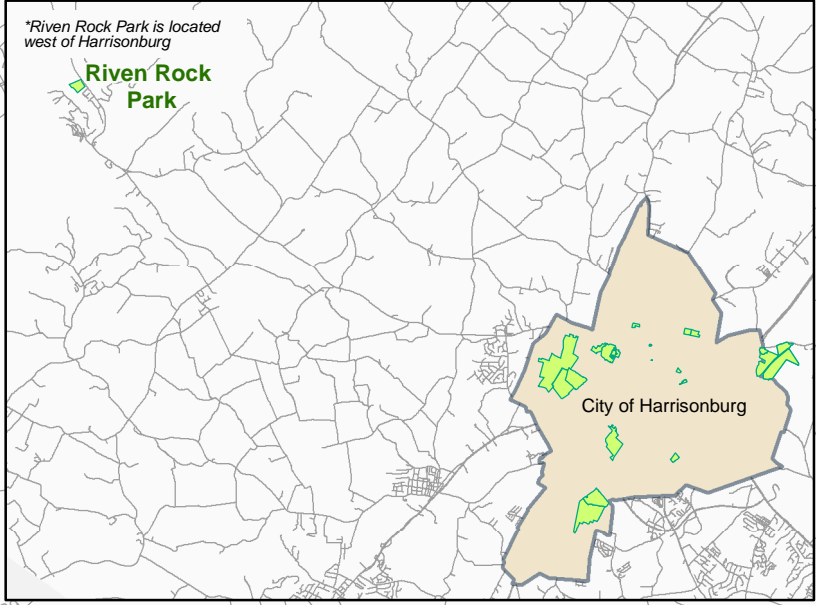
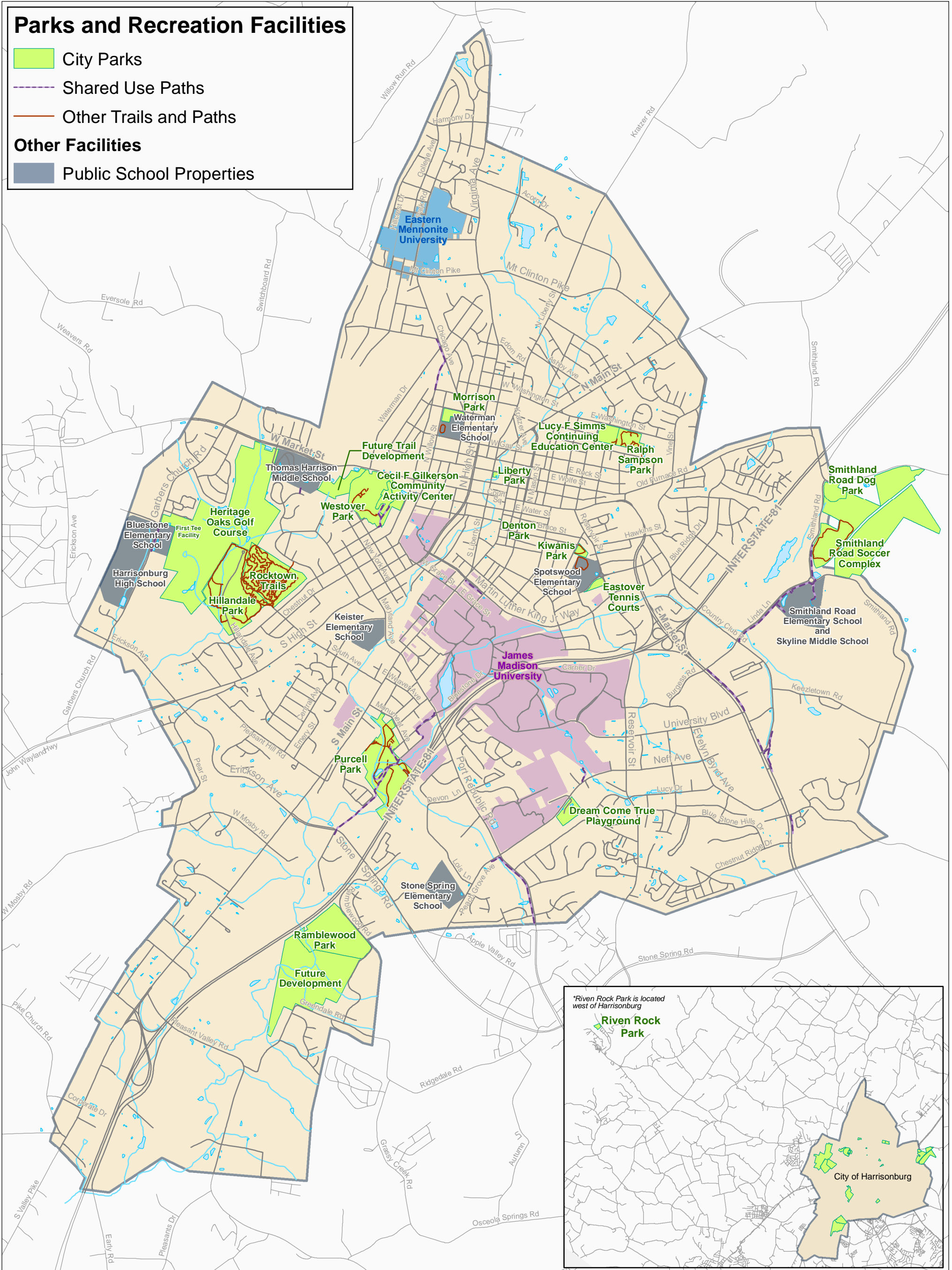
101 Strategy 12.4.1 To create a set of design guidelines and standards for City parks and
102 facilities addressing landscaping, architectural design, sustainability,
103 accessibility, safety, and crime prevention.

104 Chapter Resources

105 Comprehensive Parks and Recreation Master Plan, Smithland Road Master Plan, and Ramblewood
106 Master Plan, <https://www.harrisonburgva.gov/parks-plan>

Parks and Recreation Facilities

- City Parks
 - Shared Use Paths
 - Other Trails and Paths
- Other Facilities**
- Public School Properties



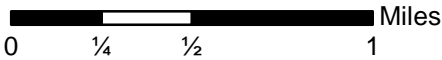
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Data Sources:
 City of Harrisonburg, Department of Parks and Recreation
 City of Harrisonburg, Department of Planning and Community Development
 City of Harrisonburg, Department of Public Works

Existing Parks and Recreation Facilities

Comprehensive Plan

Map created: September 30, 2018



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Chapter 12.

Transportation



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16 Virginia Department of Transportation Comments and City Responses..... 12-27

17

18 Introduction

19 The City of Harrisonburg’s transportation network is made up of a collection of interstate, regional
 20 networks, local streets, public transportation (includes public transit and school bus transportation),
 21 bicycle and pedestrian facilities, public parking, and railroads that serve the common goal to efficiently
 22 move people and products. The success of local and regional economies depends on the mobility provided
 23 by a well-planned, operated, and maintained transportation system.

24 The local and regional transportation systems are planned and developed based on the land use types
 25 and distributions found in the community and region. When land uses change, traffic characteristics such
 26 as the volume, mode choice, and patterns of traffic can also change, which can influence the types of
 27 transportation facilities that are needed. Conversely, transportation improvements can also drive land use
 28 changes, as increased accessibility can stimulate development. Because of this interdependence, the
 29 transportation chapter was developed in close coordination with the land use chapter.

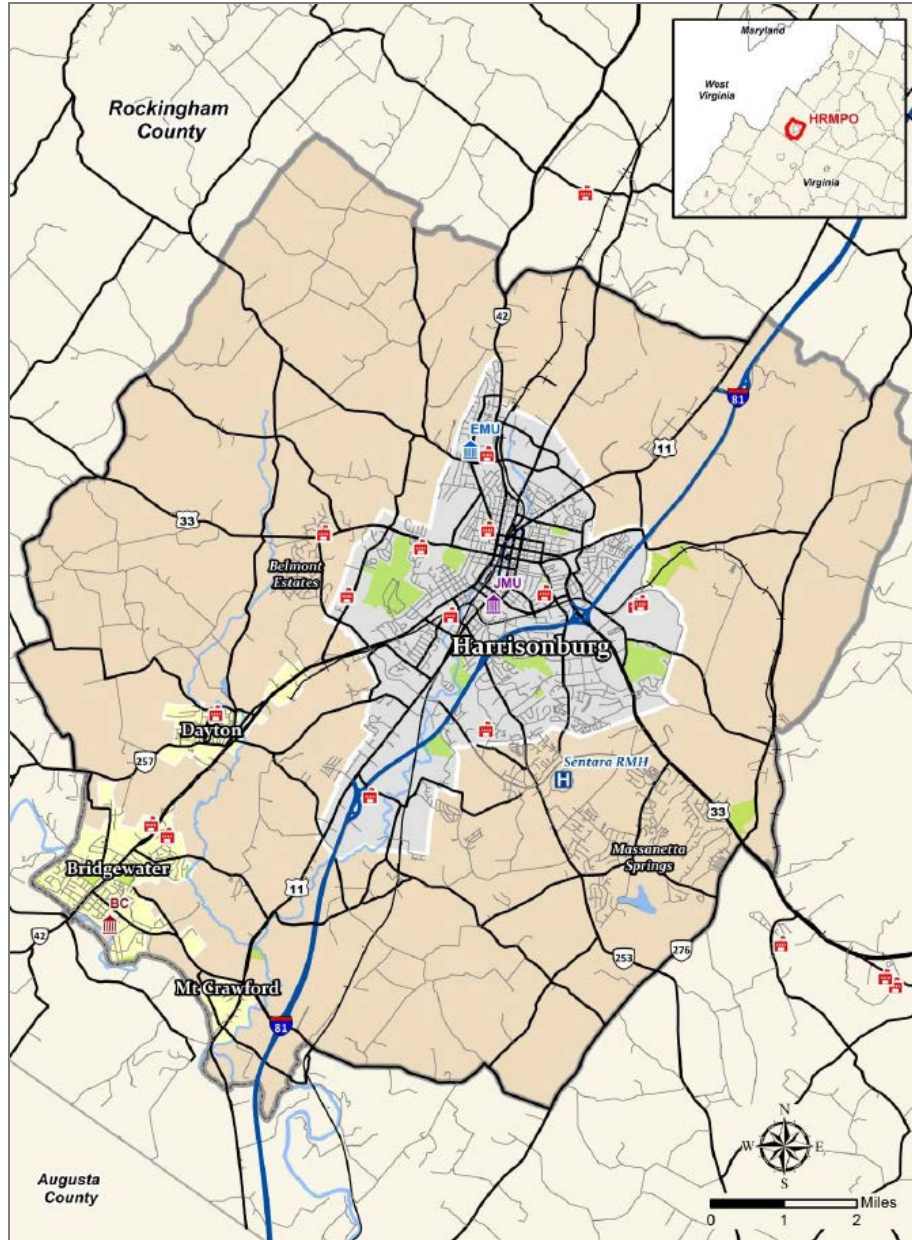
30 **Background**

31 The City is part of a regional transportation system that also includes Rockingham County, several towns,
32 and three institutions of higher education, and interacts with the neighboring
33 Staunton/Augusta/Waynesboro and Charlottesville/Albemarle regional systems. The City plans
34 improvements to the regional transportation system in cooperation with neighboring communities and
35 agencies that participate in the Harrisonburg-Rockingham Metropolitan Planning Organization (HRMPO).

36
37 The HRMPO was formed in 2003 and is governed by a Policy Board composed of elected and appointed
38 officials representing the City of Harrisonburg, Rockingham County, and Towns of Bridgewater, Dayton,
39 and Mt. Crawford, as well as, state transportation agency officials. The Policy Board appoints members to
40 a Technical Advisory Committee (TAC) that is charged with providing professional expertise and making
41 recommendations to the Policy Board. The TAC is generally made up of staff from member jurisdictions.
42 The HRMPO develops the Long Range Transportation Plan (LRTP), which establishes regional
43 transportation priorities. These plans can be found on the HRMPO website. Figure 12-0-1 shows the
44 HRMPO planning boundary. When developing transportation plans and improvements, the City consults
45 a variety of plans adopted by partner agencies, such as the Rockingham County Comprehensive Plan and
46 Bicycle Plan and James Madison University's (JMU) Comprehensive Master Plan and Campus Bicycle and
47 Pedestrian Plan.

48
49 VTRANS 2040 is Virginia's statewide long-range, multimodal transportation plan. Led by the
50 Commonwealth's Office of Intermodal Planning and Investment, VTRANS 2040 is a policy document that
51 focuses on the needs of the Commonwealth's Corridors of Statewide Significance, the multimodal regional
52 networks that support travel within metropolitan regions, and improvements to promote Urban
53 Development Areas (UDAS). (Additional information on Harrisonburg's UDA is available in Chapter 6, Land
54 Use and Development Quality.) VTRANS 2040 establishes goals in the areas of safety and security; system
55 maintenance and preservation; mobility, connectivity, and accessibility; environmental stewardship;
56 economic vitality; transportation and land use coordination, and program delivery. Through this
57 document, the state has significantly shifted mobility priorities from being primarily single-occupancy
58 vehicle oriented to a multimodal model. State and federal transportation dollars are now allocated
59 through the Virginia Department of Transportation (VDOT), in part based on how well projects support
60 the goals and objectives of VTRANS 2040.

61



63

64

Figure 12-0-1. The Harrisonburg-Rockingham Metropolitan Planning Organization planning boundary.

65

66

Local transportation planning is conducted by the Departments of Public Works and Public Transportation with support from the Department of Planning and Community Development and other City departments, and in consultation with City management and the public. The City’s Master Transportation Plan includes the Street Improvement Plan, Transit Development Plan, Bicycle and Pedestrian Plan and the Downtown Streetscape Plan, among other plans.

70

71

72 **Transportation System Existing Conditions**

73 The City’s street network consists of a functional classification hierarchy, including: Interstate 81, principal
74 and minor arterial streets, major and minor collector streets, and local streets; each classification serves
75 a distinct role in the overall network, and generally relates to the purpose of individual streets to
76 efficiently move high volumes of traffic through the City, connect neighborhoods to major thoroughfares,
77 or provide access to destinations in the City. Arterial streets comprise of a small percentage of overall
78 network lane miles, but support the majority of miles traveled in the City. The transportation network
79 also includes a network of bicycle and pedestrian facilities that is continually being improved to connect
80 additional areas of the City that already have biking and walking infrastructure. Bicycle and pedestrian
81 facilities include sidewalks, crosswalks, pedestrian signals, bicycle lanes, and shared use paths. A map is
82 provided at the end of this chapter of the existing street network. Existing bicycle and pedestrian facilities
83 can be found in the Bicycle and Pedestrian Plan referenced at the end of this chapter under Chapter
84 Resources.

85
86 The historic downtown area of the City is well connected with pedestrian infrastructure; however, as the
87 City grew through a series of annexations, its share of roads without pedestrian or bicycle infrastructure
88 also grew. In the post-World War II era, land use and transportation centered around the dominance of
89 single-occupancy vehicles as the mode of choice. In recent years, however, the public and public agencies
90 have embraced less consumptive land use forms, which are better supported by multimodal forms of
91 transportation. The City of Harrisonburg, like many peer cities throughout Virginia and the nation, is now
92 in a continual process of adapting its infrastructure to optimize travel for all modes of transportation,
93 including single-occupancy vehicles, multi-occupancy vehicles, public transportation, walking, and biking.
94 New infrastructure projects pursued by the City are developed with the “complete streets” concept in
95 mind. Smart Growth America, a coalition of advocacy organizations, describes complete streets as serving
96 communities so that all people regardless of age, race, culture, ability, and socioeconomic status have
97 access to safe and pleasant means of transportation to residences, places of work, and places of leisure.
98 Complete streets improve street design so that pedestrians, bicyclists, buses, automobiles, and other
99 modes can be adequately accommodated.

100 **Regional Characteristics**

101 Harrisonburg is centrally located within the Shenandoah Valley and is bisected by Interstate 81 and US
102 Route 11, which serve as major north-south transportation corridors. The City is also bisected by US Route
103 33, which serves east-west traffic from Richmond, Virginia to Indiana. US Route 11 and US Route 33 meet
104 at Court Square, and the two routes divide the City into quadrants.

105 The regional transportation network serves regional traffic flows originating as far west as West Virginia,
106 and as far east as Charlottesville, on a daily basis. Interstate 81 serves predominantly through traffic along
107 the Appalachian mountain range between New York and Tennessee, and is heavily utilized by the trucking
108 industry. Interstate 64 is a major east-west corridor that connects coastal metropolitan areas with inland
109 communities as far west as St. Louis, Missouri. Interstate 64 is located approximately 25 miles south of
110 the City. The close proximity of Harrisonburg to these interstates provides economic advantages, as it
111 makes Harrisonburg readily accessible, allowing for efficient delivery of products and services.

112
 113 Harrisonburg is located along the Crescent Corridor of Statewide Significance, according to VTRANS 2040.
 114 Interstate 81, US Route 11, the Norfolk Southern (railroad), and the Shenandoah Valley Regional Airport
 115 are the major components of this corridor. Regional networks identified in VTRANS 2040 include all of the
 116 major and minor arterial roads in Harrisonburg and Rockingham County. As described in further detail in
 117 Chapter 6, Land Use and Development Quality, this Plan declares the entire incorporated limits of the City
 118 of Harrisonburg designated as an Urban Development Area (UDA).

119 *Roadway (Street) Travel Characteristics*

120 Tables 12-1 and 12-2 contain data that was generated by the Travel Demand Model used for the HRMPO
 121 Long Range Transportation Plan, and describes the use of the regional transportation system, in 2015, and
 122 the projection of use in 2040. The existing volume to capacity ratio, an indicator of roadway (street)
 123 congestion is provided as a map at the end of this chapter.

124
 125 **Table 12-1. Travel characteristics of the regional transportation system**

Parameter	2015	2040
Population (people) ¹	81,411	110,965
Employment (jobs)	43,418	62,976
Vehicle Miles Traveled (VMT)	1,871,740	2,505,330
Vehicle Hours Traveled (VHT)	50,108	74,045
VMT per person per day	23.0	22.6
VHT per person per day	0.62	0.667

126
 127 Source: 2040 Long Range Transportation Plan, Harrisonburg-Rockingham Metropolitan Planning Organization. The
 128 population identified in the table is that of the MPO area. However, the Travel Demand Model includes traffic
 129 generated from within and outside of the MPO boundary.

130
 131 **Table 12-2. Regional travel mode choice**

Mode Choice	2015	2040
Single Occupancy Vehicles	48.9%	48.1%
High Occupancy Vehicles	30.3%	31.6%
Transit	7.3%	7.0%
Bike/walk	13.5%	13.3%

132
 133 Source: 2040 Long Range Transportation Plan, Harrisonburg-Rockingham Metropolitan Planning Organization
 134

135 The U.S. Census 2012-2016 American Community Survey estimates that 71 percent of workers in
 136 Harrisonburg drove to work alone and 13 percent carpooled. Among those who commuted to work, it
 137 took them an average of 16 minutes to get to work.

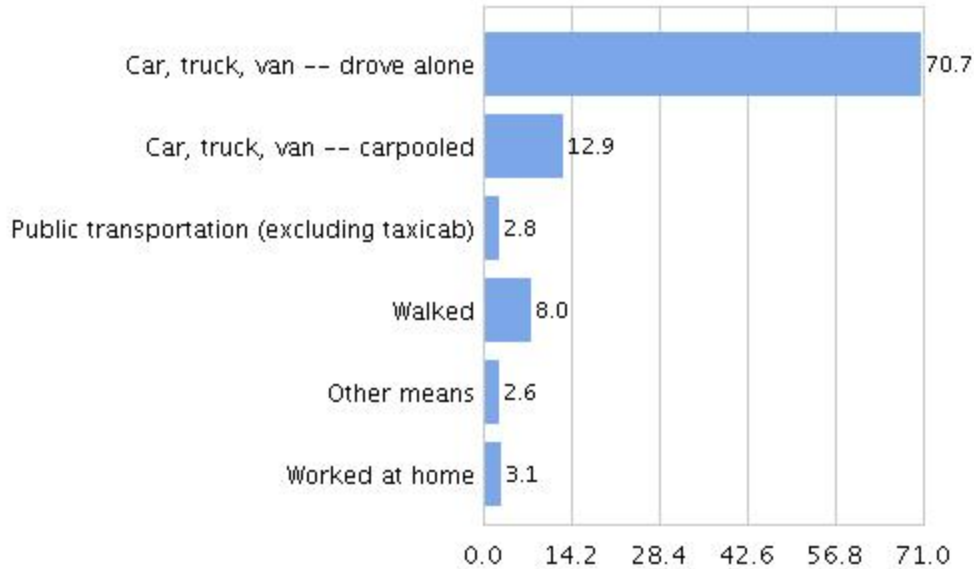


Figure 12-2. Percent of Workers 16 and over Commute by Mode, 2012-2016

Source: U.S. Census Bureau, 2012-2016 American Community Survey

Parking

Adequate and conveniently located parking is an important component of the City’s transportation network. Sufficient and well-designed public parking can assist in enhancing the City’s transportation network. However, too much parking could have negative impacts such as incentivizing driving over walking, bicycling, and public transit which leads to congestion of roadways; increasing impervious surfaces, stormwater runoff, and heat island effect; and using up landarea that could have potential for other uses. The availability and location of parking also plays a role in economic viability. Article G of the Zoning Ordinance regulates the required minimum number of vehicle and bicycle parking for all new development and redevelopment.

Downtown: In the downtown area, the availability of parking is a long-standing topic of discussion for its many diverse users. Two major parking structures were built in the 1970s as economic development tools to encourage businesses to remain in the downtown area. One parking deck is located on West Water Street, the other is located on East Elizabeth Street. These parking structures are approximately 40 years old, and nearing the end of their useful service lives. The City’s Capital Improvement Program calls for their replacement and expansion. The Zoning Ordinance does not require off-street parking for development or redevelopment that occurs in the B-1 Central Business District, which is what the City’s downtown area is mostly zoned.

Permit Parking: By ordinance, the City has “zone parking” in designated areas, which reserves on-street parking exclusively for neighborhood property owners, tenants, and guests. To designate a street for zone parking, it must be studied and verified that 25 percent or more of cars parked on the street are nonresidents. Additionally, it is incumbent upon the residents to submit a petition of at least 50 percent of the residents to create a restricted parking zone.

163 *James Madison University*: JMU issues parking passes for a fee for the many students, faculty, and staff
164 that commute to campus on a daily basis. A parking permit, however, does not guarantee availability of
165 parking. Neighborhoods adjacent to the University are often attractive locations for campus-related
166 parking. JMU’s Campus Master Plan indicates the expansion of existing parking amenities and the
167 construction of new facilities. Planning assumptions for the travel demand model (used to forecast future
168 congestion), shown in 2040 Traffic Volume to Capacity Ratio map, include university parking forecasts, as
169 the availability of campus-associated parking is one of the most impactful influencers of travel patterns in
170 the City. The travel demand model used information from the JMU Campus Master Plan and included a
171 36 percent increase in JMU parking availability between 2015 and 2040. The City and JMU continue to
172 work in collaboration to facilitate and improve the many issues associated with campus-related parking
173 in the City.

174 *Public Transportation*

175 Public transportation services in the City are provided by the Harrisonburg Department of Public
176 Transportation (HDPT), a department within the City government. HDPT operates fixed-route bus service,
177 Americans with Disabilities Act (ADA) paratransit service, scheduled shuttles to Bridgewater and Dayton,
178 and public school bus service. The transit system operates six year-round routes geared toward the
179 general public (non-student population) and numerous seasonal routes during the school year geared
180 toward the needs of JMU students.¹

181 Funding for transit services is provided by the City, JMU, the Virginia Department of Rail and Public
182 Transportation (DRPT), and the Federal Transit Administration (FTA). HDPT also generates fare revenue
183 and has an advertising program which provides revenue as local funding. HDPT is considered a small urban
184 5307 property for purposes of federal funding.² The bus service has become an integral service to JMU,
185 its students and staff, and helps alleviate traffic congestion. However, JMU has recently invested heavily
186 in parking infrastructure including the development of new parking decks and the acquisition of existing
187 parking facilities, which has contributed to increased traffic congestion on City streets. If additional
188 apartment complexes are built farther away from JMU’s campus in Rockingham County, it will be
189 important for transit routes to be designed accordingly, making it appealing for students to ride transit
190 versus driving to class. Expansion of public transit services in Rockingham County will require support and
191 financial participation from the County Board of Supervisors.

192 The City recognizes that successful public transportation operations develop in tandem with an
193 environment that provides effective pedestrian and bicycle infrastructure. The City also recognizes that a
194 healthy transportation network should provide links between pedestrian and bicycle users to allow multi-
195 modal opportunities for motor vehicle users. With this in mind, the City is committed to participating in

¹ The distinction of City routes and JMU routes relates to HDPT’s contact with JMU to provided transit services geared towards JMU students. References to “City routes” and the “non-student” population are those routes not supported by the JMU contract and do not necessarily travel through the JMU campus.

² 5307 refers to the Urban Area Formula Funding Program (49 U.S.C. 5307) that makes federal resources available to urbanized areas and to state governors for transit capital and operating assistance in urbanized areas and for transportation-related planning. HDPT is referred to as a small urban 5307 property.

196 planning for a vibrant multi-modal transportation environment with the appropriate federal, state, and
197 local authorities.

198 *Rail Access*

199 Class 1 freight rail service is provided by Norfolk Southern over its own rails. Class 1 freight service is
200 typically long-haul service; there are only eight companies designated as Class I in the United States. The
201 Shenandoah Valley Railroad runs on its own tracks southeast of Harrisonburg in Pleasant Valley to
202 Staunton and interchanges with Norfolk Southern on the north end of the line. The Chesapeake Western
203 Branch of Norfolk Southern is a short-line service that runs from Elkton to Harrisonburg, and from
204 Broadway to Pleasant Valley; these two shortlines intersect in Harrisonburg. The HRMPO region has many
205 opportunities to access rail facilities for moving freight. There are two transloading facilities on Pleasant
206 Valley Road; one in the City, and the other in Rockingham County. Transloading facilities are used to
207 transfer freight from one mode of transport to another and are critical to maintaining the intermodal
208 freight network. Freight transported via semi-truck relies on local street networks to access inter-regional
209 transportation networks, interstates, and railroads. To maintain or expand the opportunities for
210 intermodal freight connections, it is critical to maintain industrial zoning on parcels adjacent to the
211 railroads. These sites provide additional opportunities for developing transloading facilities and the ability
212 to move more freight via rail.

213 Norfolk Southern runs along the entire length of the Crescent Corridor, an existing 2,500-mile rail network
214 through 13 states from Louisiana to New Jersey that touches 26 percent of the nation's population and
215 30 percent of the nation's manufacturing output. In Virginia, the Crescent Corridor runs along the
216 Appalachian Mountains in the western part of the state, and is generally defined by Interstate 81. It
217 provides access to the Virginia Inland Port in Front Royal, as well as multiple junction points to other
218 Norfolk Southern lines. The Crescent Corridor serves as a major trucking and freight corridor along the
219 east coast. In 2010, Norfolk Southern was awarded federal funds to make improvements to the Crescent
220 Corridor, including six projects in Virginia to ease congestion on Interstate 81 by displacing long distance
221 freight carried by truck.

222 *Air Transportation*

223 The Shenandoah Valley Regional Airport (SHD), located in Weyers Cave, offers scheduled air service. In
224 the spring of 2018, SHD contracted with United's regional partner, SkyWest. Through this service, the
225 region's air customers now have access to United's global network of flights through two major hubs
226 – Washington-Dulles International Airport (IAD) and Chicago O'Hare International Airport (ORD). SHD
227 offers a number of ways to get to and from the airport, including free airport parking, a door-to-door
228 shuttle service between the airport and locations within the region, and several rental car options
229 operating on-site. Charlottesville Albemarle Airport (CHO) is located just over an hour from Harrisonburg
230 and has scheduled service from five commercial carriers. Daily nonstop flights are offered to Washington
231 Dulles, Charlotte, Atlanta, Philadelphia, New York LaGuardia, and Chicago. Two private aviation airports
232 are located in the region; Frank Field Airport is located 4-miles northwest of the City, and Bridgewater
233 Airpark is located south of the Town of Bridgewater.

234 [Master Transportation Plan](#)

235 The Master Transportation Plan includes the Street Improvement Plan, Transit Development Plan, Bicycle
236 and Pedestrian Plan, and the Downtown Streetscape Plan, among other plans. The Master Transportation
237 and its subplans establishes a vision for the future transportation network in the City.

238 [Transit Development Plan](#)

239 The Virginia Department of Rail and Public Transportation (DRTP) requires that any public transit (bus,
240 rail, ferry) operator receiving state funding must prepare, adopt and submit a Transit Development Plan
241 (TDP) at least every six years, with annual updates. A TDP is a short-range transit plan that outlines services
242 that a public transit provider intends to implement during the 10-year planning period, estimates what
243 resources will be needed, and what funding opportunities are likely to be available. Some of the issues
244 considered by the TDP are summarized below. (Additional information and a weblink to the Harrisonburg
245 Transit Development Plan (TDP) is available at the end of this chapter under Chapter Resources.)

246 [Transit Operating Hours](#)

247 To better meet the needs of our community members, transit service should be available to them when
248 they most need it. The current operating hours for City routes are from approximately 7:00 a.m. until
249 approximately 7:00 p.m. The 2017 TDP recommends scheduling improvements to add service earlier in
250 the morning and later in the evening for City routes, Monday through Friday; to operate a full schedule
251 on Saturday; and to add service on Sundays for City routes. The aim will be to implement additional
252 operating hours for riders employed in industries and jobs that are not limited to traditional working
253 hours.

254 [James Madison University](#)

255 JMU is a major generator of trips that are served by public transit. JMU has a contract with HDPT to provide
256 a significant level of public transit services to help meet the needs of students. The FY2017-2018 contract
257 is just over \$1.64 million.

258 Historically, ridership associated with JMU has accounted for about 90 percent of the total system
259 ridership. FY2016, total transit ridership was 2,807,730. The historic growth of JMU has provided a great
260 deal of impetus for the City to grow and expand its public transit services. As described in Chapter 4,
261 Planning Context, JMU's Fall 2017 enrollment stood at 21,836 and by 2022 the State Council for Higher
262 Education in Virginia (SCHEV) projects a total JMU fall enrollment of 24,368, an increase of more than
263 percent in less than five years. This growth will place a greater demand for public transit services.

264 [Harrisonburg City Public Schools](#)

265 As stated previously, HDPT provides transportation services for the city's public schools. As described in
266 Chapter 8, Education, Workforce Development, and Lifelong Learning, Harrisonburg City Public Schools'
267 (HCPS) enrollment at the beginning of the 2017-2018 school year was 5,886 students. During the 2017-
268 2018 school year total school bus ridership was estimated at 746,820.³ According to the Weldon Cooper

³ Source: Harrisonburg Department of Public Transportation. The 2017-2018 bus ridership was estimated by using a sample week in October 2017 that coincided with a request from the Virginia Department of Education. The

269 Center, HCPS enrollment is projected to be 6,617 by the 2021-2022 school year, an increase of 12.4
270 percent in five years. This growth will require HDPT to expand service by purchasing new school buses
271 and hiring additional drivers.

272 [Downtown Harrisonburg](#)

273 The accessibility of the many commercial, cultural, and governmental services that exist in the downtown
274 area is important to the City. As more revitalization in the form of development and redevelopment takes
275 place downtown, the need for public transit services will grow. The 2017 TDP recommended exploration
276 additional routes between JMU and downtown, as well as connecting downtown locations with parking
277 opportunities. This type of route could be helpful for event dates at JMU, where there is a significant
278 increase in visitors and a high demand for parking at JMU and in downtown.

279 [Transit/Transfer Station and Park-and-Ride](#)

280 The 2017 TDP recommends consideration of building a bus transit/transfer station that would include a
281 covered passenger waiting area, bicycle and pedestrian facilities and accommodations, driver restroom,
282 and information kiosk, and also to consider a park-and-ride lot to be located and constructed in
283 conjunction with the bus transfer station. While there are currently no park-and-ride lots in Harrisonburg,
284 it was identified as a need in the Harrisonburg-Rockingham Long Range Transportation Plan. A park-and-
285 ride lot would be a logical amenity to accompany the City's transit transfer station, and fill a transportation
286 demand management (TDM)⁴ gap now, and in the future. The co-location of the transit/transfer center
287 and park-and-ride lot would also be conducive to the use of the transfer station as a stop along a future
288 intercity bus and interregional bus stop.

289 [Expand Services in Rockingham County](#)

290 The provision of seamless transportation services for community members in the Harrisonburg urbanized
291 area requires that the City work with Harrisonburg-Rockingham Metropolitan Planning Organization
292 (HRMPO) member localities to find ways to seamlessly offer transportation services across and between
293 existing political boundaries. A substantial amount of development is being experienced around the
294 eastern and southeastern City/Rockingham County boundary lines along Reservoir Road and Port Republic
295 Street. Student housing complexes are being approved in Rockingham County close to the City/ County
296 boundary giving rise to a greater need for expanded transit services into Rockingham County to cater to
297 students travelling to and from JMU. Additionally, increased traffic congestion negatively impacts HDPT's
298 on-time performance.

299
300 Sentara RMH Medical Center, located in Rockingham County, draws a large number of people from the
301 Harrisonburg/Rockingham urbanized area and beyond. HDPT currently provides service to Sentara RMH
302 Medical Center, however, service is limited. Public transit service for City residents to access the hospital
303 on two routes started after Sentara RMH moved into Rockingham County. HDPT provides complimentary

highest number of students riding buses on any given day that week, for either morning or afternoon, was 4,149 students. There are 180 days of school per year. (4,149 students x 180 days/year = 746,820 students/year.)

⁴ Transportation Demand Management (TDM) is defined as a set of strategies aimed at maximizing travel choices. Instead of focusing on infrastructure, TDM focuses on understanding how people make transportation decisions and helping people use the infrastructure in place for transit, ridesharing, walking, biking, and teleworking.

304 ADA paratransit service within ¼-mile of the public transit routes that travel into the County – this is
305 federally mandated. Passengers who use the service pay \$2 per trip.

306
307 In January of 2017, Rockingham County embarked on the process of adopting an urban development area
308 (UDA) plan that will be incorporated into its. A UDA is designated by a locality in their comprehensive plan
309 for higher density development that incorporates the principles of traditional neighborhood development
310 (TND). Greater density and growth within the designated UDA located along City/County boundaries lends
311 credence to a greater need for mutual understanding/agreements between the City and Rockingham
312 County for transportation services serving community members.

313
314 Employees, patients, and visitors of Sentara RMH and County residents would benefit greatly from
315 provision of additional public transit services between adjoining jurisdictions. To provide additional public
316 transit services in Rockingham County, County Board of Supervisor support and financial commitments
317 would be needed.

318 *Street Network Planning*

319 The Department of Public Works, with support from the Department of Planning and Community
320 Development and the Harrisonburg Police Department, leads a number of activities that determine the
321 evolution of the street network in the near and long term. The street network includes facilities that
322 support motorized vehicles, as well as, bicycle and pedestrian facilities.

323 *Long-range planning:* In addition to the Street Improvement Plan, which is a component of the
324 Comprehensive Plan, the City also adopts and implements the Bicycle and Pedestrian Plan and the
325 Downtown Streetscape Plan, among others. Collectively, these plans are referred to as being part of the
326 City’s Master Transportation Plan. These plans can be found on the City website and in Chapter Resources
327 at the end of this chapter.

328 *Development review:* City staff reviews engineered comprehensive site plans for new developments for
329 consistency with the criteria required by the City’s Design and Construction Standards Manual (DCSM),
330 VDOT, and Federal Highway Administration (FHWA) standards. Streets must meet these standards to be
331 accepted by the City for future operation and maintenance. Staff also may require any new development
332 that meets criteria thresholds generating particular increases in vehicle trips to prepare and submit a
333 traffic impact analysis (TIA) for review. This document provides traffic mitigation measures due to the
334 impact of the new development on the City’s existing street network.

335 *Neighborhood Traffic Calming Program (NTCP):* The Department of Public Works and the Harrisonburg
336 Police Department jointly administers the City-adopted Neighborhood Traffic Calming Program. The
337 typical 25 mile/hour neighborhood speed limit allows for safe sharing of public space between motorist,
338 bicycles, and pedestrians. However, average speeds through some neighborhoods exceed this limit,
339 causing safety concerns. The program applies a phased approach of community awareness, motorist
340 education, enforcement, and physical design elements to reduce traffic speeds and restore public safety.
341 This program requires significant participation from the neighborhood residents. Five City neighborhoods

342 have enrolled in this program since its inception in 2002. More about this program can be found on the
343 City website.

344 *Transportation Safety & Advisory Commission:* The Department of Public Works facilitates this Council-
345 appointed Commission and its Bicycle and Pedestrian Subcommittee to review and recommend solutions
346 to issues related to traffic safety in the City. Recommendations for improvements are typically directed to
347 the Department of Public Works and are funded through the department's operating budget; larger
348 projects may be incorporated into the Capital Improvement Program. In 2010, the Bicycle & Pedestrian
349 Subcommittee was established by the Commission following City Council action to formally add bicycle
350 and pedestrian matters as an additional area of responsibility of the Commission.

351 *Funding for Maintenance and Construction of Streets*

352 In the Commonwealth of Virginia, any town or city with a population of 3,500 or greater is responsible for
353 maintaining their own transportation facilities. The City receives funds for maintenance through the VDOT
354 Highway Maintenance Account, which is a state funded program that appropriates funds based on moving
355 lane miles within the locality. The City receives funds for construction through various programs and
356 grants made available by VDOT; however, all of those funds are appropriated through competitive
357 application processes.

358 *Maintenance Funding:* The maintenance funding received by the City can only be used for eligible
359 maintenance activities on existing transportation infrastructure within the City. Eligible maintenance
360 activities include repaving roadways, curb and gutter and sidewalk repair/replacement, traffic signals,
361 pavement markings, street signage, brush cutting, bridge maintenance, and other activities. Funding
362 levels for the VDOT Highway Maintenance Account are set by the Commonwealth Transportation Board
363 (CTB), which is a state board appointed by the Governor, and has historically increased at a rate equal to
364 the yearly Consumer Price Index. Those funds are then appropriated to each locality based on the number
365 moving lane miles of arterial and local/collector Streets. In FY2016-2017 the City received \$4.8 million
366 from the Highway Maintenance Account. The City has historically contributed additional funds for the
367 maintenance of the transportation system.

368 *Construction Funding:* The process by which the City receives construction funding has dramatically
369 changed over the past four years. Previously, the City was allocated funds through the Urban Construction
370 Funding program. In 2015, that program was removed and replaced with the Smart Scale program, which
371 was established as a means of increasing the transparency of transportation funding decisions made by
372 CTB. The Smart Scale program is a competitive grant program that prioritizes transportation projects for
373 funding based on their value in addressing the most critical regional and state-wide transportation needs.

374 In addition to the Smart Scale program, the City is eligible to apply for various other competitive VDOT
375 grants that can be utilized for transportation projects including Revenue Sharing, the Transportation
376 Alternatives Program, the Highway Safety Improvement Program, and others.

377 The City has developed its transportation construction and maintenance program based on a three-
378 pronged approach that includes federal, state, and local funds. City leadership recognizes that it can utilize
379 federal and state dollars to advance projects, but that significant local financial contributions are

380 necessary to deliver timely transportation improvements. As competition increases for the limited federal
381 and state dollars available, increased planning and foresight will be required to ensure the City's success
382 in obtaining grant funds.

383 Street Improvement Plan

384 As previously discussed, the Street Improvement Plan (SIP), is one component of the Master
385 Transportation Plan. The SIP project descriptions in Table 12-3 and map (at the end of this chapter) identify
386 transportation infrastructure improvements that the City may pursue to address safety, congestion,
387 bicycle and pedestrian needs, and new development. The SIP is also a tool that provides an opportunity
388 for the City to engage with private entities, such as developers, industry, and institutions, to share the
389 responsibility of evolving the transportation network.

390 The Street Improvement Plan continues to include project priorities found in the HRMPO Long Range
391 Transportation Plan, those that support the goals and objectives of VTRANS 2040, and projects that
392 improve the local network, based on the goals and objectives established in this chapter.

393 Planning Process

394 To prepare the SIP, city staff created Volume to Capacity (V/C) maps for 2017 and 2040, using the regional
395 travel demand model completed by the Harrisonburg-Rockingham Metropolitan Planning Organization
396 (HRMPO)'s Long Range Transportation Plan, amended in 2018. V/C is a measurement of the operating
397 capacity of a roadway where the number of vehicles passing through is divided by the number of vehicles
398 that could theoretically pass through when at capacity. Streets with a V/C ratio between 0.8 – 1.0 are
399 considered congested, and streets with a V/C ratio greater than 1.0 are considered over capacity. The travel
400 demand model used to create the V/C maps used various planning assumption inputs to forecast traffic
401 volumes on City streets in the year 2040. Among these assumptions were the future land use locations
402 (found in the Land Use Guide map and descriptions in Chapter 6, Land Use and Development), population
403 and employment growth, and regional development trends, all of which affect trip generation and
404 distribution.

405 Streets with a forecasted V/C greater than 0.8 were considered deficient for the purpose of developing
406 the SIP. The 2017 and 2040 Volume to Capacity (V/C) maps are available at the end of this chapter. The
407 travel demand model analyzes the transportation network as a system, and is not capable of localized
408 analysis of deficiencies. Staff's knowledge of known and anticipated localized deficiencies throughout the
409 network was also utilized in developing the SIP. Another item of importance that was used to determine
410 appropriate projects for inclusion in the SIP was traffic safety. A map of locations that have potential for
411 safety improvements can be found at the end of this chapter. Finally, bicycle and pedestrian needs, and
412 network connectivity were also considered in developing the SIP, as strategies to reduce vehicle miles
413 traveled, thus reducing demand on the transportation network. Bicycle and pedestrian facilities to
414 accompany street improvements are included here, in the SIP, and stand-alone bicycle and pedestrian
415 improvements can be found in the City's Bicycle and Pedestrian Plan, a component of the City's Master
416 Transportation Plan.

417 The 2011 SIP list was compared to these deficiencies and it was determined that it includes proposed
418 projects to address many of the segments predicted to be congested by 2040. Staff identified additional
419 projects for segments predicted to become congested that were not addressed by projects in the 2011
420 SIP. Capacity challenges on segments for which an improvement is not identified in the SIP can be
421 assumed to be managed through transportation demand management strategies found in the objectives
422 and strategies of this chapter. Other projects in the SIP address operational deficiencies and improve
423 safety. Updated project cost estimates were developed as part of this process, using the VDOT Planning
424 Cost Estimating System.

425 Additional projects are included in the SIP beyond those which are intended to mitigate congestion and
426 operational deficiencies. As noted in the SIP map, the Plan includes several streets that are intended to
427 be built only when a property is developed. These are identified in the plan so that the City and developers
428 have a point from which to begin discussion on street accommodations for new development. There are
429 also projects of a more regional nature identified in the SIP. The City will coordinate with Rockingham
430 County and VDOT on these projects to facilitate regional movement of traffic, which will also serve to
431 manage congestion on through-routes in the City. Projects shown on the map that are outside of the City
432 boundary are also included in the Harrisonburg-Rockingham Metropolitan Planning Organization’s Long
433 Range Transportation Plan (LRTP). The LRTP is the regional transportation plan and is discussed earlier in
434 this chapter.

435 **Project List**

436 Projects identified in the SIP are grouped in Table 12-3 and the Street Improvement Plan map by
437 location within one of four quadrants (Northwest, Northeast, Southeast, and Southwest) of the City
438 divided by Main Street and Market Street. Additionally, each project identifies which transportation
439 need or needs it is intended to address, as represented by the following icons:



Safety Improvement



Congestion mitigation/
Alternative route



Bicycle & Pedestrian
Improvement



New Development/
Connectivity

440

441 Street improvements in the SIP map are color coded as:









- 442 • Intersection Improvement – a new or modified intersection control is proposed at an existing
443 intersection.
- 444 • New Intersection – an intersection is proposed where one does not currently exist.
- 445 • Intersection removal – to eliminate an existing intersection by removing the connection between
446 the two streets, such as by building a cul-de-sac at the end of a currently connected street.
- 447 • Improvement on Existing Street Alignment – Street improvements are planned to be made along,
448 adjacent to, and/or at one or more points on the existing street. Private developments are
449 required by the Design and Construction Standards Manual (DCS) to make improvements to the
450 street in front of their property at the time of development, which contributes to the process of

- 451 achieving the vision for the particular street, as described in the Street Improvement Plan.
 452 Improvements required by developing properties can include right-of-way dedication, as well as,
 453 construction of sidewalks, curb and gutter, and street widening.
- 454 • New Street Alignment – A street is planned to be built at a new location where no street currently
 455 exists. Lines on the map do not necessarily represent actual alignments. Some of the new streets
 456 identified will serve new development. These street alignments will be determined when the
 457 layout of the development is planned.
 - 458 • Street removal – the physical elimination of a street or segment of a street. This would occur only
 459 when there has been a reconfiguration of traffic patterns, and the segment to be removed is in
 460 conflict with the new pattern and/or the segment to be removed no longer serves a purpose.

461
 462 **Table 12-3. Street Improvement Plan Project List**

463 Cost estimates provided in Table 12-3 are at 2019 levels using an average cost from VDOT’s Planning Cost
 464 Estimate spreadsheet.

















465
 466 **Northwest Quadrant**
 467



















NW-1 	Northwest Connector. Construct new limited-access two-lane road with sidewalks and bicycle lanes from Garbers Church Road at West Market Street to Interstate 81 Exit 251 in Rockingham County. Note: cost estimate provided is for improvements within City limits only.	\$ 5,600,000
NW-2 	Mount Clinton Pike from Proposed Northwest Connector to College Avenue. Widen the road to three lanes to provide access management with sidewalks and bicycle lanes. Note: cost estimate provided is for improvements within City limits.	\$ 3,400,000
NW-3 	Mount Clinton Pike from College Avenue to Virginia Avenue. Widen the road to three lanes with sidewalk on one side, a shared use path on the other side, and a roundabout to connect Park Road and Chicago Avenue.	\$ 11,600,000
NW-4 	Mount Clinton Pike to Acorn Drive Connector. Construct new two-lane road with sidewalks from Mount Clinton Pike to Acorn Drive.	\$ 5,300,000
NW-5 	Acorn Drive to Friendship Drive Connector. Construct new two-lane road with sidewalks from Acorn Drive to Friendship Drive in Rockingham County. Note: cost estimate provided is for improvements within City limits.	\$ 2,900,000
NW-6 	Intersection Improvement at Virginia Avenue and Acorn Drive. Install a new intersection treatment to address safety, when future traffic volumes/conflicts warrant an improvement.	\$ 500,000
NW-7 	Intersection Improvement at Liberty Street and Acorn Drive. Install a new intersection treatment to address safety, when future traffic volumes/conflicts warrant an improvement..	\$ 500,000
NW-8 	Parkwood Drive from Park Road to Virginia Avenue. Widen the road to three lanes with sidewalks and bike lanes.	\$ 5,800,000



NW-9  	Summit Avenue to West Market Street Connections. Construct new two-lane roads with sidewalks from Summit Avenue, Hillside Avenue, and College Avenue to West Market Street. Construct new roadway connection to Waterman Drive.	\$ 12,800,000
NW-10    	Chicago Avenue from Mount Clinton Pike to West Gay Street. Widen the road to three lanes with sidewalk on one side and a shared use path on the other side.	\$ 19,300,000
NW-11 	Intersection Improvement at Chicago Avenue and Waterman Drive. Construct a roundabout.	\$ 2,700,000
NW-12 	Virginia Avenue from West Gay Street to 5th Street. Widen the road to four lanes with sidewalks. Remove on-street parking, improve the parallel alleyways, and replace the storm drain system.	\$ 25,000,000
NW-13 	Intersection Improvement at Virginia Avenue/North High Street and West Gay Street. Widen the intersection to accommodate northbound truck traffic turning onto West Gay Street and extend the westbound left turn lane.	\$ 900,000
NW-14    	North Liberty Street from Edom Road to North City Limits. Widen the road to three lanes with sidewalk on one side and a shared use path on the other side.	\$ 21,200,000
NW-15  	Acorn Drive to City limit between North Liberty Street and Mount Clinton Pike. Construct two-lane roadway with sidewalk on both sides.	\$2,000,000
NW-16 	Intersection Improvement at Mount Clinton Pike and Technology Drive. Install a new intersection treatment to address safety, when future traffic volumes/conflicts warrant an improvement.	\$ 500,000
NW-17 	Intersection Improvement at Mount Clinton Pike and Acorn Drive. Install a new intersection treatment to address safety, when future traffic volumes/conflicts warrant an improvement.	\$ 500,000

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Northeast Quadrant

NE-1    	North Main Street from Noll Drive to Charles Street. Widen the road to three lanes with sidewalks and bicycle lanes. Remove on-street parking.	\$ 1,100,000
NE-2  	North Main Street from Charles Street to Mount Clinton Pike. Widen the road to three lanes with sidewalk and bicycle lanes.	\$ 1,200,000
NE-3    	North Main Street to Smithland Road Connector. Construct new 4-lane divided road with sidewalk on one side and a shared use path on the other side. Note: cost estimate provided is for improvements within City limits.	\$ 12,100,000
NE-4 	Interchange at Interstate 81 and Smithland Road. Construct new interchange at Interstate 81 and Smithland Road/Buffalo Drive.	\$ 93,000,000
NE-5   	Smithland Road from Old Furnace Road to Linda Lane. Widen the road to four lanes, divided, sidewalk on one side, and a shared use path on the other side.	\$ 28,200,000
NE-6  	Old Furnace Road from Vine Street to Smithland Road. Widen the road to three lanes with sidewalk on one side and a shared use path on the other side.	\$ 16,700,000















NE-7  	Old Furnace Road @ Smithland Road to Research Drive Connector. Construct 4-lane divided limited access major collector with center median, sidewalk one side and shared use path on the other. Note: cost estimate provided is for improvements within City limits.	\$ 2,145,000
NE-8 	Intersection Improvement at East Washington Street and Vine Street. Install a new intersection treatment to address safety, when future traffic volumes/conflicts warrant an improvement. Widen East Washington Street to three lanes at the intersection to include a left turn lane.	\$ 1,700,000
NE-9	(Reserved.)	
NE-10  	Keezletown Road from Country Club Road to East City Limits. Reconstruct Keezletown Road to include curb and gutter, sidewalks, and bicycle lanes.	\$ 11,000,000
NE-11 	Intersection Improvement at Keezletown Road and Country Club Road. Install a new intersection treatment to address safety, when future traffic volumes/conflicts warrant an improvement..	\$ 500,000
NE-12  	East Market Street from Interstate 81 to Carlton Street. Widen each direction to three travel lanes with sidewalks. Reconstruct the bridges over the railroad tracks.	\$ 52,000,000
NE-13  	Interchange Improvements at Interstate 81 and East Market Street: Funded project (See VDOT Six Year Improvement Program): Realignment and signalization of NB on- and off-ramps of Exit 247 at East Market Street, and channelization of dual left turn lanes onto Linda Lane. Not yet funded: Realignment of southbound off-ramp to lengthen merge area onto East Market Street; median shared use path through interchange on East Market Street (Linda Lane/Burgess Road to Martin Luther King Jr Way).	\$ 6,700,000 \$ 7,600,000
NE-14  	East Market Street from East City Limits to Country Club Road. Widen the westbound lanes to three lanes with a shared use path.	\$ 13,800,000
NE-15 	East Market Street Safety Improvements between University Boulevard and Chestnut Ridge Drive. Redesign crossovers from private entrances at two locations to reduce motor vehicle conflicts and improve turning lanes.	\$ 2,500,000
NE-16  	Country Club Road from East Market Street to Interstate 81. Widen the road to three lanes with sidewalk on one side and a shared use path on the other side.	\$ 20,300,000
NE-17   	Country Club Road from Interstate 81 to Vine Street and Martin Luther King Jr Way Connector. Widen Country Club Road to three lanes with sidewalk on one side and a shared use path on the other side (I-81 to proposed intersection with Martin Luther King Jr Way extension). Construct new three lane road extension of Martin Luther King Jr Way from East Market Street to Country Club Road, with sidewalk on one side and a shared use path on the other side. Construct transit transfer center and park and ride lot near to East Market Street and I-81 interchange, accessed by Martin Luther King Jr Way extension. Note: estimate includes road improvements, only. See Transit Development Plan for transit center information.)	\$ 14,200,000











NE-18  	Linda Lane from East Market Street to Country Club Road. Widen the road to five lanes with sidewalk on one side and a shared use path on the other side.	\$ 8,300,000
NE-19  	East Market Street from Mason Street to Reservoir Street - Reduce to a two-lane street with median, left turn lanes at public streets, and bike lanes. Convert the signalized intersection of East Market Street & Mason Street to a roundabout.	\$7,219,800
NE-20  	Smithland Road, Linda Lane, Keezletown Road connections. Construct two-lane roadway with sidewalks on both sides.	\$ 13,900,000
NE-21 	Linda Lane street connection and intersection removal. New street connection to Linda Lane to replace the parcel access currently provided by the frontage road that connects to Linda Lane in the functional area of the Linda Lane/East Market Street signalized intersection. Remove the frontage road intersection, including traffic signal.	\$ 1,200,000

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Southeast Quadrant



















SE-1  	South Carlton Street from Reservoir Street to East Market Street. Widen the road to three lanes with sidewalks.	\$ 3,300,000
SE-2  	Norwood Street to East Market Street Connections. Construct new two-lane road with sidewalks from Norwood Street and Franklin Street to East Market Street at Old Furnace Road.	\$ 3,500,000
SE-3  	Reservoir Street from E Market Street to Martin Luther King Jr Way. Widen the road to include bicycle lanes and sidewalks on each side.	\$ 6,700,000
SE-4  	Intersection Improvement at Reservoir Street and Martin Luther King Jr Way. Widen the eastbound leg of Martin Luther King Jr Way and the northbound leg of Reservoir Street to five lanes. Eastbound Martin Luther King Jr Way will have two through lanes and one right turn lane at the intersection. Northbound Reservoir Street will have one through lane and two left turn lanes at the intersection.	\$ 3,200,000
SE-5 	Intersection Improvement at Ridgeville Lane and Foley Road.	\$ 1,200,000
SE-6 	Neff Avenue from Port Republic Road to Sunchase Court. Widen the road to four lanes with a median, sidewalk on one side, and a shared use path on the other side.	\$ 22,200,000
SE-7  	Port Republic Road from South Main Street to Devon Lane. Construct a median island and turn lanes to provide access management. Reconstruct sidewalk on one side and a shared use path on the other side.	\$ 28,800,000
SE-8    	Maplehurst Avenue to Harrison Street Connector, Intersection Improvement at South Main Street and East Fairview Drive, and South Main Street Turn Lane Extension. Construct new two-lane road with sidewalks. Reconfigure East Fairview Drive to “right-in/right-out” only (ultimately, remove East and West Fairview Drive connections to South Main Street). Widen South Main Street to extend the southbound left turn lanes.	\$ 2,800,000

SE-9 	Intersection Improvement at South Main Street and South Avenue. Widen South Avenue to three lanes at the intersection to include a left turn lane.	\$ 700,000
SE-10 	Skylark Lane to Port Republic Road Connector. Construct new two-lane road with sidewalks from Skylark Lane to Port Republic Road at Westmoreland Drive and from Decca Drive to Port Republic Road at Nelson Drive.	\$ 6,400,000
SE-11 	Peach Grove Avenue to Greendale Road Connector. Construct new four-lane road with wide shoulders from Ridgedale/Greendale road to Stone Spring Road.	In Rockingham County
SE-12 	Devon Lane to Leland Circle Connector. Construct new two-lane road with sidewalks from Devon Lane to Leland Circle.	\$ 2,800,000
SE-13 	Mineral Springs Road to Stone Spring Road Connector. Construct new two-lane road with sidewalks from Mineral Springs Road to Stone Spring Road.	\$ 3,600,000
SE-14 	South Main Street from Interstate 81 to Route 704/Cecil Wampler Road. Widen road to four lanes with a median, sidewalks, and bicycle lanes. Note: cost estimate provided is for improvements within City limits. Note: County portion is funded in VDOT Six Year Improvement Plan.	\$ 28,000,000
SE-15 	East Kaylor Park Drive to Boxwood Court Connector. Construct new two-lane road with sidewalks from East Kaylor Park Drive to Boxwood Court. Realign Boxwood Court to meet Pointe Drive at South Main Street.	\$ 10,100,000
SE-16 	Pleasant Valley Road from South Main Street to South City Limits. Widen the road to three lanes with sidewalks and bicycle lanes.	\$ 23,800,000
SE-17 	Greendale Road to Early Road Connector. Construct new two-lane road with sidewalks from Greendale Road to Early Road.	\$ 16,400,000
SE-18 	Willow Springs Road to Route 704/Pleasant Valley Road Connector. Construct new two-lane road with sidewalks from Willow Springs Road to Route 704/Pleasant Valley Road in Rockingham County. Note: cost estimate provided is for improvements within City limits.	\$ 2,200,000
SE-19 	Interchange Improvements at Interstate 81 and South Main Street. Reconstruct Exit 243.	\$ 60,000,000
SE-20 	Southern Connector. Construct new limited-access four-lane road with sidewalks from the proposed Southwestern Connector in Rockingham County to Route 704/Pleasant Valley Road in Rockingham County. Note: cost estimate provided is for improvements within City limits. Two alternative routes are proposed.	\$ 32,000,000
SE-21 	University Boulevard, East Market Street to Reservoir Street. Convert from four lanes to two through lanes and a center turn lane. Add sidewalks and bike lanes on both sides.	\$ 1,100,000
SE-22 	Evelyn Byrd Avenue, East Market Street to Reservoir Street. Convert from four lanes to two through lanes and a center turn lane. Add sidewalks and bike lanes on both sides.	\$ 2,000,000

SE-23  	Interchange Improvements at Interstate 81 and Port Republic Road. Funded project: Realign northbound off-ramp of Exit 245 with Forest Hill Road.	\$ 3,923,000
SE-24    	Grace Street Improvements. Connect East Grace Street @ Mason Street to Duke Drive with a 2-lane road with a shared use path. Continue shared use path to Carrier Drive.	\$ 2,875,000
SE-25  	Martin Luther King Jr. Way turn-lane. Widen road to 5 lanes from 300' west of Ott Street to 150' east of Ott Street to provide a dedicated left turn lane at Ott Street intersection.	\$ 6,725,000
SE-26 	Intersection Improvement at Stone Spring Road and Ramblewood Road. Install a new intersection treatment to address safety, when future traffic volumes/conflicts warrant an improvement.	\$ 500,000
SE-27 	Intersection Improvement at University Boulevard and Deyerle Avenue. Install a new intersection treatment to address safety, when future traffic volumes/conflicts warrant an improvement..	\$ 500,000



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Southwest Quadrant

SW-1    	Erickson Avenue Phase IV. Widen the road to five lanes with sidewalks and bicycle lanes from end of Phase III near South High Street intersection to west city limits. Intersection improvements at Garbers Church Road, in the interim. Rockingham County portion (west city limits to Route 33), add bicycle lanes.	\$ 7,000,000
SW-2	(Reserved.)	
SW-3  	Garbers Church Road to West Kaylor Park Drive Connector. See Harrisonburg-Rockingham Long Range Transportation Plan.	In Rockingham County
SW-4    	Peoples Drive to Tasha Circle Connector. Construct new two-lane road with sidewalk from Peoples Drive to Baxter Drive.	\$ 2,000,000
SW-5 	Carpenter Lane Realignment. Realign Carpenter Lane to meet Pike Church Road at South Main Street.	\$ 1,500,000
SW-6	(Reserved.)	
SW-7  	Hidden Creek Lane to Garbers Church Road and Erickson Avenue Connectors. Construct new two-lane roads with sidewalks from Hidden Creek Lane to Garbers Church Road and Erickson Avenue.	\$ 6,100,000
SW-8  	Willow Hill Drive to Pleasant Hill Road Connector. Construct new two-lane road with sidewalks from Willow Hill Drive to Pleasant Hill Road.	\$ 2,700,000
SW-9  	Neyland Drive to Wyndham Drive Connector. Construct new two-lane road with sidewalks from Neyland Drive to Wyndham Drive.	\$ 2,400,000
SW-10 	Intersection Improvement at Garbers Church Road and Bluestone Elementary School. Install a new intersection treatment to address safety.	\$ 500,000

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Other

O-1 	Interstate 81 from South City Limits to North City Limits. Widen the interstate to six or more lanes, reconstruct Buffalo Drive, and reconstruct Exit 251 in Rockingham County.
O-2 	Railroad Relocation. Relocate the Norfolk Southern Railroad from within City limits to Rockingham County.

479

480 **Project Prioritization**

481 The City did not prioritize projects in the SIP. Instead the City will utilize the HRMPO’s adopted Long Range
482 Transportation Plan (LRTP) to represent priority projects. The HRMPO’s prioritization process scored a
483 limited number of projects based on their performance in the categories found below. These performance
484 measures are the criteria used to measure a project’s worthiness of state and federal funding. As such,
485 the prioritized projects found in the LRTP serves as a guide for projects the City is likely to pursue in the
486 near term. However, exclusion from the prioritized LRTP list does not mean a project is not a priority.
487 Other projects may still be near term, but require a greater share of local funding in order to be
488 constructed. Performance measures used to prioritize the LRTP project list include:

- 489 • Safety – Reduction in injury and fatal crashes
- 490 • Accessibility – distance to disadvantaged populations; inclusion of multimodal enhancement
- 491 • Economic Development – Distance to a job growth area; enhancement of freight movement
- 492 • Congestion Reduction – Reduction in vehicle hours traveled per capita
- 493 • Environment – Impact to natural and cultural resources
- 494 • Land Use – Reduction of vehicle miles traveled per capita

495 **City Gateways**

496 Gateways into the City are identified on the Gateways and Corridor Enhancement Areas map at the end
497 of this chapter. Gateways serve as the community’s front door, establishing first impressions and
498 reinforcing images and perceptions of Harrisonburg’s character, quality of life, and vitality. The Plan
499 recommends that the City should prepare an evaluation of the visual quality and entry experience at each
500 gateway and plan for appropriate improvements. Such improvements could include updated entry
501 signage, landscape plantings, screening of unsightly views, and new development and redevelopment
502 recommendations.

503 Primary gateways are identified at the City’s interstate interchanges. Secondary gateways are found at
504 major secondary road corridor entrances, the entrances for Route 33 (Market Street), Route 11 (Main
505 Street), Route 42 (High Street and Virginia Avenue), Route 253 (Port Republic Road), Route 710 (Reservoir
506 Street) and Route 280 (Erickson Avenue and Stone Spring Road).

507 **Corridor Enhancement Areas**

508 The Gateways and Corridor Enhancement Areas map highlights the important local and regional travel
509 routes into and throughout the City, many of which are commercial destinations. Their quality and
510 character strongly influence the City’s accessibility, attractiveness, and economic vitality. The Plan
511 recommends that a special study of each corridor enhancement area be carried out to address issues such
512 as land use and design quality; streetscape improvements; vehicle, pedestrian, and bicycle circulation;

513 access management; development, redevelopment and reuse opportunities; conservation of special
514 features; improvements to utilities and public facilities; and signage. The Potential Small Area Plans map
515 in Chapter 15, Revitalization, roughly identifies sections of street corridors that could be prioritized for
516 study first. Actual boundaries for study will be identified at a future time in further consultation with
517 community members.

518 **Transportation Goals, Objectives, and Strategies**

519 **Goal 13.** To develop and maintain a safe and convenient transportation system serving all modes
520 of travel, including driving, walking, biking, and taking public transportation.

521 **Objective 13.1** To improve the ability of people and goods to move efficiently and safely
522 throughout the City, while considering existing and future needs of people and
523 planned land uses.

524 **Strategy 13.1.1** To coordinate and implement the recommendations of the City’s Master
525 Transportation Plan and the transportation plans of the Harrisonburg-
526 Rockingham Metropolitan Planning Organization (HRMPO), Central
527 Shenandoah Planning District Commission (CSPDC), the Virginia
528 Department of Transportation (VDOT), Rockingham County, and James
529 Madison University (JMU).

530 **Strategy 13.1.2** To plan and design for “complete streets” to serve all users of the
531 transportation system, including drivers, bicyclists, pedestrians, and
532 public transportation users, on all new street and street improvement
533 projects. A complete streets policy may be explored.

534 **Strategy 13.1.3** To update the Subdivision Ordinance and Design and Construction
535 Standards Manual (DCSM), as necessary, to ensure that transportation
536 infrastructure built by the City and private developers meets quality and
537 safety standards. Standards should be updated or developed for the
538 following: interconnectivity of the public and private street system;
539 access management that balances the need for entrances to businesses
540 with safe and efficient management of traffic; street widths to
541 adequately handle projected traffic volumes while avoiding excessive
542 pavement widths; on and off-street parking strategies; accommodations
543 for public transit such as bus shelters and bus pull offs; and bicycle and
544 pedestrian facilities.

545 **Strategy 13.1.4** To develop pedestrian and bicycle-friendly environments in the City that
546 connect residential neighborhoods to community facilities, to
547 commercial areas and employment centers, and that connect residential
548 neighborhoods to each other, to promote a healthier community.

- 549 Strategy 13.1.5 To continue to implement measures to expand the network of
550 pedestrian infrastructure (sidewalks and shared use paths) so that all
551 streets will have pedestrian accommodations on both sides of the street.
- 552 Strategy 13.1.6 To continue to ensure that all new public sidewalks and sidewalk repairs
553 meet the Americans with Disabilities Act (ADA) accessibility standards, as
554 required, and to promote private development projects connecting to
555 sidewalks to also meet ADA accessibility standards.
- 556 Strategy 13.1.7 To provide design features on roadways, where appropriate, such as
557 street trees within buffers and medians, street furniture and sidewalk
558 widths that improve the safety and comfort level of all users and to
559 contribute to the City's environmental goals.
- 560 Strategy 13.1.8 To incorporate traffic calming measures in neighborhoods, near schools
561 and universities, and other appropriate areas to discourage speeding and
562 improve safety for all travelers.
- 563 Strategy 13.1.9 To seek to reduce conflicts between street and railroad operations.
- 564 Strategy 13.1.10 To assess and improve the transportation impacts of both public and
565 private development and redevelopment projects by continuing to
566 require traffic impact studies with rezonings, special use permits,
567 preliminary plats, and engineered comprehensive site plans, as
568 appropriate.
- 569 Strategy 13.1.11 To consider ways to reduce traffic congestion, including but not limited
570 to, expanding public transportation service, integrating optimized traffic
571 signal timings, re-marking travel lanes on streets, constructing bicycle
572 and pedestrian infrastructure, and promoting ridesharing.
- 573 Strategy 13.1.12 To install and maintain broadband connections to all traffic signal
574 systems to allow real-time traffic monitoring and the expansion of the
575 current traffic management system, which provides for signal
576 coordination and improved traffic flow.
- 577 Strategy 13.1.13 To maintain and rehabilitate bridges, as needed, to maximize the life of
578 the structures.
- 579 Strategy 13.1.14 To resurface pavement as necessary to obtain maximum substructure
580 life for streets, shared use paths, and sidewalks.
- 581 Strategy 13.1.15 To maintain storm drainage facilities to ensure protection of
582 transportation facilities from flooding, erosion, undermining, and to
583 protect water quality.

584 Objective 13.2 To increase opportunities for alternative modes of transportation (such as
585 walking, bicycling, public transportation, and ridesharing) and to reduce
586 motorized traffic demand on City streets.

587 Strategy 13.2.1 To promote mixed use neighborhoods as recommended by the Land Use
588 Guide so that people can easily walk, bike, or take public transportation
589 to work, shopping, schools, places of worship, and for recreation.

590 Strategy 13.2.2 To encourage the construction of non-motorized connectivity between
591 existing and new developments if street connections do not exist.

592 Strategy 13.2.3 To implement the vision, goals, objectives, and recommendations of the
593 City's Bicycle & Pedestrian Plan.

594 Strategy 13.2.4 To establish a community bike share program.

595 Strategy 13.2.5 To implement long-term bicycle parking requirements for new
596 developments and redevelopment, as appropriate.

597 Strategy 13.2.6 To seek conversion of the easternmost line of the Norfolk Southern
598 railroad system in Harrisonburg to a rail-trail. This would include planning
599 and supporting the relocation of the rail line's access to the northern
600 boundary of the City as described in the City's Street Improvement Plan
601 and Bicycle & Pedestrian Plan.

602 Strategy 13.2.7 To promote Bike Month, Bike to School Day, Bike to Work Day, Walk to
603 School Day, and other similar events that promote biking and walking.

604 Strategy 13.2.8 To work with Harrisonburg City Public Schools to promote school buses,
605 walking, and bicycling as primary forms of transportation to school rather
606 than private vehicles.

607 Strategy 13.2.9 To work with local employers to provide incentives to employees to travel
608 to work by walking, bicycling, taking public transportation, or ridesharing.
609 An example incentive program is "guaranteed ride home" provided by
610 the Rideshare Program.

611 Strategy 13.2.10 To promote ridesharing by providing commuter parking options, such as
612 park-and-ride lots that are strategically located in proximity to major
613 employers and are connected to public transit and walking and biking
614 infrastructure. See related Strategy 13.4.4.

615 Strategy 13.2.11 To establish wayfinding signage for bicyclists and pedestrians.

616 Strategy 13.2.12 To construct a dedicated transfer station to accommodate a sufficient
617 number of buses. Transfer locations may also serve as a hub for multi-

618 modal transportation operations by containing accommodations for
619 bicycling, walking, and ridesharing. See related Strategy 13.3.4.

620 Strategy 13.2.13 To explore the creation of dedicated public transit bus-ways on
621 appropriate corridors to remove public transit buses from mixed traffic
622 conditions in order to improve efficiency.

623 Strategy 13.2.14 To continue to support an electronic system that allows public transit
624 customers to receive real-time bus arrival estimates at bus stops for
625 transit services.

626 Strategy 13.2.15 To continue to review and improve City bus routes and schedules to
627 serve residential areas and major destinations (such as universities,
628 medical centers, major employment sites, shopping centers, and
629 downtown).

630 Strategy 13.2.16 To continue to grow public transit operations to keep pace with the
631 increased demand stemming from population growth, development in
632 the City and growth of James Madison University.

633 Strategy 13.2.17 To expand opportunities for reductions in parking requirements for
634 development projects designed to take advantage of public transit and
635 for mixed use developments where shared parking is feasible. Repeated
636 in Chapter 6, Land Use and Development Quality as Strategy 4.4.2.

637 Strategy 13.2.18 To encourage developers of new development and redevelopment
638 projects, employers, and others to offer showers and locker rooms to
639 encourage people to commute to work by bicycle and to exercise during
640 breaks.

641 Strategy 13.2.19 To continue implementing measures to receive the City's designation as
642 a Bicycle Friendly Community.

643 Strategy 13.2.20 To implement the goals, objectives, and recommendations of the Transit
644 Development Plan (TDP).

645 Strategy 13.2.21 To continue to install bus shelters and benches at high volume bus stops.

646 Strategy 13.2.22 To seek improvement of public transit and paratransit services for the
647 elderly and persons with disabilities.

648 Objective 13.3 To improve or create new regional public transit services.

649 Strategy 13.3.1 To work with surrounding localities such as Rockingham County and the
650 Towns of Bridgewater, Dayton, and Mount Crawford to offer
651 transportation services across and between jurisdictions.

- 652 Strategy 13.3.2 To promote the development of a shuttle service from the City to the
653 Shenandoah Valley Regional Airport in Weyers Cave, Virginia.
- 654 Strategy 13.3.3 To continue to monitor the need and explore the feasibility of
655 implementing public transit services in the Interstate 81 and 64 corridors
656 to connect the Cities of Harrisonburg, Staunton, Waynesboro,
657 Charlottesville, and surrounding counties.
- 658 Strategy 13.3.4 To promote park-and-ride lots that are strategically located with access
659 to Interstate 81. See related Strategy 13.2.12.

660 Chapter Resources

- 661 City of Harrisonburg, Bicycle and Pedestrian Plan, [https://www.harrisonburgva.gov/bicycle-pedestrian-](https://www.harrisonburgva.gov/bicycle-pedestrian-plan)
662 [plan](https://www.harrisonburgva.gov/bicycle-pedestrian-plan)
- 663 City of Harrisonburg, Downtown Streetscape Plan, [https://www.harrisonburgva.gov/downtown-](https://www.harrisonburgva.gov/downtown-streetscape-plan)
664 [streetscape-plan](https://www.harrisonburgva.gov/downtown-streetscape-plan)
- 665 City of Harrisonburg, Neighborhood Traffic Calming Program (NTCP),
666 <https://www.harrisonburgva.gov/neighborhood-traffic-calming-program>
- 667 City of Harrisonburg, Transit Development Plan (TDP), <https://www.harrisonburgva.gov/bus-service>
- 668 City of Harrisonburg, Transportation Safety and Advisory Commission (TSAC),
669 <https://www.harrisonburgva.gov/transportation-safety-advisory-commission>
- 670 Harrisonburg-Rockingham Metropolitan Planning Organization (HRMPO), <http://www.hrvampo.org/>
- 671 Harrisonburg-Rockingham Metropolitan Planning Organization (HRMPO) Long Range Transportation Plan
672 (LRTP), <http://www.hrvampo.org/long-range-transportation-plan-lrtp>
- 673 James Madison University (JMU), 2017 Campus Master Plan, [https://www.jmu.edu/jmuplans/supporting-](https://www.jmu.edu/jmuplans/supporting-plans/JMU%20Master%20Plan%20Update%202017.pdf)
674 [plans/JMU%20Master%20Plan%20Update%202017.pdf](https://www.jmu.edu/jmuplans/supporting-plans/JMU%20Master%20Plan%20Update%202017.pdf)
- 675 James Madison University (JMU), Bicycle Pedestrian Plan, [http://www.jmu.edu/bikepedplan/documents-](http://www.jmu.edu/bikepedplan/documents-maps.shtml)
676 [maps.shtml](http://www.jmu.edu/bikepedplan/documents-maps.shtml)
- 677 Rockingham County, Comprehensive Plan, [http://www.rockinghamcountyva.gov/404/Comprehensive-](http://www.rockinghamcountyva.gov/404/Comprehensive-Plan)
678 [Plan](http://www.rockinghamcountyva.gov/404/Comprehensive-Plan)
- 679 Virginia Department of Transportation (VDOT), Functional Classification,
680 http://www.virginiadot.org/projects/fxn_class/home.asp
- 681 Virginia Department of Transportation (VDOT), Urban Construction Initiative Overview,
682 <http://www.virginiadot.org/business/local-assistance-firstCities.asp>
- 683 Virginia Office of Intermodal Planning and Investment, Smart Scale Program, <http://vasmartscale.org/>

684 Virginia Office of Intermodal Planning and Investment, VTRANS 2040,
685 <http://www.vtrans.org/vtrans2040.asp>

686 Virginia Department of Transportation, Six Year Improvement Program,
687 <http://syip.viriniadot.org/Pages/allProjects.aspx>

688 [Virginia Department of Transportation Comments and City Responses](#)

689 The Code of Virginia Section 15.2-2223 requires that prior to adoption of the Comprehensive Plan or any
690 amendment to the transportation plan, the locality shall submit the plan to the Virginia Department of
691 Transportation (VDOT) for review and comment. Following are comments from the VDOT Staunton
692 District staff and the City's responses.



COMMONWEALTH of VIRGINIA

DEPARTMENT OF TRANSPORTATION

811 Commerce Road
Staunton, VA 24401-9029
www.VirginiaDOT.org

Stephen C. Brich, P.E.
Commissioner

9/13/2018

Thanh H. Dang, AICP
City Planner
Department of Community Development
409 South Main Street
Harrisonburg, Virginia 22801

Dear Ms. Dang:

Thank you for submitting the City of Harrisonburg's proposed Comprehensive Plan transportation chapter update to the Virginia Department of Transportation (VDOT) for review on August 29, 2018 in accordance with the Virginia Traffic Impact Analysis Regulations, 24VAC30-155. VDOT Staunton District Planning has evaluated the updates to the transportation chapter of the plan for conformity with Chapter 729 regulations of state code 15.2-2223. Chapter 729 requires that locality Comprehensive Plans include four principle elements: an inventory of the existing transportation network, planning assumptions that will influence the transportation network, an existing and future needs assessment, and recommendations addressing those needs. In addition, the Comprehensive Plan must be consistent with VTrans, the SYIP (Six-Year Improvement Program), and the selected location of state highways set by the Commonwealth Transportation Board. In this case, consistency is defined as inclusion in the Comprehensive Plan of significant new, improved, or relocated highway projects on roadways with a functional classification of major collector or higher.

The transportation chapter update was found to be generally in conformance with state code.

VDOT offers the following comments and recommendations for the City's consideration, none of which need to be address to meet state code requirements:

1. For project NE-13, Interchange Improvements at I-81 and E Market St, consider adding the bicycle/pedestrian need icon to reflect the benefit of the shared use path.



COMMONWEALTH of VIRGINIA

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2. For project NE-17, VDOT strongly recommends adding the park and ride and bus transit transfer center included in the Martin Luther King, Jr. Way extension project for consistency with the City's Smart Scale application.
3. For project SE-7, Port Republic Rd from S Main St to Devon Ln, consider adding the bicycle/pedestrian need icon to reflect the benefit of the shared use path.
4. For project SE-14, S Main St from I-81 to Rt. 704, please add a note that the county portion of the project has been funded in the SYIP.
5. Consider enlarging the segment and intersection features in the Potential Safety Improvements map for improved legibility. As-is, even zoomed in, the PSI segments can't be differentiated from the roadway lines. It appears that the PSI segments are drawn below the roadways, which is contributing in part to this issue.
6. Per my email with Erin Yancey, I recommend revising the future year V/C – ADT map using similar labeling as the revised existing year map, with one label per corridor. Since the TDM loads traffic onto the network using centroid connectors for each TAZ rather than evenly across all driveways, volumes can be misleading when viewed by segment. I suggest identifying and labeling an appropriate corridor-wide volume for each roadway rather than displaying by segment. Generally, the travel demand model outputs are best suited for consumption at the corridor level. As is, the future year map may not be easily digestible for the general public.
7. The 2040 V/C – ADT map is currently labeled with the one-way volume field from the model instead of the total volume field. This may be misleading to the viewer. You might also consider editing the 2040 volumes from the travel demand model on corridors where future volume is lower than the existing year volume or where the city has developed its own forecast. As is typical with travel demand models, while the overall model forecasting is calibrated to meet VDOT-defined thresholds, there are still certain areas where the forecasted



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Stephen C. Brich, P.E.
Commissioner

volume deviates significantly from what might be expected. This may be due to the traffic loading characteristics discussed in my comment above or because of other small area trip generation or travel patterns that aren't being reflected well enough.

Country Club Rd is one example of this issue, where forecast volumes are lower than the existing ADT despite VDOT adjustments to centroid connectors in the surrounding area to better reflect traffic loading points on the real-world street network. As evidenced by The Retreat TIA and recent STARS study of US 33, the forecast volumes should be well above the existing year volume.

Finally, I ask that you arrange to have VDOT's comments from this letter included in the locality's official public records for the Comprehensive Plan. Once the transportation chapter update is officially adopted by the city, VDOT requests that you forward a digital copy to us for our records.

Please feel welcome to contact me if you have any questions about this review or if you would like to request VDOT assistance with any further comprehensive planning efforts.

Sincerely,

A handwritten signature in black ink, appearing to read "Brad W. Reed".

Brad W. Reed, AICP
Assistant District Planner
Staunton District Planning

CC: Terry Short, Jr., VDOT
David Atwood, PE, VDOT
Erin Yancey, AICP, Harrisonburg Department of Public Works



City of Harrisonburg, Virginia

OFFICE OF THE PUBLIC WORKS DEPARTMENT
320 EAST MOSBY ROAD
HARRISONBURG, VIRGINIA 22801
(540) 434-5928

STREET MAINTENANCE
TRAFFIC ENGINEERING
TRANSPORTATION PLANNING
REFUSE/RECYCLING
CENTRAL STORES

September 27, 2018

Brad W. Reed, AICP
Assistant District Planner, Staunton District Planning
Virginia Department of Transportation
811 Commerce Road
Staunton, Virginia 24402-2249

Dear Mr. Reed:

Thank you for your review of the draft Transportation Chapter of the Comprehensive Plan. Your comments and recommendations are appreciated. We have incorporated this feedback into the document. I have responded to each of your comments below with an explanation of how they were addressed.

1. For project NE-13, Interchange Improvements at I-81 and E Market St, consider adding the bicycle/pedestrian need icon to reflect the benefit of the shared use path.
 - Icon added.
2. For project NE-17, VDOT strongly recommends adding the park and ride and bus transit transfer center included in the Martin Luther King, Jr. Way extension project for consistency with the City's Smart Scale application.
 - These project elements were added to the description of the project and refers to the Transit Development Plan for additional detail.
3. For project SE-7, Port Republic Rd from S Main St to Devon Ln, consider adding the bicycle/pedestrian need icon to reflect the benefit of the shared use path.
 - Icon added.
4. For project SE-14, S Main St from I-81 to Rt. 704, please add a note that the county portion of the project has been funded in the SYIP.
 - This note has been added.
5. Consider enlarging the segment and intersection features in the Potential Safety Improvements map for improved legibility. As-is, even zoomed in, the PSI segments can't be differentiated from the roadway lines. It appears that the PSI segments are drawn below the roadways, which is contributing in part to this issue.
 - The map has been edited to make the pertinent information more legible.

6. Per my email with Erin Yancey, I recommend revising the future year V/C – ADT map using similar labeling as the revised existing year map, with one label per corridor. Since the TDM loads traffic onto the network using centroid connectors for each TAZ rather than evenly across all driveways, volumes can be misleading when viewed by segment. I suggest identifying and labeling an appropriate corridor-wide volume for each roadway rather than displaying by segment. Generally, the travel demand model outputs are best suited for consumption at the corridor level. As is, the future year map may not be easily digestible for the general public.
 - Corridor-wide volumes have been identified, and the map has been updated using these labels, to provide more meaningful information to map readers.
7. The 2040 V/C – ADT map is currently labeled with the one-way volume field from the model instead of the total volume field. This may be misleading to the viewer. You might also consider editing the 2040 volumes from the travel demand model on corridors where future volume is lower than the existing year volume or where the city has developed its own forecast. As is typical with travel demand models, while the overall model forecasting is calibrated to meet VDOT-defined thresholds, there are still certain areas where the forecasted volume deviates significantly from what might be expected. This may be due to the traffic loading characteristics discussed in my comment above or because of other small area trip generation or travel patterns that aren't being reflected well enough.

Country Club Rd is one example of this issue, where forecast volumes are lower than the existing ADT despite VDOT adjustments to centroid connectors in the surrounding area to better reflect traffic loading points on the real-world street network. As evidenced by The Retreat TIA and recent STARS study of US 33, the forecast volumes should be well above the existing year volume.

- Staff have reviewed the scenarios where future year volumes are less than current day volumes. To avoid making arbitrary changes to model results, we made changes to future traffic forecasts for only three streets that we felt confident the model was not reflecting future traffic volumes correctly. They include University Boulevard, Country Club Road, and Stone Spring Road.

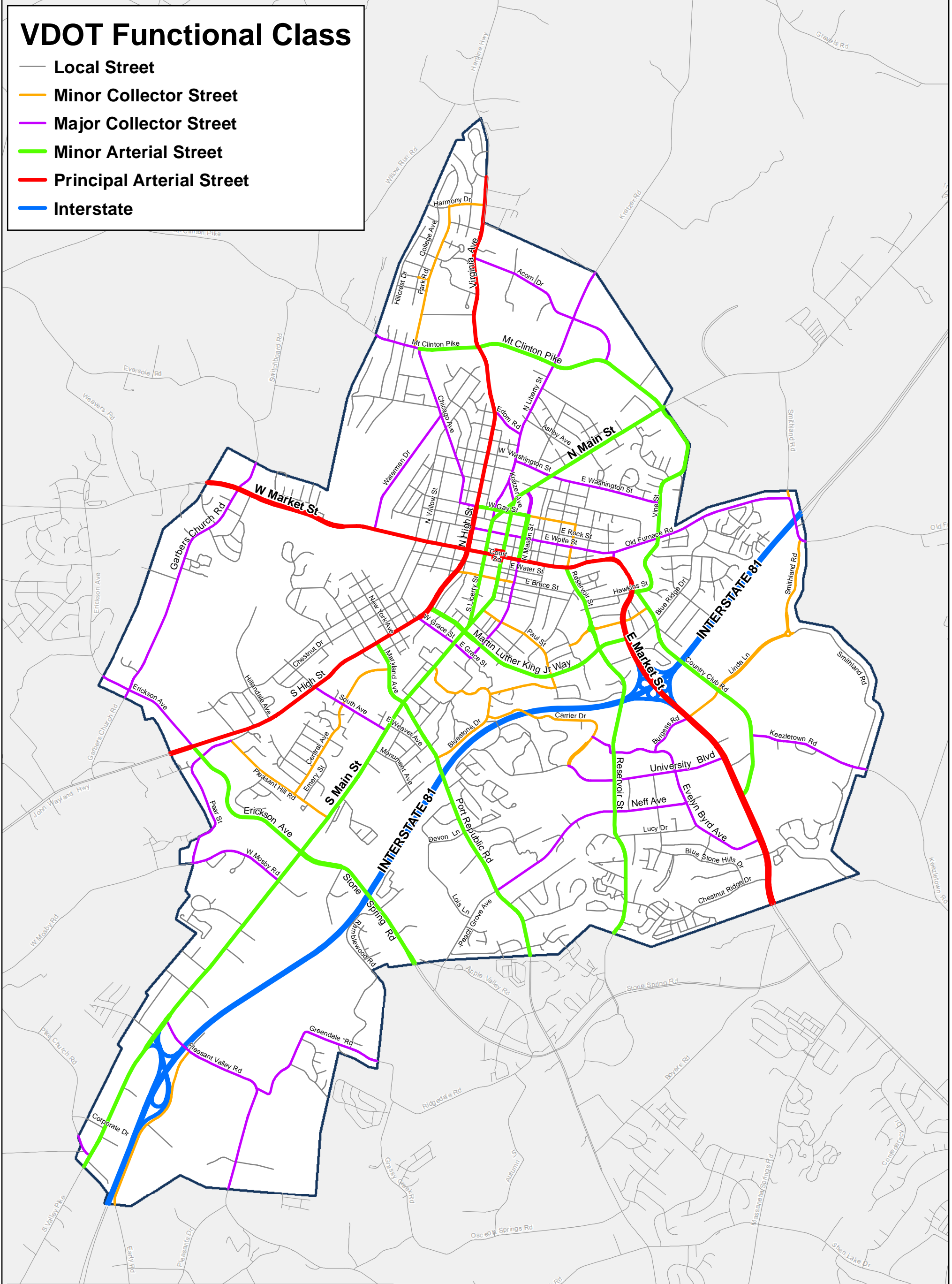
Sincerely,



Erin Yancey, AICP
Public Works Planning Manager

VDOT Functional Class

- Local Street
- Minor Collector Street
- Major Collector Street
- Minor Arterial Street
- Principal Arterial Street
- Interstate



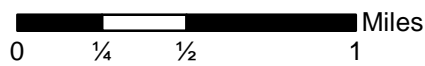
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Data Source:
Virginia Department of Transportation 2017 Road Center Lines

Existing Street Network

Comprehensive Plan

Map created: September 30, 2018



YOUR CITY. YOUR PLAN.

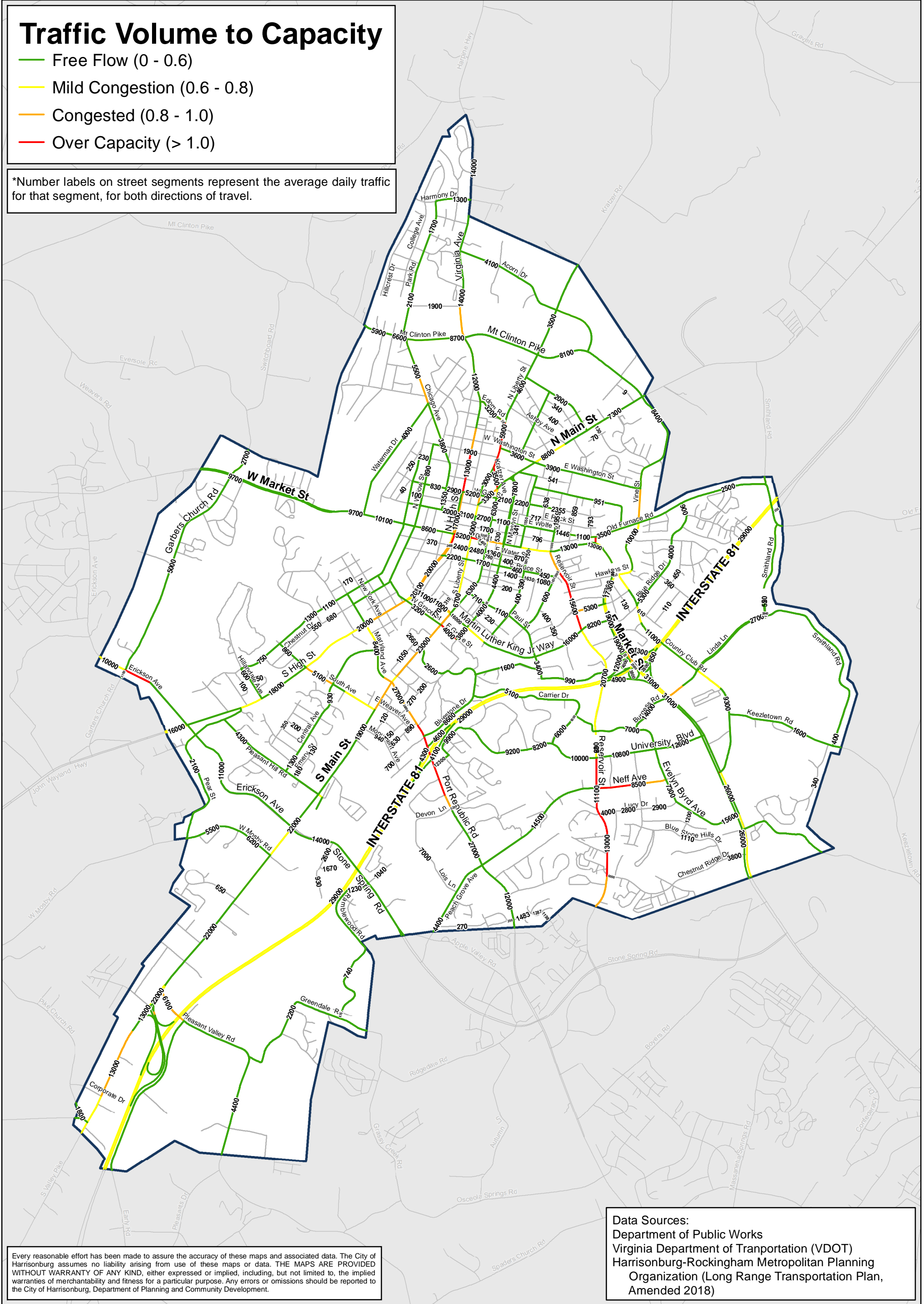


Harrisonburg VIRGINIA

Traffic Volume to Capacity

- Free Flow (0 - 0.6)
- Mild Congestion (0.6 - 0.8)
- Congested (0.8 - 1.0)
- Over Capacity (> 1.0)

*Number labels on street segments represent the average daily traffic for that segment, for both directions of travel.



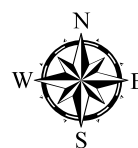
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Data Sources:
 Department of Public Works
 Virginia Department of Transportation (VDOT)
 Harrisonburg-Rockingham Metropolitan Planning Organization (Long Range Transportation Plan, Amended 2018)

2018 Average Daily Traffic Counts and Traffic Volume to Capacity Ratios

Comprehensive Plan

Map created: September 30, 2018



0 1/4 1/2 1 Miles

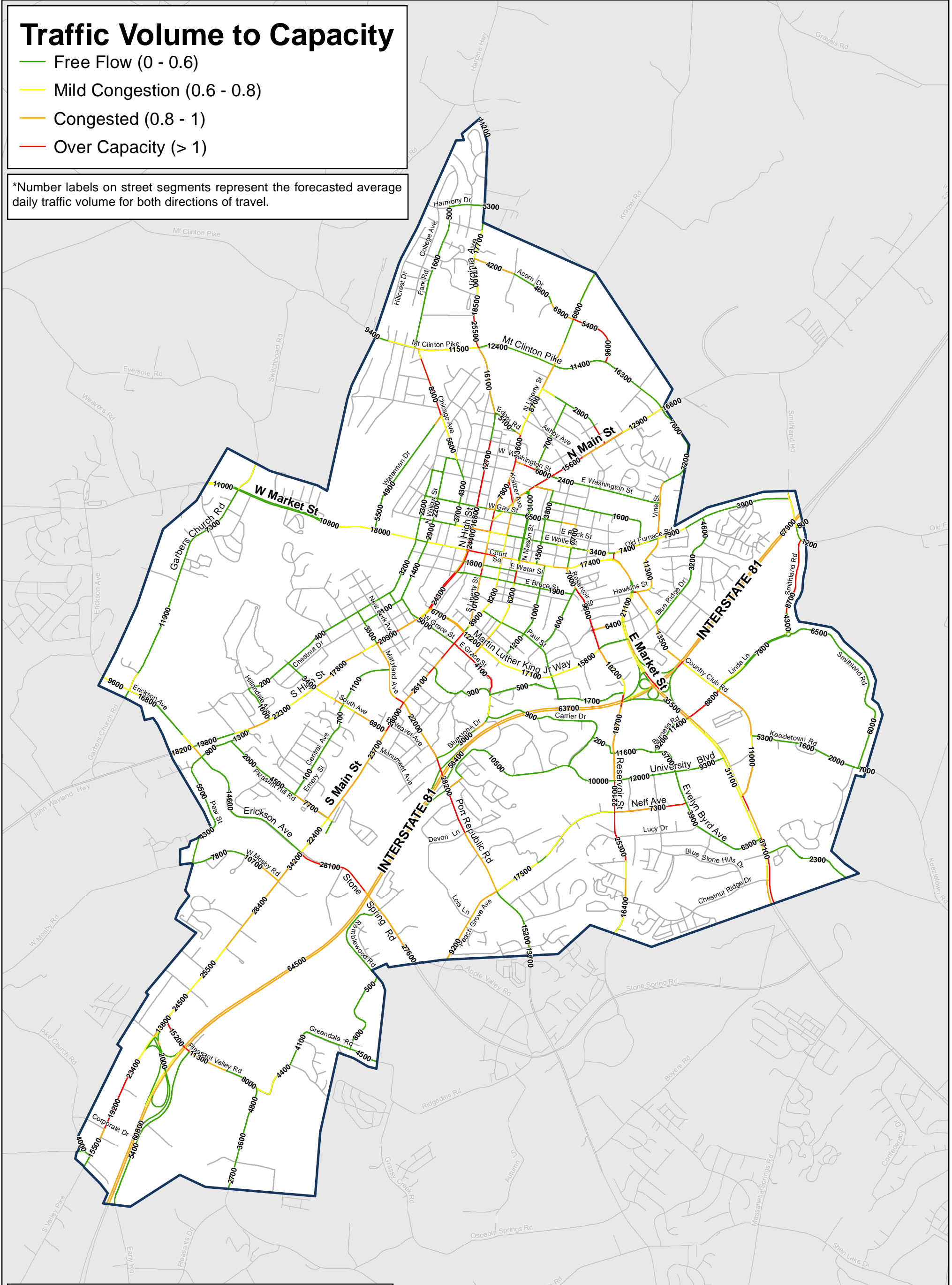
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Traffic Volume to Capacity

- Free Flow (0 - 0.6)
- Mild Congestion (0.6 - 0.8)
- Congested (0.8 - 1)
- Over Capacity (> 1)

*Number labels on street segments represent the forecasted average daily traffic volume for both directions of travel.



Every reasonable effort has been made to assure the accuracy of these maps and associated data. The City of Harrisonburg assumes no liability arising from use of these maps or data. THE MAPS ARE PROVIDED WITHOUT WARRANTY OF ANY KIND, either expressed or implied, including, but not limited to, the implied warranties of merchantability and fitness for a particular purpose. Any errors or omissions should be reported to the City of Harrisonburg, Department of Planning and Community Development.

Data Sources:
 Department of Public Works
 Virginia Department of Transportation (VDOT)

2040 Estimated Traffic Volume to Capacity Ratio

Comprehensive Plan

Map created: September 30, 2018



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Potential for Safety Improvement

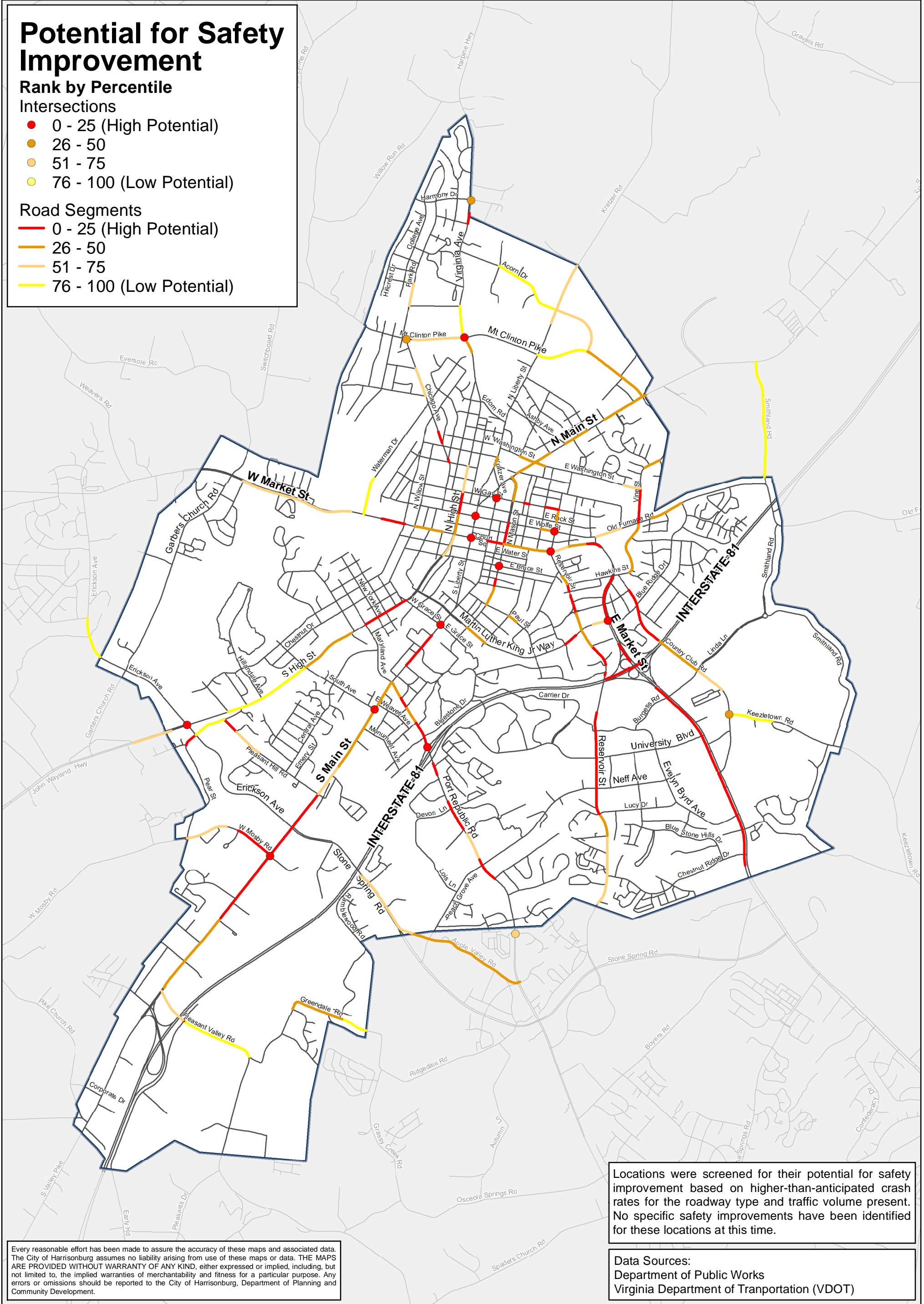
Rank by Percentile

Intersections

- 0 - 25 (High Potential)
- 26 - 50
- 51 - 75
- 76 - 100 (Low Potential)

Road Segments

- 0 - 25 (High Potential)
- 26 - 50
- 51 - 75
- 76 - 100 (Low Potential)



Potential for Safety Improvement

Comprehensive Plan

Map created: September 30, 2018



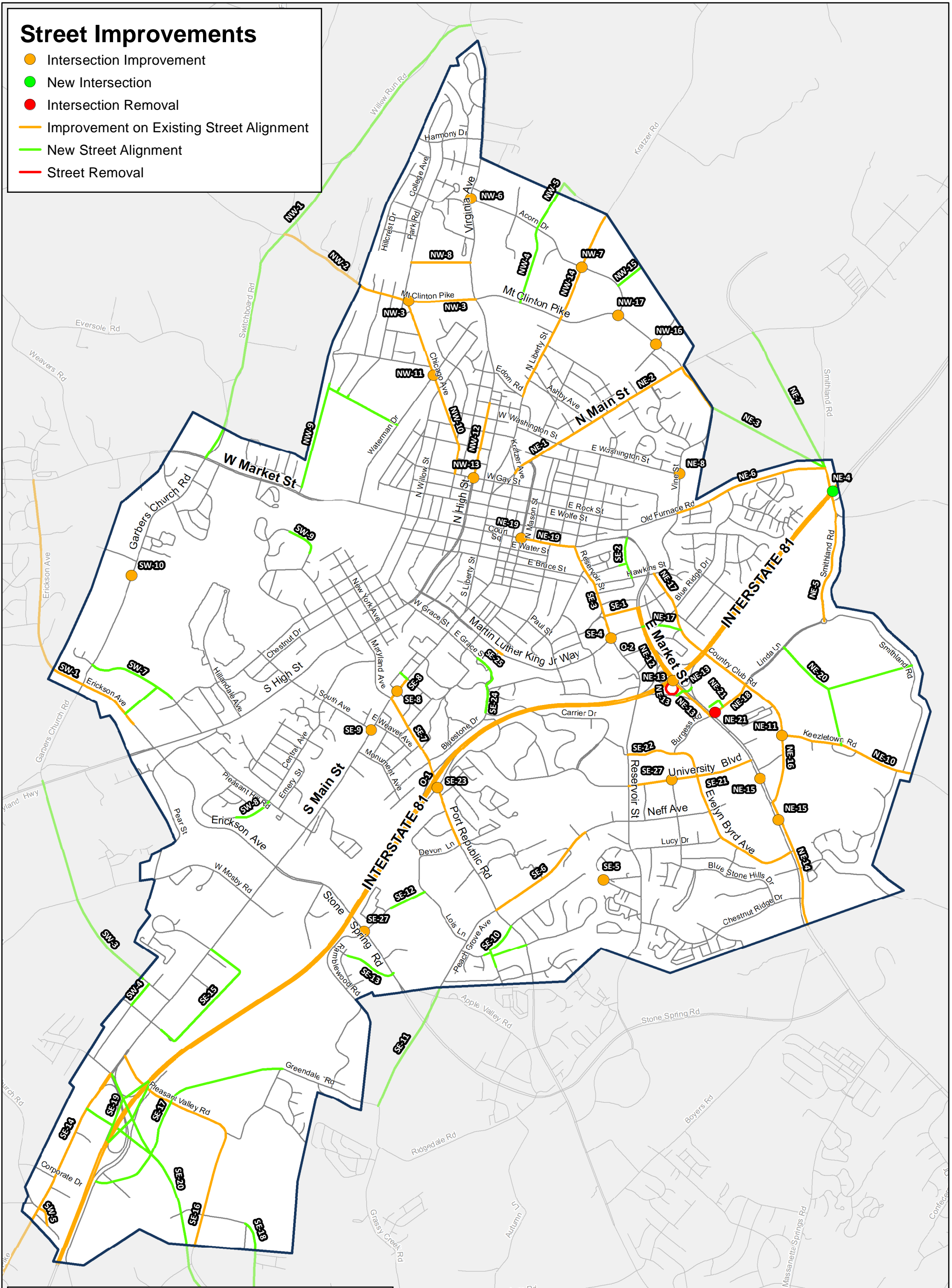
0 1/4 1/2 1 Miles

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Street Improvements

- Intersection Improvement
- New Intersection
- Intersection Removal
- Improvement on Existing Street Alignment
- New Street Alignment
- Street Removal

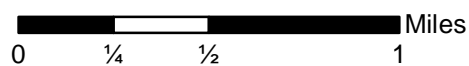


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Data Source:
Department of Public Works

Street Improvement Plan Comprehensive Plan

Adopted: [ADOPTED DATE]



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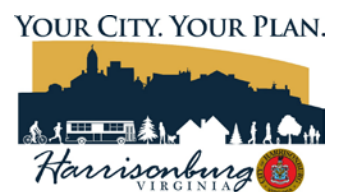


Harrisonburg
VIRGINIA



Chapter 13.

Community Infrastructure, Services, Safety, and Health



1 Chapter 13 Community Infrastructure, Services, Safety, and Health

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16

17 Introduction

18 This chapter examines the health, safety and welfare issues to which the City must provide or facilitate
19 for basic City services. The facilities that support them are often taken for granted by community
20 members, but are important to consider when planning the City’s future. There are also quasi-public and
21 private utilities that residents rely upon. While the City may not have a hand in directly regulating these
22 utilities, it is important that utility provision and development are complementary to forecasting and
23 projecting for community facilities and in overall land use planning. The utilities and services discussed in
24 this chapter include: public water supply and distribution, sanitary sewer collection and treatment,
25 stormwater management, solid waste management, other utilities, public safety, local government
26 facilities, and health.

27 The City’s Capital Improvement Program (CIP) serves as the major financial planning tool for expenditures
28 towards public capital facilities and equipment. It guides development and budgetary priorities for large-

29 scale projects, which exceed funding amounts in the normal operating budget. The CIP helps to ensure
30 that major projects are within fiscal reach for the community and helps to prioritize the most vital capital
31 projects.

32 Safety and health issues are also addressed in this chapter for facilities and resources to support overall
33 response of public safety agencies, while cooperative programs with local health organizations are also
34 identified to inform community members of health programs and to encourage healthy lifestyles. The
35 plan also acknowledges the impact of the built environment on the health of our community members.

36 Background

37 Public Water Supply and Distribution

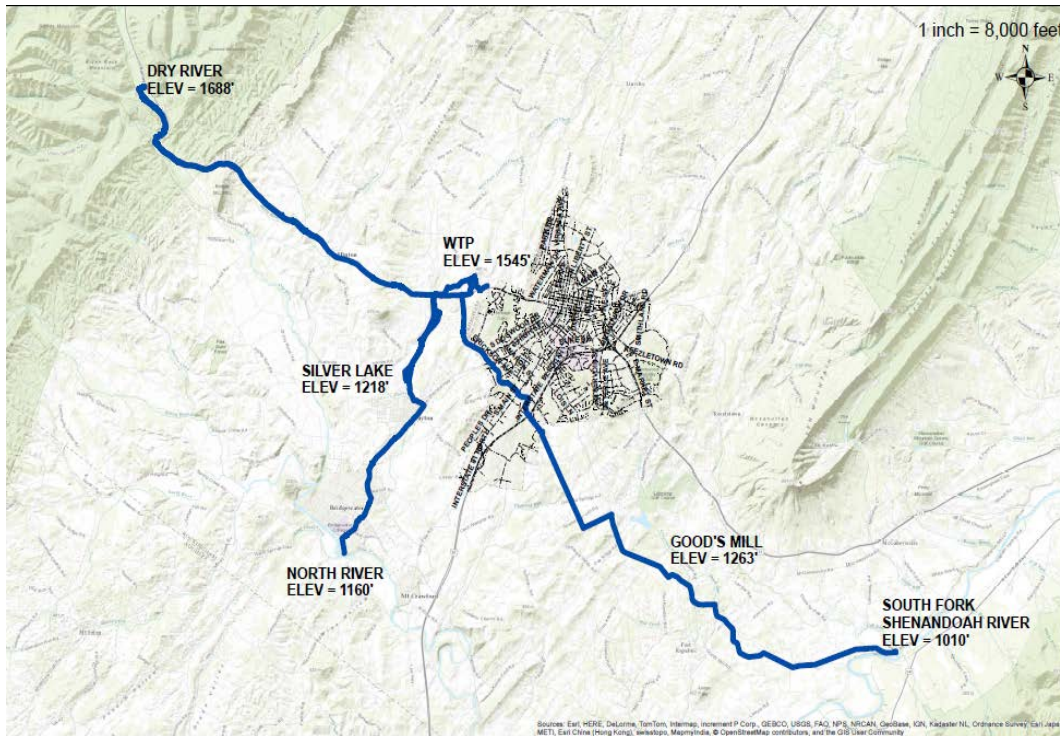
38 *Water Supply*

39 An adequate raw water supply is an absolute requirement for communities such as Harrisonburg to
40 sustain its current land use, alter its current land use, and to bring into use the remaining undeveloped
41 land. Providing an adequate water supply brings the greatest attention to reliability of raw water quantity
42 and quality, sustainability of existing assets and management of energy usage, balancing of the raw water
43 supply reliability versus environmental stewardship under drought, and emergency preparedness under
44 risk management planning.

45 The City of Harrisonburg’s raw water system is made up of the Western Raw Water Source and the Eastern
46 Raw Water Source. The Western Raw Water Source includes the Dry River Source, North River Source,
47 and the Silver Lake Source. The Dry River and North River Sources are active, while the Silver Lake Source
48 is inactive and available only for emergency. The Eastern Raw Water Source is currently being installed to
49 withdraw water from the South Fork of the Shenandoah River. Figure 13-1 shows a map of Harrisonburg’s
50 water sources.

51

52



53
54 **Figure 13-1. Map of Harrisonburg's Current and Future Water Sources**

55 *Source: Department of Public Utilities*

56 The City strives to maximize the utilization of the Dry River as its primary water source, which in 2017
 57 provided approximately 50 percent of the annual raw water to the City. This source originates in the
 58 mountains west of Harrisonburg and is only minimally impacted by development, making the source
 59 nearly undisturbed by human activity. The water from the Dry River source is of such high quality that it
 60 requires little treatment at the City's Water Facility. In addition to the high quality, the source is located
 61 at an elevation which allows gravity flow with zero energy requirements to the treatment facility.
 62 Accordingly, the source requires no energy to deliver and smaller effort to treat for distribution than other
 63 available sources. Between 1897 and 1973 the City purchased 34,000 acres within the watershed to
 64 protect this valuable source. The intention was to keep control of the land so as to inhibit uses that would
 65 jeopardize the quality of the water from this source.

66 The North River is the City's secondary source, which in 2017 supplied the other 50 percent of the annual
 67 raw water. The Silver Lake water source is currently inactive and is used to supplement the Dry River and
 68 North River sources in times of emergency.

69 Looking forward, the Department of Public Utilities has selected a dual approach that delivers both an
 70 aggressive forecast and a conservative growth water use forecast; which together provides the forecast
 71 envelope. The aggressive approach is generally used for planning purposes whereas the conservative
 72 approach has been provided for comparison and understanding of the degree for margin of error (or
 73 safety margin) in planning.

74 Table 13-1 shows forecasted water usages made from Fiscal Year 2016-2017 records for Annual Average
 75 Demands (AAD).

76 **Table 13-1. Water Projections for Harrisonburg, Annual Average Demands (AAD) forecasted in Fiscal Year 2016-2017**

		Historical Criterial		Density Criteria	
Description	Existing gallons per day	Capacity gallons per day	% Maturity	Capacity gallons per day	% Maturity
City Residential (except Apartments)	1,320,000	1,800,000	74%	2,830,000	47%
City Commercial	1,170,000	1,610,000	73%	1,870,000	63%
City Industrial	900,000	1,430,000	63%	2,2660,000	33%
City Apartments	720,000	940,000	77%	940,000	77%
City Institutional	660,000	790,000	84%	790,000	84%
City Municipal	30,0000	30,000	100%	100,000	100%
Subtotal City	4,810,000	6,600,000	74%	9,120,000	53%
Rural (services in Rockingham County)	850,000	1,000,000	85%	1,000,000	85%
Rockingham County government	201,000	500,000	42%	1,000,000	21%
Michaels Property	-	90,000	0%	90,000	0%
Daley Property	-	190,000	0%	170,000	0%
Process Usage (Water	140,000	190,000	74%	220,000	64%

Treatment Facility)					
Unaccounted Water	1,130,000	1,000,000	100%	1,000,000	100%
Total	7,140,000	9,550,000	75%	12,600,000	57%

77 *Source: Department of Public Utilities, 2017 Raw Water Supply Management Plan*

78 Definitions for Descriptions: City Residential: This is any residential account within the City’s corporate limits
79 which is not included in an Apartment class; City Commercial: This is any commercial account within the City’s
80 corporate limits; City Industrial: This is any industrial account within the City’s corporate limits; City Apartments:
81 This is any residential account where two or more residential units are located within the same dwelling structure;
82 City Institutional: This is any institutional account within the City’s corporate limits. This includes educational,
83 healthcare or support facilities; City Municipal: This is any account providing service to a City department; Rural:
84 This is any account located outside of the City’s corporate limits, excluding master meter accounts billable to
85 Rockingham County; Rockingham County: This is any account providing service directly to Rockingham County
86 under a City-County Service Agreement; Michaels and Daley Properties: This represents a contract agreement to
87 provide service to lands in exchange for easements; Process Usage: This represents water used in process at the
88 City’s Water Treatment Facility.

89 To relate AAD to needed water supply requires recognition that the treatment plant must produce a
90 volume of water at sufficient quantities to refill the potable water system storage reserves at the
91 completion of two consecutive cycles of operations. Table 13-2 shows this relationship between
92 forecasted AAD and the forecasted water supply target.

93 **Table 13-2. Conservative and Aggressive Forecasts for Build-out, in million gallons per day (MGD)**

	FY 2016-2017	Conservative Forecast Build-out	Aggressive Forecast Build-out
Average Annual Demands (AAD)	7.14 MGD	9.55 MGD	12.60 MGD
Water Supply Target	9.21 MGD	11.09 MGD	14.63 MGD

94 *Source: Department of Public Utilities, 2017 Raw Water Supply Management Plan*

95 For guidance into providing an adequate raw water supply, the Public Utilities Department maintains a
96 formal Raw Water System Management Plan (RWSMP). The 2017 RWSMP describes that underlying
97 principle of the RWSMP is to provide a roadmap to a reliable 14.39 MGD raw water supply that will meet
98 a 12.60 MGD average annual water demand.

99 *Potable Water Distribution*

100 In 2016, the City’s Water Treatment Plant treated a total of 2.59 billion gallons, averaging 7.11 million
101 gallons per day (MGD). The Water Treatment Plant has a current operating capacity of 13.6 MGD , but a
102 water supply of only 9.7 MGD, with a future expansion potential to 15 MGD. Within the potable water

103 distribution system, the City has a total water storage capacity of 23.16 million gallons (MG). This storage
104 capacity is provided by nine storage facilities spread across ten separate pressure zones (six zones with
105 storage and four with no storage). The City owns, operates, and maintains nearly 301 miles of water
106 distribution pipes ranging in size from 1-inch in diameter to 24-inch in diameter. This system serves water
107 to approximately 16,000 customer accounts.

108 The City operates these systems of treatment, distribution, and metering to deliver clean reliable water
109 to our customers for the purposes of residential consumption, commercial and industrial uses, and fire
110 protection. The Department of Public Utilities is currently developing a Potable Water System
111 Management Plan (PWSMP) to forecast and track the operation and maintenance of the system. This
112 management plan will address the following areas of concern:

- 113 • *Criticality analysis and lifecycle management* - To evaluate (using metrics) each system to inform
114 planning for rehabilitation, repair, and replacement of each asset, including but not limited to
115 pumps, controls, mechanical systems and structures, distribution storage tanks, pipelines, and
116 fire hydrants.
- 117 • *Technology Initiative* - To use new technologies to optimize daily operations.
- 118 • *Water Quality* – To continue providing high-quality water with continuous monitoring at the
119 Water Treatment Plant, which includes monthly collection and testing of samples from the
120 distribution system.
- 121 • *Water Accountability* – To develop a more thorough program to audit the use of all water entering
122 the distribution system. The program will identify water sold, water lost to leaks, and
123 unauthorized use.
- 124 • *Capacity* - To ensure the water system’s size is capable to meet the needs of users and to provide
125 adequate fire flow delivery for fire protection.

126 [Sanitary Sewer Collection and Treatment](#)

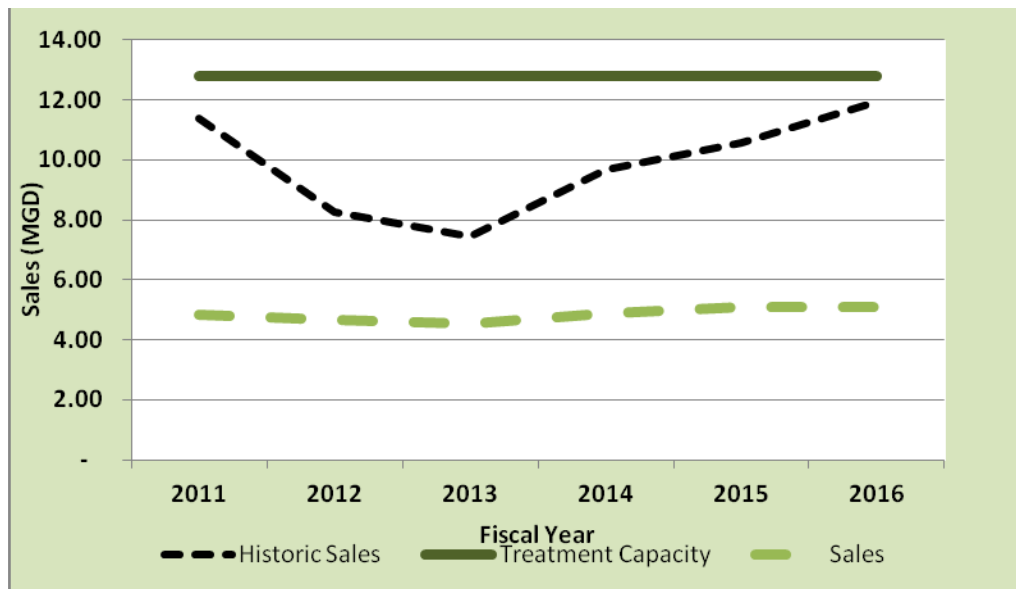
127 A major responsibility of the City is to provide a dependable and reliable sanitary sewer collection and
128 conveyance to the Harrisonburg-Rockingham Regional Sewer Authority’s (HRRSA) conveyance system.
129 HRRSA provides sanitary sewer treatment services for the City, Rockingham County, and the Towns of
130 Bridgewater, Dayton, and Mount Crawford (the member jurisdictions).

131 [Treatment](#)

132 All sewage from customers within the City who are connected to the public wastewater collection system
133 is conveyed to the HRRSA treatment facility in Mount Crawford, Virginia. This modern facility is a
134 technologically advanced wastewater treatment plant (WWTP) that provides enhanced biological nutrient
135 removal, also commonly referred to as enhanced nutrient removal (ENR), for meeting the stringent
136 requirements of the Chesapeake Bay Preservation Act.

137 The HRRSA WWTP has a current capacity of 22.0 MGD and treats sewage from the City of Harrisonburg,
138 portions of Rockingham County, and the Towns of Bridgewater, Mount Crawford, and Dayton. Of the
139 current 22.0 MGD capacity, 12.8 MGD are specifically allocated to the City.

140 Figure 13-2 illustrates the adequate capacity over the past five years to accommodate “sales” (of water)
 141 but also identifies the challenges with infiltration and inflow abatement that must be completed to offset
 142 growth in the City sewer customer base. The portion of sewage treated at HRRSA is represented as
 143 “historic sales.” The variance between sales and historic sales represents infiltration and inflow into the
 144 sanitary sewer system.
 145
 146



147
 148 **Figure 13-2. Harrisonburg Sewer Demand and Forecast (Average Annual Demands)**

149 *Source: Department of Public Utilities*

150 *Collection and Conveyance*

151 Predictive, preventive, and corrective maintenance, along with construction, are the staple activities
 152 performed by the City. The Department of Public Utilities has crafted a Sanitary Sewer Management Plan
 153 (SSMP) to guide ownership and operation of its sewer system infrastructure as it increases with age. This
 154 strategy underlies the effort to deliver the level of services expected today and to safeguard this level of
 155 service into the future.

156
 157 In looking forward, the Department of Public Utilities has carefully selected a dual approach that delivered
 158 both an aggressive forecast and a conservative sewer usage forecast. The aggressive approach is generally
 159 used for planning purposes whereas the conservative approach has been provided for comparison and
 160 understanding of the degree for margin of error (or safety margin) in planning.

161
 162 Table 13-3 shows forecasted annual average demands determined by two criteria, historic criteria and
 163 density criteria. Historical criteria projects future flow based on applying historical flow densities from
 164 various land uses against remaining undeveloped lands in the City. The density criteria projects future
 165 flows by applying City standard for flow densities to undeveloped lands. Table 13-4 shows that an

166 additional 0.5 to 1.0 MGD is needed for wholesale services to Rockingham County, which must be included
 167 in consideration of conveyance capacity, but should not be included in capacity evaluation at HRRSA.

168 **Table 13-3. Sanitary Sewer Projections for Harrisonburg, Average Daily Demands for Fiscal Year 2016**

Description	Existing gallons per day	Historical Criteria		Density Criteria	
		Capacity gallons per day	% Maturity	Capacity gallons per day	% Maturity
City Residential	1,300,000	1,838,462	71%	2,652,181	49%
City Commercial	1,060,000	1,391,733	76%	1,607,452	66%
City Industrial	830,000	1,272,534	65%	2,357,243	35%
City Apartments	660,000	841,322	78%	1,396,018	47%
City Institutional	510,000	620,000	82%	620,000	82%
City Municipal	10,000	10,000	100%	10,000	100%
Subtotal City	4,370,000	5,974,051	73%	8,642,894	51%
Rural	150,000	150,000	100%	150,000	100%
Rockingham County	140,000	500,000	28%	1,000,000	14%
Michaels	-	90,000	0%	90,000	0%
Daley	-	170,000	0%	170,000	0%
Total W/ Rockingham County	4,660,000	6,884,051	68%	10,052,894	46%

Total Rockingham County	WO/ 4,520,000	6,384,051	71%	9,052,894	50%
------------------------------------	--------------------------	------------------	------------	------------------	------------

169
170 To continue providing a reliable sanitary sewer system, the Department of Public Utilities maintains the
171 Sanitary Sewer Management Plan.
172

173 **Stormwater Management**

174 *System Description*

175 The City’s network of storm sewer pipes, culverts, inlets, and ditches make up the overall stormwater
176 system. Best Management Practices (BMPs) are activities or structural improvements that reduce the
177 quantity and improve the quality of stormwater runoff. Structural improvements include detention ponds,
178 bioretention ponds, and underground treatment units. Currently, the City owns, operates, and maintains
179 51 structural BMPs. Activity-based BMPs include the Department of Public Works’ regular street sweeping
180 and storm drain cleaning programs. As of Spring 2018, every City-owned drop inlet (or storm drain) is
181 cleaned and inspected once per year. Every City-owned street is swept, at a minimum, once every two
182 months. Some of these operations decrease during inclement weather.

183 In addition to City-owned and operated structures, there are many more that are owned and maintained
184 by private property owners. Due to multiple waterways, and both natural and manmade conveyance
185 systems in the City, there are cases where public and private property owners have existing drainage
186 concerns. The Department of Public Works documents these drainage concerns, but is not responsible for
187 managing drainage problems located on private property unless there is a legal agreement in place to do
188 so that benefits public infrastructure.

189 *Existing Policies and Programs*

190 The Department of Planning and Community Development is responsible for review, approval, and
191 enforcement of all new storm drainage and stormwater management designs associated with new
192 developments and redevelopment. The policy and program tools the City uses in this endeavor consist of
193 specific requirements set forth in the State’s Erosion and Sediment (E&S) Control Regulations, Stormwater
194 Management Regulations, the State’s Erosion and Sediment (E&S) Control Handbook, the State’s
195 Stormwater Management Handbook, the City’s Zoning Ordinance, the City’s Erosion and Sediment
196 Control Ordinance, the City’s Stormwater Management Ordinance, and the City’s Design and Construction
197 Standards Manual (DCSM).

198 The Department of Public Works is responsible for the physical aspects of operating and maintaining the
199 City’s existing stormwater system. Principally, this effort involves the routine inspection, cleaning, and
200 maintenance associated with pipes, culverts, inlets, and selected drainage ditches, as well as making any
201 structural repairs, modifications, or improvements that may be required. This work is only conducted on
202 City-owned assets located in City rights-of-way and those that are covered by a legal agreement with
203 clearly defined rights and responsibilities pertaining to the City. The Department of Public Works

204 maintains the City’s publicly-owned stormwater BMPs and administers the City’s Municipal Separate
205 Storm Sewer System (MS4) permit and its associated program.

206 In 2015, the City adopted a Stormwater Utility fee to raise revenue to support the stormwater program.
207 Property owners in the City pay a utility fee based on the amount of impervious area on their properties
208 because properties with larger amounts of impervious area contribute greater amounts of stormwater
209 runoff and pollutants to the stormwater management system. The program includes a residential and
210 non-residential credit program to allow property owners the opportunity to reduce their stormwater
211 utility fee by reducing stormwater runoff volume and pollutant levels from their individual properties.

212 In 2018, the City adopted a citywide Stormwater Improvement Plan that identifies projects and programs
213 for the City to consider to meet the stormwater pollution reductions required by its MS4 permit. The
214 implementation of this plan is expected to result in the installation of additional stormwater BMPs that
215 the Department of Public Works will maintain, as well as opportunities for public-private partnership to
216 manage stormwater.

217 More information about the MS4 permit and program can be found in Chapter 10, Environmental
218 Stewardship and Sustainability.

219 [Solid Waste Management](#)

220 The Department of Public Works handles solid waste management for the City. The City’s integrated
221 program of collecting, recycling, landfilling, and educating is described in detail in the City of Harrisonburg
222 Solid Waste Management Plan. In 2008, to help defray the cost of solid waste collection, disposal, and
223 recycling, the City adopted a Solid Waste Management fee that applies to all residents and commercial
224 businesses in the City.

225 The City used to operate a Resource Recovery Facility (RRF), also referred to as the steam plant, that
226 incinerated City and County trash, producing steam that powered heating and cooling systems at James
227 Madison University (JMU) and power generators used by Harrisonburg Electric Commission (HEC) during
228 periods of peak demand. Due to regional changes in solid waste management and disposal, the RRF could
229 no longer be economically sustained, and was decommissioned in 2016.

230 [Collection](#)

231 Harrisonburg operates a curbside collection program for municipal solid waste (MSW). Collection by the
232 City is available to all single-family detached, duplex, and townhome dwellings that have public street
233 frontage, and to multi-family developments consisting of six dwelling units or less that also have public
234 street frontage. MSW collected by the City is hauled to the Rockingham County Landfill for final disposal.
235 Businesses and apartment complexes are required to develop and submit their own Solid Waste
236 Management Program Plan to the Department of Public Works. The Solid Waste Management Plan
237 estimates a per capita solid waste generation rate of 4.3 pounds per day, which excludes industrial waste
238 and construction debris.

239 The City hosts Household Hazardous Waste collection events in partnership with Rockingham County
240 twice per year. These events are held at various locations and allow residents to dispose of hazardous

241 waste, free of charge. The City and County share the cost of having the waste collected and disposed of
242 by a specialized hauler by methods appropriate for each waste stream.

243 *Recycling*

244 Recycling service are provided to residents and businesses by the Department of Public Works and private
245 collection service providers. From August 2015 to February 2018, the City operated Single Stream
246 Collection program that transferred all MSW it collected to a materials recovery facility (MRF) in central
247 Virginia that further processed the MSW to remove and resell the recyclable materials. This program
248 greatly increased the City's recycling rate, from two percent of City-collected MSW under the previous
249 curbside collection program, to 25 percent under the Single Stream Collection program. Combined with
250 private collection service providers, the overall city recycling rate increased from 27 percent in 2014 to 49
251 percent in 2016.

252 However, in January 2018, China and other South Asian nations banned imports of approximately 30
253 recyclable items, citing severe contamination of recyclables as the reason. The resulting reduction in
254 demand for recyclables caused major instability in the worldwide recycling market. This had immediate
255 negative costs implications for recycling programs globally. Due to these international market forces, the
256 City of Harrisonburg's Single Stream Collection program ceased operations in February 2018. In March
257 2018, the City opened a Recycling Convenience Center at 2055 Beery Road in Harrisonburg, where citizens
258 can drop off recyclables. These pre-sorted recyclables are considered uncontaminated or less
259 contaminated, making them easier to market to local recycling organizations. As of Summer 2018, the
260 City is unable to justify a traditional curbside recycling collection program due to the instability of the
261 recycling market. Private collection service providers continue to provide some level of recycling
262 collection to residents in private communities and local businesses through private contracts. The City will
263 continue to study and evaluate the long-term viability of various recycling options to provide a sustainable
264 program that diverts reusable products from landfills and continues to meet a minimum recycling rate of
265 25 percent, as required by the Virginia Department of Environmental Quality.

266 *Disposal in the Sanitary Landfills*

267 The last cell of the City's landfill located on Ramblewood Road was closed in the late 1990s. This landfill
268 operated from 1943 to 1996. Although a closed facility, the City realizes extensive long-term maintenance
269 costs on an annual basis to remain in compliance with the approved Virginia Department of Environmental
270 Quality (VA DEQ) closure plan. The City conducts a comprehensive set of groundwater monitoring to
271 determine whether the former landfill is a source of contamination from the solid waste. Testing will
272 continue for at least another 20 years. If it is determined that any contamination has occurred, a corrective
273 action plan will be developed and implemented for the closed landfill. When the landfill was capped and
274 a portion converted to recreational use as athletic fields. The site is currently operated by the Department
275 of Public Works and Department of Parks & Recreation.

276 The City is now disposing of bulk and yard debris at the Rockingham County Landfill. Additionally, the
277 MRF with which the City contracts for processing of MSW, disposes of the remaining waste in a landfill.
278 The City continues to explore source reduction, reuse, and recycling of all solid waste to reduce
279 contributions to sanitary landfills.

280 *Education*

281 The City promotes source reduction, reuse, and recycling of solid waste to the general public and in the
282 schools. Community members can learn more about the City’s transfer station by scheduling tours with
283 the Department of Public Works or participating in the Citizen Academy. Brochures and flyers are made
284 available in City buildings and through a number of businesses. The Department of Public Works offers
285 programs in the schools to discourage littering and to promote recycling. The City also coordinates an
286 Adopt-a-Street Program to partner with community groups in providing regular litter pick-ups. This
287 program has resulted in over 20 miles of city streets being cleaned up, each year. The city also organizes
288 the annual Blacks Run/Downtown Clean-Up Day.

289 *Other Utilities*

290 *Harrisonburg Electric Commission (HEC)*

291 Harrisonburg Electric Commission (HEC) purchases power for resale to its 21,000 customers from
292 Dominion Energy at four separate delivery points. It is from these delivery points that they transmit and
293 distribute power throughout the City and ultimately to the residents and businesses of Harrisonburg.
294 Their service territory as defined by the General Assembly in 1999, are the extents of the City limits of
295 Harrisonburg. The Commission operates under Section 8 of the City Code and accordingly has five, City
296 Council appointed, Commissioners.

297
298 The City has had a municipal electric system since 1905. Steam, waterpower, and diesel were the original
299 means of electric generation in the City. By the mid-1950s, the City’s electric system had become run
300 down and antiquated. Virginia Electric & Power Company (VEPCO) offered to purchase the electric system
301 from the City and purchase a 30-year franchise for just over \$2 million. The sale went to referendum, but
302 did not pass. It was believed that the operation of the system by an independent, nonpolitical commission
303 would provide many advantages including more businesslike management, better long-range planning,
304 and the elimination of excessive draining of revenues from the system. The Harrisonburg City Council
305 created HEC in October 1956 with the first Board of Commissioners being sworn in to office in January of
306 1957. As a part of the creation of the Commission, by City Code, a minimum of 5 percent of total revenues
307 is to be returned to the City annually as well as a payment equal to the amount of taxes that would be
308 owed as if they were a private utility. To date, HEC has returned in excess of \$139,000,000 in contributions
309 and taxes to the general fund of the City.

310
311 In January 2011, through a contract with the Virginia Municipal Electric Association (VMEA), in which HEC
312 is one of seven members, they entered a 20-year power supply contract with Dominion Energy in effect
313 through May of 2031. The contract is a full requirements contract, which means that HEC cannot purchase
314 power from any other entity nor can it build generation, renewable or otherwise, to offset energy
315 purchases from Dominion. Additionally, the retail customers of HEC may not enter into contracts to
316 purchase power from any other entity, however, rooftop solar installations by its customers are allowed
317 behind the customer’s meter under HEC’s parallel connection agreement (net metering agreement). As
318 of February 2018, there are 100 solar panel systems (85 residential and 15 commercial installations)
319 connected under this arrangement.

320
321 Beginning in 2016, the Commission began installation of Advanced Metering Infrastructure (AMI)
322 throughout their system. This three-year project, aimed at replacing all electric meters on their system
323 by the end of calendar year 2018, is designed to provide for increased efficiencies in their operations as
324 well as to provide their customers access to energy usage with granularity down to 1-hour intervals. This
325 helps customers estimate usage, understand the effects certain appliances have on their monthly bills and
326 it will also help customers get feedback on conservation measures or the changes in usage habits can have
327 to help them be more energy efficient. All AMI meters can be read on demand when required.

328
329 For HEC, all the meter readings are brought in by using a network of radio frequency equipment. This
330 eliminates the need to send the meter readers out in their vehicles and avoids any weather hazards as
331 well as highly congested areas, reducing the possibility of accidents. Most residential and some
332 commercial meters are equipped with built in disconnects that can be operated remotely for
333 discontinuance of service without having to put vehicles on the road. In addition to the data provided to
334 help engineering make decisions about equipment sizing and operating more efficiently, this system will
335 send alarms back to the office to notify them in the event of an outage. In some cases, when a customer
336 calls in to report an outage, it can be determined through a quick read of the meter, if the problem that
337 exists is a utility problem or a customer issue, since voltage at the meter is returned with each reading.

338
339 HEC continues to plan for growth throughout the City. HEC currently has 8 substations, 215 miles of
340 distribution lines at 23,000 volts and approximately 20 miles of transmission line at 69,000 volts. Their
341 previous system peak demand was 157.8 MW in February of 2015. As a distributor of power, it is of
342 utmost importance that electric needs are met on demand. Future substations and transmission lines are
343 being considered to ensure that adequate capacity is available to facilitate serving future electric loads.
344 In serving the residents and businesses of Harrisonburg, HEC's Mission Statement "is to provide reliable
345 service at a competitive rate in a courteous manner".

346
347 *Natural Gas Service*
348 The City is served by Columbia Gas of Virginia, a subsidiary of NiSource Company. NiSource owns and
349 operates approximately 15,000 miles of strategically located natural gas pipelines, integrated with one of
350 the largest underground storage systems in North America. The company headquarters is located in
351 Houston, Texas with local contacts and offices located in Staunton, Virginia.

352 *Telecommunications/Broadband*
353 The City is served by a number of telecommunications providers, including, Verizon, Shentel and Comcast.
354 These utilities commonly have pole attachment agreements to utilize HEC's poles for utility deployment.

355
356 In January 1996, the City Code was amended and gave HEC the authority to provide fiber optic services
357 within the City. Approximately 17 miles of fiber were installed to provide network connections for local
358 government offices and City School Buildings. In October 2014, City Council granted a franchise to Shentel
359 so that it could install a fiber optic network in downtown Harrisonburg on Main Street, between Bruce

360 Street and Market Street. In July 2016, City Council granted Shentel a citywide franchise to lay a fiber optic
361 network through the streets and across public owned property. The fiber optic network also serves private
362 users. The City and Shentel have negotiated rates for the City government and school's use of the fiber
363 optic network to connect all local government offices and City School buildings.

364 Public Safety

365 *Harrisonburg Rockingham Emergency Communications Center (HRECC)*

366 The Harrisonburg-Rockingham Emergency Communications Center (HRECC) is a consolidated center
367 created by an Exercise of Joint Powers by the City of Harrisonburg and Rockingham County. "The Mission
368 of the Harrisonburg-Rockingham Emergency Communications Center shall be to efficiently and
369 professionally receive emergency 9-1-1 calls and dispatch emergency services to protect the community
370 members and visitors of Harrisonburg and Rockingham County, VA."

371
372 The primary functions of the HRECC are:

- 373 • Efficiently process emergency calls within one minute of reception;
- 374 • Provide high quality communications through state-of-the-art technology;
- 375 • Constantly seek out ways to improve the quality of services provided to the community; and
- 376 • Facilitate the development of highly trained, proficient, dedicated and self-motivated personnel.

377
378 The Communications Center and joint Governmental Emergency Operations Center is located in the City
379 of Harrisonburg's Public Safety Building, located at 101 North Main Street. The HRECC owns and manages
380 eleven radio sites in various locations in the City and Rockingham County that affords two-way radio
381 communications among public safety responders, general government employees, and the HRECC.
382 Additionally, the HRECC owns/manages one (of five) Virginia Communications Caches. The
383 Communications Cache holds over five-hundred radios, portable repeaters, and deployable trailer-towers
384 that can be dispatched to significant local, state, and national incidents requiring additional radio assets
385 and interoperable radio communications.

386 *Fire Department*

387 The Harrisonburg Fire Department's formal mission statement is as follows: "The mission of the
388 Harrisonburg Fire Department is to enhance the quality of life for the community by protecting their health,
389 safety and welfare through fire suppression, emergency medical services, prevention and public
390 education."

391 The mission is carried out through several core values:

- 392 • *Integrity* – consistency of actions and values; doing what is right
- 393 • *Professionalism* – skill, judgment and behavior that is expected of those that are highly trained
- 394 • *Safety* – ensuring the health and well-being of employees & customers alike
- 395 • *Teamwork* – the actions of a group to achieve a common purpose
- 396 • *Excellence* – the state of superior service

397

398 The mission statement and values lead toward the vision to be committed to providing a professional
399 level of emergency service that continually enhances the quality of life, health, safety, and welfare of the
400 community we serve.

401 The Fire Department has four Fire Stations and two other support facilities:

- 402 • Station 1 at 80 Maryland Avenue,
- 403 • Station 2 at 380 Pleasant Valley Road,
- 404 • Station 3 at 299 Lucy Drive,
- 405 • Station 4 at 210 East Rock Street,
- 406 • Administration offices located at the Public Safety Building, 101 North Main Street, and
- 407 • the Training Center located on East Mosby Road.

408
409 Typical Fire Department response times are about 4 minutes, although the Park View area has longer
410 response times (about 5 minutes). A new Fire Station (#5) is planned in the City’s Capital Improvement
411 Plan to be located in Park View area in an effort to reduce response times to this area.

412 *Police Department*

413 The following mission statement captures the overall goals and operational objectives of the Harrisonburg
414 Police Department.

415 The mission is to “preserve public peace and order, to protect life and property and to enforce the laws
416 of the United States, Commonwealth of Virginia and the City of Harrisonburg.” To join with the community
417 to reduce crime, improve safety, solve problems, and improve the quality of life for the residents of
418 Harrisonburg, and those visiting the area.

419 The Police Department performs the following functions:

- 420 • Provides police presence and services throughout the City on a 24-hour basis.
- 421 • Responds to reports of criminal activity or requests for police service in a timely manner.
- 422 • Investigates criminal activity or potential criminal activity by identifying, apprehending and
423 arresting suspects, and then providing evidence and testimony in court.
- 424 • Maintains responsive contact and communications with victims of crime.
- 425 • Ensures the orderly and safe flow of traffic and investigates motor vehicle crashes.
- 426 • Promotes motor vehicle, bicycle, and pedestrian safety.
- 427 • Encourages community compliance with laws and participation in public safety through crime
428 prevention and education programs, community relations activities, and in setting examples for
429 the public to follow.
- 430 • Resolves public or domestic disputes to avoid escalation to violence.
- 431 • Provides specialized police presence in the public parks and recreation areas.
- 432 • Provides specialized police presence in the City Schools, Middle and High School Levels.
- 433 • Develops and maintains pro-active programs directed at crime prevention.
- 434 • Provides other City Departments and businesses crime prevention methods through Crime
435 Prevention through Environmental Design (CPTED)

- 436 • Provides personal services and programs directed at crime prevention among the youth
- 437 • Provides a formalized complaint process in order that community members and police can work
- 438 together effectively.
- 439 • Provides community services to the public that aid in accomplishing the police mission.

440

441 The Department operates four police facilities:

- 442 • the Public Safety building (Harrison Plaza) at 101 North Main Street, and
- 443 • three unmanned satellite substations on Mosby Road, at 633 East Market Street, and at the Valley
- 444 Mall.

445

446 The City pays 50 percent of the cost of administering the courts and the Regional Jail, which is managed
447 by the Sheriff of Harrisonburg and Rockingham County. The Police Department has a close working
448 relationship with the Sheriff's office. In addition to sharing the courts and jail, the City allows the County
449 to utilize the shooting range and training facility, located on Greendale Road, within the City limits.

450 *Rescue Squad*

451 The Harrisonburg Rescue Squad, an all-volunteer organization, is an independent, non-profit corporation
452 that is recognized as an integral part of the official safety program of the City for the purposes of saving
453 lives, administering first aid, and teaching safety in Harrisonburg and parts of Rockingham County. The
454 Rescue Squad is located at 1700 Reservoir Street, and owns and maintains a full fleet complete with
455 ambulances, response vehicles, a Heavy Rescue Vehicle, and a Mass Casualty Response Unit. The Rescue
456 Squad has approximately 200 active volunteer members and responds to over 8,500 calls-for-service per
457 year.

458 *Local Government Facilities*

459 It is vital for the City to maintain its facilities as effectively and efficiently as possible. This requires periodic
460 budgetary reviews for renovations, major capital repairs, expansions, and new facilities. Many of these
461 items can be planned well in advance and these are vetted through the CIP process, but maintenance of
462 existing structures requires a rapid and quick response when unexpected needs arise such as a premature
463 equipment failure or structural failure. Many specific community facilities are discussed in Chapter 8
464 (Education), Chapter 11 (Parks & Recreation), and Chapter 12 (Transportation).

465 *Health*

466 Health has become an increasingly important topic for local communities to consider in their planning
467 efforts. While most people equate health with access to physicians and hospitals, health is also linked to
468 the built environment. A publication by the American Planning Association¹ states that “[a]
469 comprehensive plan is a guide for improving quality of life, promoting economic development, and
470 creating livable spaces, all of which improve community health.” Decisions made regarding land use,

¹ American Planning Association, “Healthy Plan Making: Integrating Health Into the Comprehensive Planning Process: Analysis of seven case studies and recommendations for change.”

471 urban design, transportation, parks and recreation, and other community facilities and infrastructure have
472 impact on local air quality, water quality and supply, traffic safety, physical activity which are linked to
473 health issues such as adult and childhood obesity, inactivity, food access and nutrition, respiratory
474 problems, chronic diseases, and environmental justice.

475 **Community Infrastructure, Services, Safety, and Health Goals, Objectives and Strategies**

476 **Goal 14.** To support the City with community facilities, infrastructure, and services, which allow for
477 sustainable growth and are accessible, equitable, efficient, cost-effective, and sensitive to
478 the environment.

479 **Objective 14.1** To continue to provide an adequate supply of high quality, environmentally sound
480 public water service.

481 **Strategy 14.1.1** To construct needed water supply, treatment, storage, and pressure
482 improvements to provide effective and efficient water services.

483 **Strategy 14.1.2** To work with Rockingham County and the US Forest Service to protect the
484 Dry River water supply area.

485 **Strategy 14.1.3** To continue to implement the recommendations of the Raw Water
486 System Management Plan (RWSMP) and the Potable Water System
487 Management Plan (PWSMP).

488 **Objective 14.2** To continue to provide dependable, environmentally sound sanitary sewer
489 service.

490 **Strategy 14.2.1** To continue to implement the recommendations of the Sanitary Sewer
491 Management Plan.

492 **Strategy 14.2.2** To continue to support the Harrisonburg-Rockingham Regional Sewer
493 Authority (HRRSA) to meet voluntary and other goals for nutrient
494 reduction of the Chesapeake Bay Total Maximum Daily Load (TMDL).

495 **Strategy 14.2.3** To eliminate septic systems in the City by promoting a septic to sanitary
496 sewer connection conversion incentives program and/or offering
497 financial assistance to encourage connections to the sanitary sewer
498 system.

499 **Objective 14.3** To improve stormwater and local water quality by reducing sediment,
500 phosphorus, nitrogen, and bacteria loading into Blacks Run and its tributaries.

501 **Strategy 14.3.1** To continue complying with the Small Municipal Separate Storm Sewer
502 System (MS4) permit by implementing policies, programming, and
503 maintenance activities to meet the required six minimum control
504 measures: public education and outreach, public involvement, illicit

505 discharge detection and elimination, construction site stormwater runoff
506 control, post-construction stormwater management, and good housing
507 keeping and pollution prevention.

508 Strategy 14.3.2 To continue coordinating stormwater management in cooperation with
509 James Madison University, Rockingham County, and the Virginia
510 Department of Transportation.

511 Strategy 14.3.3 To use stormwater management techniques, that are both effective
512 control measures and enhance the urban environment with aesthetically
513 pleasing features, such as expansion of urban tree canopy and
514 bioretention.

515 Strategy 14.3.4 To continue implementing the Stormwater Utility Fee and credit program
516 to fund stormwater controls, maintain public facilities, and encourage
517 management of stormwater on private property.

518 Strategy 14.3.5 To explore the feasibility of the City participating in the Community
519 Rating System administered by the Federal Emergency Management
520 Agency (FEMA) for the potential benefit of reducing flood hazard
521 insurance rates.

522 Strategy 14.3.6 To implement the City's Stormwater Improvement Plan.

523 Strategy 14.3.7 To continue working with the Virginia Department of Environmental
524 Quality, the Shenandoah Valley Soil & Water Conservation District, and
525 other partners to improve stormwater and water quality in Blacks Run
526 and local waterways.

527 Strategy 14.3.8 To require mandatory inspections of remaining septic systems.

528 Objective 14.4 To promote and implement strategies to reduce waste. See Chapter 10,
529 Environmental Stewardship and Sustainability's Objective 11.7 for related
530 strategies.

531 Objective 14.5 To support the development and expansion of multifaceted energy services,
532 prioritizing renewable sources, and corresponding infrastructure that are reliable,
533 cost-effective, properly maintained, and responsive to customer needs.

534 Strategy 14.5.1 To support programs to increase energy efficiency of municipal
535 operations, businesses, and households. See Chapter 10, Environmental
536 Stewardship and Sustainability for related strategies.

537 Strategy 14.5.2 To encourage new installations of electric service be constructed
538 underground.

539 Strategy 14.5.3 To provide cost-effective, energy-efficient street lighting appropriate to
540 the use and character of the area.

541 Strategy 14.5.4 To encourage the expansion of natural gas facilities to all new private
542 developments.

543 Strategy 14.5.5 To support the development and expansion of solar energy
544 infrastructure.

545 Objective 14.6 To support the development and maintenance of broadband and
546 telecommunications services that are accessible to all residents and businesses
547 to support education, health, economic development, and public safety.

548 Strategy 14.6.1 To continue to support franchise agreements between the City and
549 broadband providers to lay fiber optic networks through city streets and
550 across publicly-owned properties.

551 Strategy 14.6.2 To encourage the availability of more locations where the public can
552 access wireless internet. For example, at local businesses, community
553 centers, and other public places.

554 Objective 14.7 To continue planning for the expansion and upgrade of utilities during the
555 planning, maintenance, and construction of new infrastructure projects.

556 Strategy 14.7.1 To continue to hold utility coordination meetings with public and private
557 utility providers to discuss current and future projects.

558 Objective 14.8 To monitor the effectiveness and efficiency of City service delivery so that
559 changes can be made as needed.

560 Strategy 14.8.1 To perform periodic studies of the adequacy, quality, efficiency, and
561 equity of City service delivery, including potential needs for additional
562 water supply sources, water and wastewater treatment expansions,
563 stormwater capacity and conveyance, and availability of solid waste
564 reuse/recycle/disposal options.

565 Goal 15. To enhance the quality of life of our community by protecting and enhancing health,
566 safety and welfare through public safety, fire suppression, emergency medical services,
567 preventative health care services, and community education.

568 Objectives 15.1 To proactively identify and analyze risks to the community and to the City, and to
569 develop and implement effective strategies to address and/or minimize these
570 risks.

571 Strategy 15.1.1 To continually work with partners in maintaining and updating the
572 City/County Emergency Operations Plan.

- 573 Objective 15.2 To provide a well prepared first response force that is capable of response and
574 mitigation as an all hazards organization (includes fire, police, EMS, and others).
- 575 Strategy 15.2.1 To continually provide opportunities to develop, train, and update skills
576 and equipment resources.
- 577 Strategy 15.2.2 To continue to review and implement a strategic plan to maximize first
578 response service delivery and safety.
- 579 Strategy 15.2.3 To provide adequate facilities and resources in the appropriate areas to
580 support the overall response of public safety agencies.
- 581 Objective 15.3 To provide a proactive and comprehensive Community Risk Reduction² program
582 through fire and life safety education and effective fire code enforcement.
- 583 Objective 15.4 To support the efforts of the Harrisonburg/Rockingham Community Criminal
584 Justice Board to effectively hold people accountable for their actions while
585 reducing recidivism and creating positive outcomes.
- 586 Strategy 15.4.1 To explore and promote alternatives to incarceration, when appropriate.
- 587 Strategy 15.4.2 To support substance abuse treatment centers.
- 588 Strategy 15.4.3 To support and expand community mental health services.
- 589 Objective 15.5 To increase the effectiveness of public awareness and engagement programs so
590 community members better know and trust law enforcement and emergency
591 service providers.
- 592 Strategy 15.5.1 To continue to host programs such as Citizen Academy, Community
593 Police Academy, National Night Out, and Free Pizza/Smoke Alarm Night
594 and to provide brochures in different languages.
- 595 Objective 15.6 To promote and support policies and programs that encourage healthier living
596 and improve community overall well-being.
- 597 Strategy 15.6.1 To promote healthy activities through city-wide celebrations (e.g. “Walk
598 to a Healthy Diet” and public health campaigns on nutrition).
- 599 Strategy 15.6.2 To promote initiatives that educate citizens regarding public and private
600 programs to make health care more accessible.

² In addition to fire and life safety, Community Risk Reduction also encompasses safety initiatives including, but not limited to bike safety and swimming safety.

601 Strategy 15.6.3 To evaluate local and regional public transportation routes through the
602 Transit Development Plan to provide better access to health care and
603 support services.

604 Strategy 15.6.4 To consider how public health is affected when making decisions
605 regarding land use, urban design, and transportation.

606

607 Chapter Resources

608 Harrisonburg Capital Improvement Program, [https://www.harrisonburgva.gov/capital-improvement-](https://www.harrisonburgva.gov/capital-improvement-program)
609 [program](https://www.harrisonburgva.gov/capital-improvement-program)

610 Harrisonburg Raw Water System Management Plan, <https://www.harrisonburgva.gov/water-engineering>

611 Harrisonburg Sanitary Sewer Management Plan, <https://www.harrisonburgva.gov/water-engineering>

612 Harrisonburg Solid Waste Management Plan, <https://www.harrisonburgva.gov/trash>

613 Harrisonburg Stormwater Improvement Plan (SWIP), [http://www.harrisonburgva.gov/stormwater-](http://www.harrisonburgva.gov/stormwater-improvement-plan)
614 [improvement-plan](http://www.harrisonburgva.gov/stormwater-improvement-plan)

615 Harrisonburg Stormwater Management Program, [https://www.harrisonburgva.gov/stormwater-](https://www.harrisonburgva.gov/stormwater-management-program)
616 [management-program](https://www.harrisonburgva.gov/stormwater-management-program)

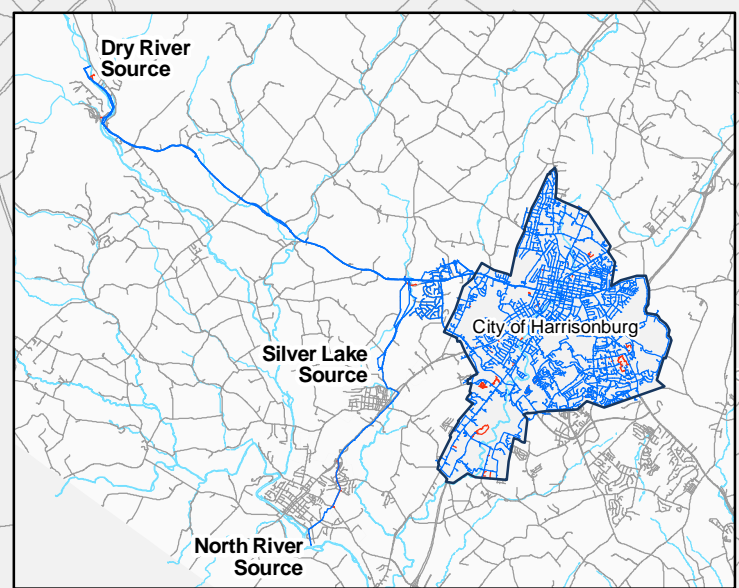
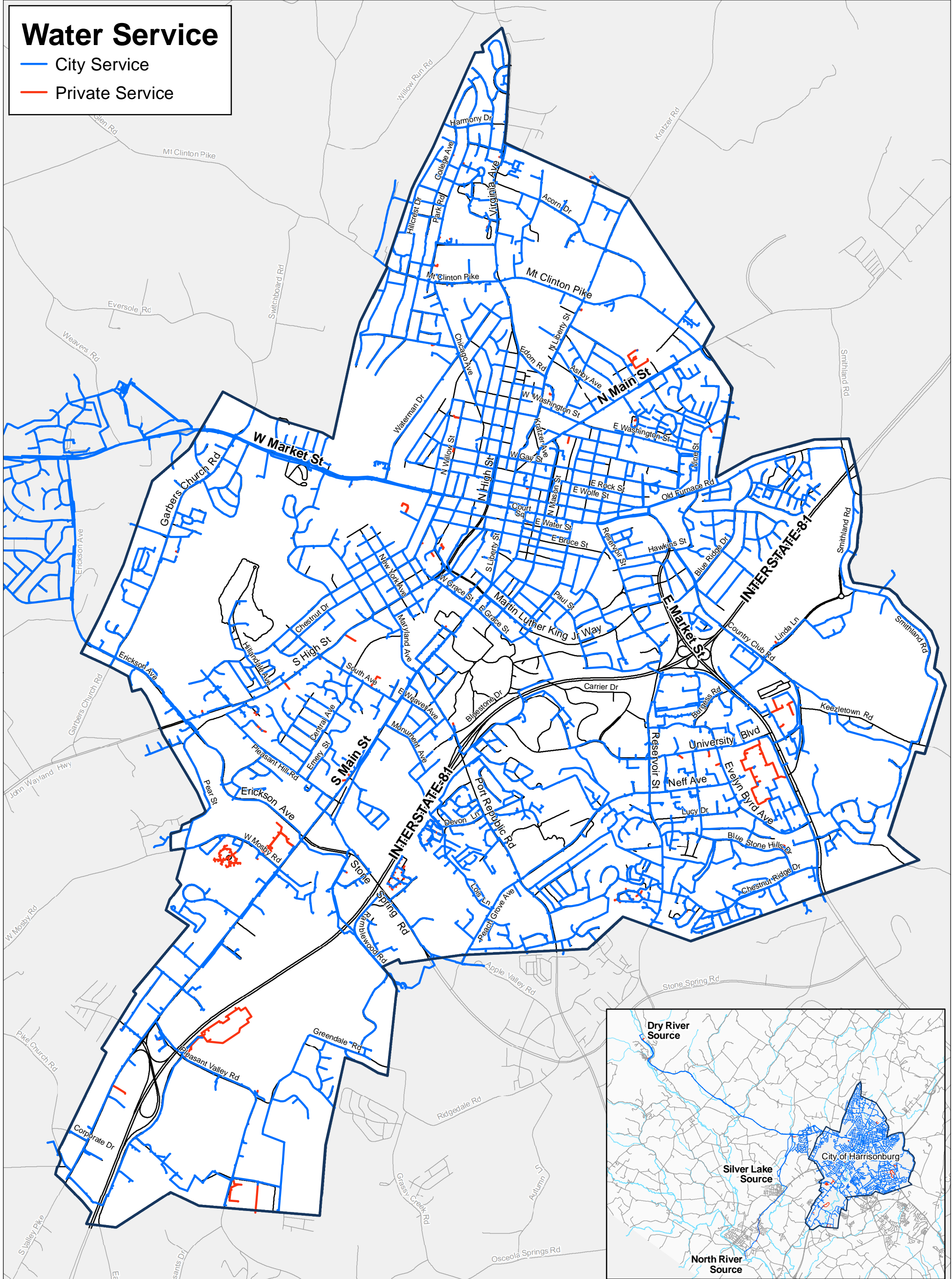
617

618

619

Water Service

- City Service
- Private Service



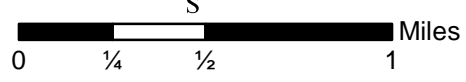
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Data Sources:
 Department of Planning and Community Development
 Department of Public Utilities

Existing Water Service

Comprehensive Plan

Map created: September 30, 2018

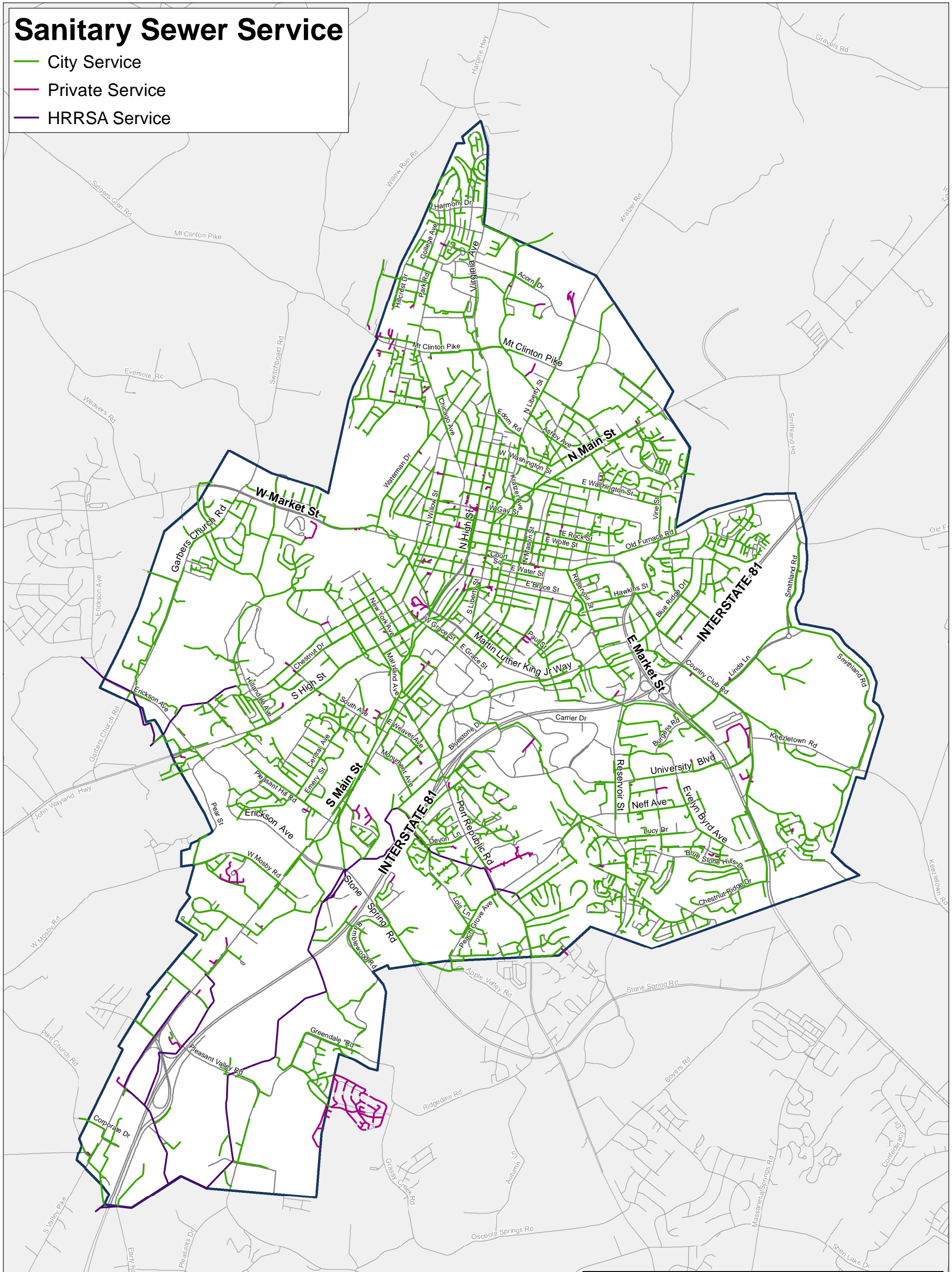


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Sanitary Sewer Service

- City Service
- Private Service
- HRRSA Service



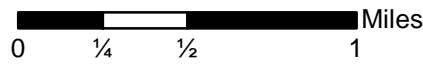
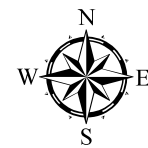
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Data Sources:
 Department of Public Utilities
 Harrisonburg Rockingham Regional Sewer Authority (HRRSA)
 Department of Planning and Community Development

Existing Sanitary Sewer Service

Comprehensive Plan





Map created: September 30, 2018

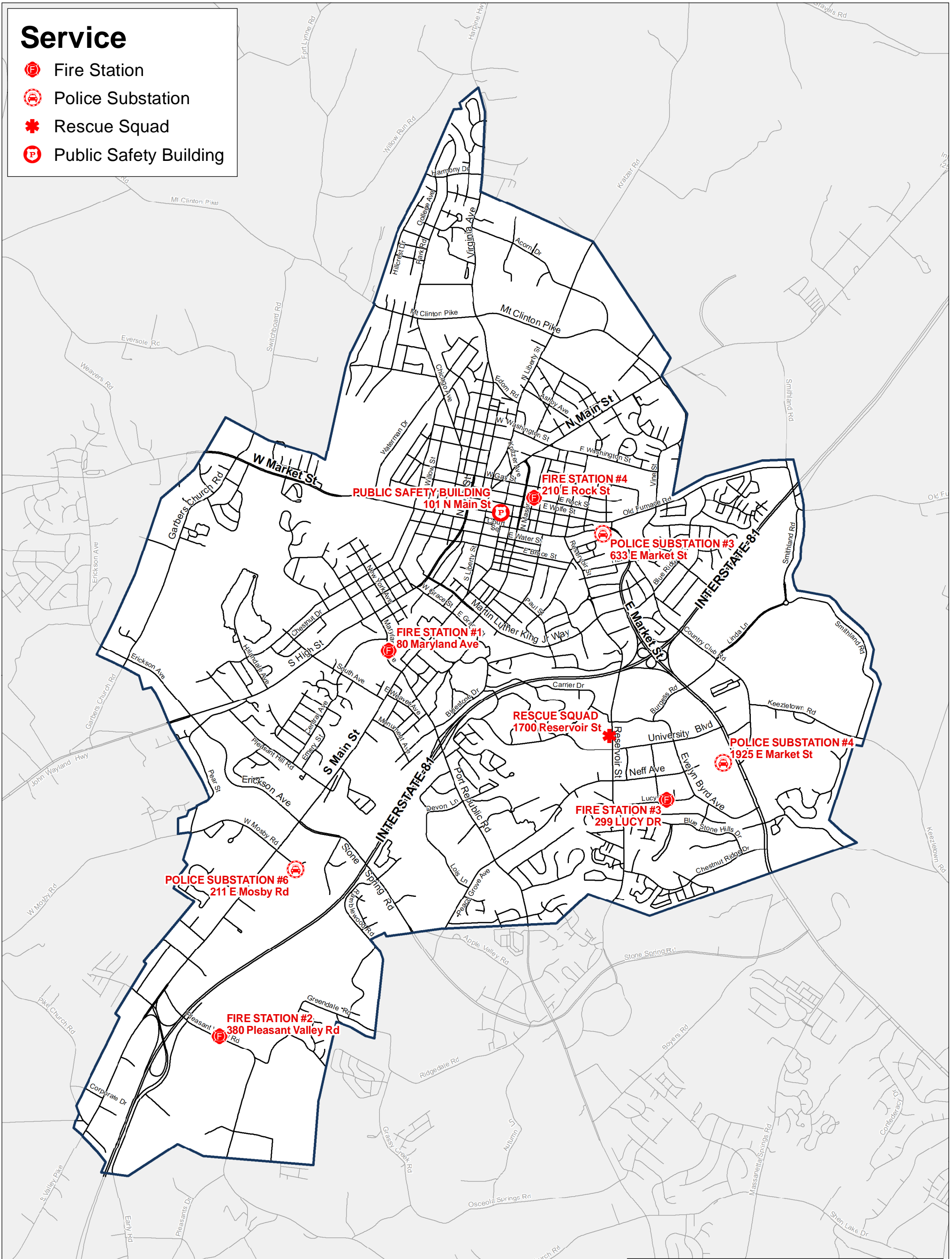


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Service

-  Fire Station
-  Police Substation
-  Rescue Squad
-  Public Safety Building



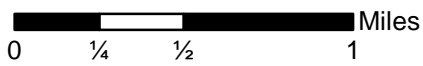
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Data Sources:
 Harrisonburg Fire Department
 Harrisonburg Police Department
 Harrisonburg Rescue Squad
 Department of Planning and Community Development

Existing Public Safety Services

Comprehensive Plan

Map created: September 30, 2018



YOUR CITY. YOUR PLAN.



Harrisonburg VIRGINIA

Chapter 14.

Economic Development and Tourism



YOUR CITY. YOUR PLAN.



1 Chapter 14 Economic Development and Tourism

2 Contents

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13

14 Introduction

15 A strong economy is essential to the social, cultural, and financial vitality of the City of Harrisonburg. Public
16 and private initiatives help create employment opportunities. Economic development involves public
17 sector collaboration with private entities to promote and improve local economies. Successful economic
18 development requires cooperation among government, businesses, educational institutions, nonprofits,
19 and civic organizations. The promotion of business and industrial investment along with jobs retention
20 and creation supports the City’s tax base, increases property values, provides work opportunities for
21 people, helps reduce poverty, and moves the City toward economic stability and self-sufficiency. This
22 chapter focuses on Harrisonburg’s economic health and the efforts to maintain and enhance it through
23 economic development and tourism promotion.

24 Background

25 Harrisonburg has many assets that are attractive to businesses including, but not limited to:

- 26 • Harrisonburg is centrally located on the East Coast and has easy access to major transportation
27 routes; Interstate 81 runs through Harrisonburg and is a major transportation route providing
28 one-day access to two-thirds of the U.S. population. Additionally, regional and international
29 airports, including Shenandoah Valley Regional Airport, Dulles International Airport,
30 Charlottesville Airport, Richmond Airport, and Roanoke Airport are within 150 miles.

- 31 • The Harrisonburg area serves as the major retail and service center in the Shenandoah Valley.
32 The Harrisonburg retail market attracts shoppers from 20+ miles away (including West Virginia)
33 with an estimated market population of 222,000 served.
- 34 • There are many cultural and recreational opportunities within and surrounding Harrisonburg,
35 including but not limited to: local universities, which sponsor lectures, concerts, art exhibits, and
36 athletic events; Downtown Harrisonburg which serves as a destination for dining, shopping and a
37 variety of annual events; and Shenandoah National Park, George Washington National Forest; and
38 Massanutten Four-Season Resort are less than 25 miles from Harrisonburg.
- 39 • Harrisonburg is home to James Madison University, (JMU) a public coeducational research
40 university; Eastern Mennonite University (EMU), a private liberal arts university; and American
41 National University, a postsecondary education institution.¹ Other higher education and training
42 providers in the area that serve Harrisonburg residents include Blue Ridge Community College,
43 Bridgewater College, Mary Baldwin University, and the Woodrow Wilson Workforce and
44 Rehabilitation Center. There are opportunities for the City and community organizations to
45 partner with colleges and universities with respect to student internships, special projects, and
46 technical assistance on governmental and environmental issues.
- 47 • Harrisonburg has a diverse economic base, which has helped insulate it from major hits during
48 times when certain industry sectors have experienced downturns.

49 Labor

50 Harrisonburg benefits from a diverse employment base. The City is primarily supported by non-
51 agricultural employment in the form of manufacturing, trade, tourism, retail trade, and professional
52 services. In 2017, based on data from Emsi, the largest industry sectors by total number of jobs were
53 accommodations and food (5,093), retail (4,836), manufacturing (2,981), healthcare (2,937), educational
54 services (1,334), construction (1,246), wholesale trade (1,198), and professional, scientific and technical
55 services (1,174).

56 In March 2018, the Virginia Employment Commission reported that the City's total number of employed
57 workers was 24,060 and the total available workforce was 24,997. In February 2018, unemployment in
58 the City measured 3.7%, while the Harrisonburg-Rockingham Metropolitan Statistical Area (MSA)
59 measured 3.2% unemployment. The Harrisonburg-Rockingham MSA consistently records unemployment
60 rates that are lower than the Virginia average. Local employers are increasingly reporting that it is getting
61 harder to find skilled workers to fill crucial positions on their payrolls. Workforce development will
62 continue to be an important component of Harrisonburg's overall economic development strategy.

63 Table 14-1 shows Harrisonburg's unemployment rate compared to that of Rockingham County, the
64 Central Shenandoah Planning District, and Virginia. Economic trends since the Great Recession continue

¹ Student population growth trends and projections for James Madison University and Eastern Mennonite University is found in Chapter 4, Planning Context.

65 to be positive, as Total Labor Force, Total Unemployed, Total Employed, and Unemployment Rate have
 66 all improved significantly since 2009.

67 **Table 14-1. Labor and Unemployment Levels in 2009 and 2018**

	Virginia	CSPD*	Rockingham County	Harrisonburg
March, 2009				
Total Labor Force	4,121,181	148,323	42,079	23,147
Number of Unemployed	270,341	10,107	2,491	1,469
Number of Workers Employed	3,850,840	138,216	39,588	21,678
Unemployment Rate	6.6%	6.8%	5.9%	6.3%
March, 2018				
Total Labor Force	4,348,371	145,967	41,245	24,983
Number of Unemployed	144,276	4,734	1,228	933
Number of Workers Employed	4,204,095	141,233	40,017	24,050
Unemployment Rate	3.4%	3.2%	3.0%	3.7%

68 Source: Virginia Employment Commission, 2009 and 2018. ^ The Central Shenandoah Planning District (CSPD)
 69 includes Rockingham County, Augusta County, Highland County, Rockbridge County, Bath County, and the cities
 70 and towns within; Average Annual Wages determined by multiplying Average Weekly Wage by 52 weeks per year.

71 **Income Trends**

72 Across all industries, the City's 2017 average weekly wage (\$692) was below the averages for the state
 73 (\$1,047), the Central Shenandoah Planning District (\$743), and Rockingham County (\$796). However, the
 74 City's wage figures were slightly higher than in 2016 (\$661). The highest paid trades in the City, according
 75 to the Virginia Employment Commission, were Management of Companies (\$1,208), Finance and
 76 Insurance (\$1,121), Information (\$1,005), Professional/Technical Services (\$980), and Manufacturing
 77 (\$926). The sectors with the lowest average weekly wages were Educational Services (\$563), Retail Trade
 78 (\$508), and Accommodation and Food Services (\$308).

79 In comparing the Median Household Income (MHI) in Harrisonburg to that of Virginia and Rockingham
 80 County during 2009 and then in 2016, the demonstrated trend is an increase in the City, County, and State

81 medians of 19, 20, and 15 percent, respectively. While percentage-wise Harrisonburg’s MHI has shown
 82 tremendous growth, there remains a consistent gap between Harrisonburg’s and Virginia’s MHIs. The gap
 83 between Harrisonburg and Rockingham County MHIs also remained fairly consistent. It is important to
 84 note, however, that college students (many with little or no income) who reside in Harrisonburg, are
 85 included in the MHI calculation. A 2016 study by the Weldon Cooper Center revealed that when taking
 86 college students out of the calculations, the poverty rate in Harrisonburg decreased from 33 percent to
 87 15 percent. This example of data influence could be expected with the MHI as well. Additional information
 88 is available in Chapter 4, Planning Context.

89 **Table 14-2. Average Weekly Wage, 2009 and 2017**

	Virginia	CSPD [^]	Rockingham County	Harrisonburg
2009				
Average Weekly Wage	\$899	\$639	\$649	\$678
Average Annual Wages*	\$46,748	\$33,228	\$33,748	\$35,256
2017				
Average Weekly Wage	\$1,047	\$743	\$796	\$692
Average Annual Wages*	\$54,444	\$38,636	\$41,392	\$35,984

90 Source: Virginia Employment Commission, 2009 and 2017; [^]The Central Shenandoah Planning District (CSPD)
 91 includes Rockingham County, Augusta County, Highland County, Rockbridge County, Bath County, and the cities
 92 and towns within; Average Annual Wages determined by multiplying Average Weekly Wage by 52 weeks per year.

93 **Table 14-3. Median Household Income, 2009 and 2016**

	Virginia	Rockingham County	Harrisonburg
2009			
Median Household Income	\$59,372	\$47,965	\$34,967
2016			
Median Household Income	\$68,127	\$57,655	\$41,636

94 Source: U.S. Census Bureau, 2009 and 2016.

95 **Business Investment**

96 Harrisonburg’s economic base is quite diverse, which has helped insulate it from major hits during times
 97 when certain industry sectors have experienced downturns.

98 **Industrial**

99 Table 14-3 lists major employers within the City’s industrial sector, along with a description of their major
 100 products or services. Over the past several decades, the Harrisonburg-Rockingham MSA has experienced
 101 economic transition as both jurisdictions have seen significant growth. As the City’s inventory of
 102 undeveloped land diminishes, the probability increases for new, larger manufacturing and industrial
 103 development activity to locate within Rockingham County or elsewhere in the region. However, since
 104 nearly 75 percent of all new investment and job creation is generated by expansions of existing
 105 businesses, Harrisonburg continues to place strong emphasis on keeping its industrial partners happy and
 106 armed with the resources they need to continue to grow and thrive.

107 **Table 14-3. Harrisonburg Industrial Base, 2018**

Business	Products
LSC Communications	Adhesive-Bond Soft Cover Books
Montebello Packaging	Aluminum & Plastic Tubing
Cargill, Inc.	Poultry Feeds
Christian Light Publications, Inc.	Book Publishing
Comsonics, Inc.	Cable TV Equipment
Daniel’s	Printing & Advertising
Eddie Edwards Signs, Inc.	Sign Production
Excel Steel Works, Inc.	HVAC Installation and Maintenance
Frazier Quarry, Inc.	Crushed Stone
Friendship Industries, Inc.	Contract Packaging
Georges, Inc.	Poultry Processing
Glass & Metals, LLC	Storefronts
Graham Packaging	Plastic Bottles

Reddy Ice	Ice Manufacturing
Rockingham Co-Op Farm Bureau	Prepared Feeds
Southern States Cooperative, Inc.	Prepared Feeds
Superior Concrete, Inc.	Ready-Mix Concrete
Suter’s Handcrafted Furniture	Handcrafted Furniture
Valley Building Supplies	Precast Concrete & Building Components
Walker Manufacturing, Company	Exhaust Systems
Shenandoah Valley Organics	Organic Chicken Processing
Packaging Corporation of America	Corrugated Packaging Materials
Special Fleet Services	Customized Truck Assembly
Truck Enterprises, Inc.	Truck and Trailer Services
Manheim Auto Auction	Dealer Auto Auction
Neilsen Builders, Inc.	Industrial and Commercial Contractor
Blauch Brothers, Inc.	Mechanical Contractor

108 Source: Harrisonburg Economic Development, 2018

109

110 *Retail and Retail Revitalization Zones*

111 The City adopted a Retail Revitalization Zone ordinance in 2012 to offer incentives for redevelopment of
 112 larger retail developments that included an investment of at least \$1 million. The focal points were the
 113 East Market Street corridor east of Interstate 81 and the South Main Street corridor. The South Main
 114 Street corridor comprises of “the motor mile” along South Main Street/Route 11 south of Port Republic
 115 Road and the East Market Street corridor comprises of areas along East Market/Route 33 from Interstate
 116 81 to east city limits. Tax incentives include partial exemption for 5-10 years from real estate taxation for
 117 new commercial construction. New or expanding existing Revitalization Zones should be carefully
 118 considered as to not dilute the impact of incentives in existing zones.

119 East Market Street redevelopment has been a tremendous economic success. Case studies include
 120 transforming the vacant Kmart store into Hobby Lobby and Gabe’s, redeveloping the vacant Shoney’s
 121 restaurant and Best Western hotel site into Krispy Kreme and Olive Garden, and a new shopping center
 122 at the East Market Street/Country Club Road intersection that includes an ALDI grocery store as an anchor.
 123 The Valley Mall has also made significant infrastructure improvements and has attracted new retail

124 tenants that have helped to increase shopper traffic within the Mall. Recent openings by Ulta, Sephora,
125 and H&M have been well received by regional shoppers.

126 The South Main Street retail corridor holds tremendous redevelopment potential. In 2016, the Dick Myers
127 auto dealership embarked on a major expansion and also added a new Fiat franchise. The Retail
128 Revitalization Zone was expanded to incorporate this property and approximately five additional City
129 blocks to encourage future redevelopment. Educating property owners of the tools available for
130 redevelopment will be a priority for the Economic Development staff.

131 Related, in 2018, the US Treasury officially designated two areas of the City as federally designated
132 Opportunity Zones.² One zone is north of downtown, bounded roughly by North Main Street, Mason
133 Street, Route 33 East and the east city limits, and the second zone is roughly bounded by South Main
134 Street, West Market Street, South High Street, and south city limits. Opportunity Zones provide tax
135 incentives for investment into these areas.

136 Brick-and-mortar retail is facing significant challenges nationally as on-line shopping continues to grab a
137 larger share of consumer expenditures. A 2017 retail study commissioned by the City, Harrisonburg
138 Downtown Renaissance (HDR), Rockingham County, JMU, and the Small Business Development Center
139 stated that the City has no significant retail sales leakages to other jurisdictions in the state, however,
140 local businesses face serious competition from online retailers. Harrisonburg will continue to monitor
141 how it can best support its retail sector.

142 The Retail Revitalization Zones and Opportunity Zones are illustrated in the Economic Development
143 Incentive Zones map at the end of this chapter.

144 *Downtown Technology Zone*

145 Table 14-4 shows recent “success stories” in Harrisonburg economic development, while Table 14- 5
146 illustrates companies who have invested in the Harrisonburg Downtown Technology Zone. The Downtown
147 Technology zone was created to encourage technology businesses to locate in this limited area of
148 downtown. Incentives include water and sewer connection fee exemption and 3-year business,
149 professional, and occupational license (BPOL) tax exemption for qualified high-technology businesses.

150 **Table 14-4. Investment Activity, 2013 – 2017, Harrisonburg**

Company Name	Business Description	Month Announced	New or Expansion	New Jobs	Investment (MM\$)
Shenandoah Valley Organics	Organic Poultry Processing	3/20/18	E	TBD	TBD

² Virginia Department of Housing and Community Development, “Opportunity Zones,” <http://www.dhcd.virginia.gov/index.php/component/content/article/346.html>

Blue Sprocket Media Group	Vinyl record manufacturing	10/29/17	N	6	.75
Ariake U.S.A., Inc.	Manufactures stocks, bases, and seasonings	10/12/17	E	22	17
Friendship Industries, Inc.	Contract packaging and document destruction	10/10/17	E	50	3
Packaging Corporation of America	Corrugated packaging manufacturing	10/1/17	E	0	.5
George's Inc	Chicken processing facility	6/15/17	E	0	.4
Cargill Turkey Production LLC	Turkey hatchery expansion	6/1/17	E	0	4
The Chiedo Cos.	Business IT and network support provider expanding to provide cybersecurity services	1/9/2017	E	11	0
Jenzabar	Software developer for higher education	9/27/2016	E	30	1
T&E Meats	Meat processing	9/1/2016	E	7	0.6
American Tire Distributors	Distribution Center for Automobile Tires	5/31/2016	E	0	1.62
Rocco Building Supplies	Warehouse for building supply wholesale company	1/15/2016	E	0	1.8
Serco Inc.	Analyzing and classifying patent applications.	12/29/2015	E	25	0
Wolfe Street Brewing Company	Craft brewing company	11/30/2015	N	8	0.1
TSSI Tactical and Survival Specialties Inc.	HQ: Tactical gear and equipment manufacturing and supply	11/6/2015	E	0	0.4

Axon Ghost Sentinel, Inc.	Cyber security services and solutions	6/30/2015	E	29	1.5
Anthem, Inc.	Data center	2/28/2015	E	0	0.8377
Serco Inc.	Records management and patent processing	11/19/2014	E	40	0
Special Fleet Service	Commercial truck body fabrication	9/1/2014	E	45	1.2
Approved Colleges LLC	Marketing services focused in online education	1/1/2014	E	40	1.5
DBT-Data	Data processing and preparation; data center	1/1/2014	E	35	38
Shenandoah Processing LLC	Organic poultry processing	12/1/2013	N	102	2.205
Ariake USA, Inc.	Manufactures stocks, bouillons, and natural meat flavorings	4/1/2013	E	4	6.2

151 Source: Harrisonburg Economic Development and Virginia Economic Development Partnership

152 **Table 14- 5. Harrisonburg Downtown Technology Zone Companies, July 2017**

Companies
Rosetta Stone
Gravity Group
Immerge Technologies
Digico
Convergent AI
Jenzabar
Chiedo Labs
High Speed Link

The Resource Network
Vision Technology Group
MLC Advertising
Venture Interactive
Estland Design
ITdecisions
Chiedo IT
Chiedo Cyber

Source: Harrisonburg Economic Development

153

154 *Harrisonburg Technology Park*

155 The City developed the Harrisonburg Technology Park, to attract and encourage the development of
 156 technology-related businesses. The park is located at 1400 Technology Drive in the northern section of
 157 the City. The park is one of only 13 Virginia Technology Zones, a designation that allows the City to provide
 158 incentives to targeted businesses for up to 10 years. The Harrisonburg incentive package includes a three-
 159 year exemption from business, professional, and occupational license taxes and fees, exemption from
 160 water and sewer availability and connection fees, and below-market land prices.

161 *Small Businesses*

162 The vast majority of the approximately 2,200 businesses in the City have fewer than 100
 163 employees. These small businesses are as crucial to the economic health of the City as our large
 164 employers. Small businesses in the retail and service sectors also play a role in the overall quality of life
 165 that residents of the city enjoy.

166 Recognizing that many early-stage businesses are not “bankable” for several years, the City’s Department
 167 of Economic Development seeks to fill that void by offering loans with reasonable interest rates and
 168 collateral requirements to enable entrepreneurs to establish their ventures. The Harrisonburg Business
 169 Loan Program offers up to \$25,000 over 5 years for these startup ventures. This financing tool has been
 170 very successful and continues to be an important resource to help the city’s small business community.

171 In conjunction with partners at the Shenandoah Valley Small Business Development Center, Harrisonburg
 172 Downtown Renaissance (HDR), and the Harrisonburg-Rockingham Chamber of Commerce, the City’s
 173 Department of Economic Development continues to identify ways in which to support growth of our small
 174 businesses and, thus, job opportunities for city residents.

175 **Economic Development**

176 The stated mission of the City’s Department of Economic Development is “to increase the number of
177 higher-paying job opportunities available in Harrisonburg by attracting new businesses to this community
178 and assisting existing firms to expand locally.”

179 To that end, the department has set the following goals and underlying strategic objectives.

- 180 Goal: Increase technology-related job opportunities in the City
- 181 Objective: Attract expansion investments from Washington, DC metro area information
182 technology and/or telecommunication firms
- 183 Goal: Attract jobs that pay above-average wages
- 184 Objective: Assist in the attraction and creation of jobs in Harrisonburg that pay greater than
185 \$17.20 per hour (the City’s average weekly wage in 2017)
- 186 Goal: Attract capital-intensive operations to the City
- 187 Objective: Increase the machinery and tools tax base located within City limits
- 188 Goal: Improve the overall business climate within the City
- 189 Objective: Strive to make Harrisonburg the best place in Virginia in which to operate a
190 business
- 191 Goal: Pursue regional cooperation in economic development efforts
- 192 Objective: Work in cooperation with other Shenandoah Valley jurisdictions to market the
193 Valley as a strong business region. By pooling marketing resources, the goal is to
194 increase the number of business prospects in the pipeline.

195 Financing options are available to existing and prospective Harrisonburg firms through:

- 196 • Harrisonburg Economic Development Authority (EDA) – a 7-member board authorized to issue
197 bonds for up to 100 percent of project costs for manufacturing operations.
- 198 • Harrisonburg Redevelopment and Housing Authority (HRHA) – a 5-member board authorized to
199 finance projects in the central business district of downtown Harrisonburg.
- 200 • Virginia Economic Development Loan Fund (EDLF) – provides fixed-asset financing to new and
201 expanding manufacturing and other companies that a) create new jobs or save at-risk jobs and b)
202 sell 50 percent or more of their products outside of Virginia. Funds can be used for acquisition of
203 land and buildings, construction or improvements to facilities, and the purchase of machinery and
204 equipment.
- 205 • Harrisonburg Business Loan Program – this program offers up to \$25,000 over 5 years to eligible
206 startup ventures.

207 *Shenandoah Valley Partnership*

208 The Shenandoah Valley Partnership (SVP) is a regional partnership that addresses economic development
209 in the central Shenandoah Valley region. The Partnership includes the Cities of Buena Vista, Harrisonburg,
210 Lexington, and Waynesboro, and the Counties of Augusta, Highland, Page, Rockbridge, Rockingham, and
211 Shenandoah. James Madison University plays a particularly active role in the Partnership and provides on-
212 campus office space.

213 The Partnership's Board of Directors is made up of approximately 20 members, split evenly among public
214 and private sector interests. The Executive Committee of the Board provides leadership in regional
215 activities and offers direction to the Shenandoah Valley Partnership's staff.

216 *Shenandoah Valley Technology Council (SVTC)*

217 The Shenandoah Valley Technology Council (SVTC) was established in 1997 through a grant written by the
218 office of Research and Program Innovation at James Madison University. The SVTC provides informational
219 programs and networking opportunities to its members, which include business, government, and
220 education leaders. Standing committees include Planning and Operations, Regional Technology
221 Workforce Development, Marketing, and Entrepreneurship.

222 *Shenandoah Valley Workforce Development Board (SVWDB)*

223 The Shenandoah Valley Workforce Development Board (SVWDB) is a resource for job seekers and
224 employers in the Central Shenandoah Valley. The SVWDB is a valuable partner in workforce training, job
225 displacement services, and in delivering information about job opportunities and service provider
226 information in the Valley.

227 *Harrisonburg Downtown Renaissance (HDR)*

228 Harrisonburg Downtown Renaissance (HDR) grew out of an effort initiated by City Council in April 2002 to
229 evaluate a proposal to create a pedestrian mall in downtown Harrisonburg. Although the pedestrian mall
230 concept did not move forward, the effort created a 26-member advisory committee representing
231 property owners, organizational representatives, and City officials who in 2003, presented a proposal to
232 City Council to create HDR. HDR would work in partnership with the community to develop a
233 comprehensive vision and master plan to revitalize downtown Harrisonburg into a prosperous and vibrant
234 City Center. It would follow the Main Street Four-Point Approach, a downtown revitalization methodology
235 created by the National Trust for Historic Preservation's Main Street Center. That same year, Council
236 adopted a resolution supporting HDR's efforts to apply for selection to participate in the Virginia Main
237 Street Affiliate Program.

238 HDR's mission has since broadened in scope. Its board of directors and advisory board include
239 representatives of City government, non-profits, and the universities, as well as individual property and
240 business owners and professionals. On account of the coordinating efforts of HDR, working closely with
241 the City of Harrisonburg, community members, partner organizations, and local businesses on downtown
242 projects and initiatives, historic Downtown Harrisonburg began experiencing an economic resurgence in
243 the early 2000s that continues to this day.

244 HDR utilizes the Main Street Approach, which offers community-based revitalization initiatives using
245 Transformation Strategies organized around four points:

- 246 • *Economic Vitality* deals with business recruitment, assistance, and retention programs to
247 strengthen the existing businesses and attract new ones that are a good fit for the district.
- 248 • *Design* encourages historic preservation, building improvements, as well as beautification and
249 infrastructure improvements throughout downtown so that the area looks attractive, feels safe,
250 and functions well.
- 251 • *Promotion* uses special events and business promotions to bring people downtown so that they
252 are exposed to the many businesses and amenities so they can form positive attitudes about the
253 community. It also stresses the need to develop and market a cohesive brand or message that
254 excites people to be downtown and support local businesses.
- 255 • *Organization* focuses on creating a sustainable, well-run organization that creates and nurtures
256 public and private partnerships to collaborate on initiatives and to maintain a strong volunteer
257 base so that it is a true community-driven organization.

258 Many historic rehabilitation projects in Downtown Harrisonburg were made possible by the historic
259 district status and eligibility for state and federal historic tax credits. Additional historic tax credit projects
260 continue to be underway today and could only be made financially possible with this incentive.

261 Additional information on the mission and activities of HDR is included in Chapter 9, Arts, Culture &
262 Historic Resources and Chapter 15, Revitalization.

263 **Tourism**

264 Tourism overall is an important contributor to the local economy. According to Harrisonburg Tourism and
265 Visitor Services (HTVS) and the Virginia Tourism Corporation (VTC), in 2016, tourism revenue for
266 Harrisonburg reached \$118,605,915, a 4 percent change over 2015. Local tourism-supported jobs totaled
267 1,152 while local tourism-related taxes were \$9,722,194. The average (artisan) visitor spending in 2014
268 was \$260 per person, per day.

269 HTVS is a division of the Department of Economic Development. The mission of HTVS is to position
270 Harrisonburg as a premier travel destination by promoting and developing creative tourism marketing
271 initiatives that stimulate economic growth in the City. HTVS partners with local businesses, media, travel
272 writers, group tour operators, meeting and event planners, film scouts, and regional and state tourism
273 partners to increase tourism in our region.

274 HTVS's local partners include Harrisonburg Downtown Renaissance, Merchants of Historic Downtown
275 Harrisonburg, Harrisonburg-Rockingham Chamber of Commerce, Rockingham County Economic
276 Development and Tourism, and the Arts Council of the Valley. Regional organizations include the
277 Shenandoah Valley Tourism Partnership, Blue Ridge Parkway Association, Shenandoah National Park,
278 Shenandoah Valley Travel Association, Appalachian Trail Conservancy, Central Shenandoah Planning
279 District Commission, Shenandoah Valley Battlefield Foundation, and destination marketing organizations
280 throughout the Shenandoah Valley. State affiliations include Virginia Restaurant, Lodging and Travel

281 Association, Virginia Association of Destinations Marketing Organizations, Virginia Green Travel Alliance,
282 and Virginia Tourism Corporation. Multi state marketing and public relations include the
283 Virginia/Maryland Civil War Trails, and the Mid Atlantic Tourism and Public Relations Alliance.

284 HTVS's goals include:

- 285 • To build a distinct presence in the tourism marketplace by establishing a recognizable and easily
286 marketable "brand" for Harrisonburg.
- 287 • To continually develop new tourism products to promote the City of Harrisonburg.
- 288 • To increase awareness of tourism marketing opportunities to our local businesses.
- 289 • To enhance the visitor's experience.
- 290 • To develop sports, history, culinary, arts, agricultural, and educational group travel opportunities.

291 HTVS receives funding from the City's general fund.

292 *Visitor Center*

293 HTVS operates The Hardesty-Higgins House Visitor Center (HHHVC), a state certified regional visitor
294 center. HHHVC provides space for rack cards, brochures, and various other print publications. Businesses
295 can display posters as well as event and special promotion flyers. Businesses within the City are
296 encouraged to display retail merchandise, antiques, art, and provide live demonstrations to promote retail
297 business in the City of Harrisonburg. HHHVC operates Monday-Sunday 9am-5pm and is closed only for
298 major holidays. Visitors are greeted by experienced travel specialists.

299 *Services & Outreach*

300 *Welcome Packages*

301 HTVS provides welcome packages for groups, event planners, residents planning weddings and family
302 reunions, and special events. Packages are assembled depending on the visitor's interests. Packages
303 include sports, recreation, arts, entertainment, history, heritage, family fun, shopping/dining/lodging, or
304 all of the above.

305 *Annual Collateral Materials*

306 HTVS produces an annual visitor guide, which is distributed nationwide. A digital version is also available
307 at www.VisitHarrisonburgVA.com. This visitor guide is the sole comprehensive tourism piece for
308 Harrisonburg. Approximately 100,000 guides are printed each year. At no charge, visitors are also
309 provided a Downtown and City/County Concierge map and Civil War and various amenity brochures
310 produced in-house.

311 *Consumer Outreach*

312 HTVS attends various events, trade shows, and participates in Virginia Tourism Consumer Outreach
313 Programs, AAA shows, and Welcome Center Blitz's throughout the year.

314 Marketing and Branding

315 HTVS works cooperatively with partners both locally and regionally in the Shenandoah Valley. HTVS
316 follows national tourism trends to offer partner buy-downs, creating attractive packages, and innovative
317 tourism products to represent the City. HTVS reviews branding, advertising, campaigns, and slogans
318 annually to be progressive and competitive with current trends and markets.

319 Public Relations

320 HTVS hosts familiarization tours for group tour operators, tourism professionals, and media. HTVS
321 produces an annual press kit and works with travel writers and bloggers offering story ideas and itineraries
322 to promote Harrisonburg as a premier travel destination. Requests for stories are submitted on demand
323 through partnerships with Virginia Tourism Media Relations, Help a Reporter Out (HARO), the Mid-Atlantic
324 Tourism Public Relations Alliance (MATPRA), and national publications.

325 Social Media

326 HTVS engages consumers and journalists through social media on Facebook, Twitter, Pinterest, and
327 Instagram. HTVS also develops destination, cycling, history, craft beer, food culture, and trends in the
328 industry videos for its YouTube and marketing purposes.

329 Film Scouts

330 HTVS works in collaboration with the Virginia Film Office to attract commercial and motion picture
331 opportunities both locally and throughout the Commonwealth of Virginia.

332 Domestic Tours and International Sales

333 HTVS produces visual media to highlight travel in the region and tours in the City. HTVS offers multiple
334 itineraries for all ages, including students and senior travelers, as well as sports, culinary, art, agriculture,
335 and outdoor adventure enthusiasts. HTVS works to increase awareness within the motor coach industry
336 and through its partnership with Capital Region USA to increase international travel to the region.

337 Conferences/Special Events

338 The City is also host to multiple small meetings and statewide conferences. Request for proposals for
339 special events are carefully scanned and sent to hotel properties, parks and recreation facilities,
340 Harrisonburg Downtown Renaissance, James Madison University, Eastern Mennonite University and
341 various locations throughout the City. HTVS works cooperatively with these organizations to bring
342 meeting, conference and special event business to the City.

343 Research and Statistics

344 HTVS measures the return on investment from marketing campaigns, analyzing web traffic, visitor
345 spending, group travel, conference inquiries, and visitor traffic counts from large scale events. Revenues
346 generated from meals/retail/lodging are reviewed annually.

347 Trends and Trails

348 HTVS participates in numerous committees and trails to enhance tourism growth in the area. Some
349 examples include: Celebrate Shenandoah, Wilderness Road: Virginia Heritage Migration Route, Fields of

350 Gold farm trail, Bike the Valley, Shenandoah Valley Kids Trail, Crossroads of Culture Artisan Trail,
351 Shenandoah Beerwerks Trail, The Shenandoah Spirits Trail, and Virginia Civil War Trails.

352 Economic Development and Tourism Goals, Objectives, and Strategies

353 Goal 16. To maintain economic leadership in the Shenandoah Valley by offering opportunities for
354 all people, businesses, and industries that enhances the City’s ability to expand its
355 economic base and provide good employment for all people.

356 Objective 16.1 To increase the number of higher-paying jobs available in Harrisonburg.

357 Strategy 16.1.1 To improve the quality of life of people in Harrisonburg by attracting new
358 businesses and people/employees, while also considering how new
359 businesses may, in turn, improve the City’s quality of life.

360 Strategy 16.1.2 To promote and market Harrisonburg as a business friendly, highly
361 competitive and attractive city in the Shenandoah Valley for business
362 recruitment and expansion and a high quality of life.

363 Objective 16.2 To attract new businesses and assist existing businesses to expand locally.

364 Strategy 16.2.1 To review land use policies and regulations and, if appropriate, amend
365 them to provide for the availability of sites for businesses to locate and
366 expand.

367 Strategy 16.2.2 To protect the City’s limited availability of properly zoned, job producing
368 industrial land.

369 Strategy 16.2.3 To continue to improve thriving commercial areas such as downtown, the
370 East Market Street corridor, and the South Main Street corridor with
371 business expansion efforts, visual improvements, and the reuse,
372 redevelopment, and development of underutilized properties.

373 Strategy 16.2.4 To improve the City’s transportation system as a way to preserve the
374 City’s competitiveness for attracting new businesses. See Chapter 12,
375 Transportation’s Goal 13 for related objectives and strategies.

376 Strategy 16.2.5 To regularly update and disseminate market trends and information and
377 apply market data to economic development initiatives and programs.

378 Strategy 16.2.6 To quantify the impact of the regional college-aged student population
379 on the local economy and adjust household income and poverty level to
380 improve potential for business recruitment and investment.

381 Objective 16.3 To create a well-prepared and successful workforce by providing educational
382 programs for workforce development, training, apprenticeship, and retraining to

383 meet demands of business and industry. See Chapter 8, Education, Workforce
384 Development, and Lifelong Learning's Objective 7.3 for related strategies.

385 Strategy 16.3.1 To promote the awareness of programs offered by and information
386 available from organizations such as the Shenandoah Valley Workforce
387 Development Board (SVWDB), the SVWDB Valley Workforce Center, and
388 the Valley Career Hub online site.

389 Strategy 16.3.2 To explore programs and initiatives that offer skilled trades training for
390 people in the City.

391 Strategy 16.3.3 To connect employers with education providers so that they can work
392 together to develop training, apprenticeship, and other programs to train
393 and educate people to fill the needs of employers while also helping to
394 improve opportunities for individual people.

395 Strategy 16.3.4 To actively promote the Virginia Jobs Investment Program.

396 Strategy 16.3.5 To collaborate with service providers to help people in the City overcome
397 barriers to employment such as basic education and training,
398 transportation, childcare, and other obstacles.

399 Strategy 16.3.6 To strengthen the availability and quality of childcare and early childhood
400 education for the current workforce and as an investment in the
401 workforce of the future.

402 Objective 16.4 To increase technology-related job opportunities in the City.

403 Strategy 16.4.1 To promote the benefits of the City's two technology zones.

404 Strategy 16.4.2 To grow technology zone incentives and marketing to attract expansion
405 investments from information technology, telecommunication, and
406 cyber security companies from the Washington, D.C. metro area as well
407 as among local and regional companies.

408 Strategy 16.4.3 To collaborate with James Madison Innovations and the James Madison
409 University Center for Entrepreneurship to attract start-up technology
410 companies.

411 Strategy 16.4.4 To identify training and education opportunities to retain immigrants and
412 veterans living in our community by providing them with skills that can
413 be transferred to technology job opportunities.

414 Objective 16.5 To attract capital-intensive operations to the City to increase the machinery and
415 tools tax base.

- 416 Strategy 16.5.1 To market available industrial land in the city.
- 417 Strategy 16.5.2 To work with property owners to develop shovel-ready sites and shell
418 buildings.
- 419 Strategy 16.5.3 To promote Harrisonburg to manufacturing businesses in partnership
420 with the Shenandoah Valley Partnership.
- 421 Objective 16.6 To promote entrepreneurial activity across all segments of the population, by
422 providing support and incentives to attract businesses to start in the City.
- 423 Strategy 16.6.1 To identify barriers to entry for new businesses and barriers to growth
424 for existing businesses, and rectify common obstacles.
- 425 Strategy 16.6.2 To help entrepreneurs identify locations/sites where they can
426 successfully start and grow their businesses.
- 427 Strategy 16.6.3 To continue the Entrepreneurial Spark speaker series to inspire and
428 connect potential entrepreneurs with successful entrepreneurs.
- 429 Strategy 16.6.4 To connect businesses with the Small Business Development Center in
430 order to assist them with improving their web presence.
- 431 Strategy 16.6.5 To encourage small home-based business initiatives by assisting
432 businesses with navigating state and local regulations and amending local
433 regulations to allow more small home-based businesses where possible
434 and appropriate.
- 435 Strategy 16.6.6 To develop a campaign to promote economic development incentives
436 and commit to annual budgeting for effective programs like the City's
437 Business Loan Program.
- 438 Strategy 16.6.7 To identify opportunities to support entrepreneurial activities for
439 Harrisonburg's diverse ethnic and immigrant communities.
- 440 Strategy 16.6.8 To expand partnerships with educational institutions and economic
441 development organizations in the region to foster business creation,
442 regional initiatives, business growth, apprenticeships, and employment
443 pipelines. See Chapter 5, Community Engagement and Collaboration's
444 Goal 2 for related objectives and strategies.
- 445 Strategy 16.6.9 To increase awareness of tourism marketing opportunities and to provide
446 assistance to local businesses.
- 447 Goal 17. To grow the hospitality and tourism industry by encouraging more visits and longer visits
448 among target markets.

449 Objective 17.1 To build a distinct presence in the regional tourism marketplace to increase
450 tourism in Harrisonburg.

451 Strategy 17.1.1 To craft a City brand based on Harrisonburg’s unique market position and
452 assets for coordinated, cohesive, and compelling marketing initiatives
453 and to engage businesses and other stakeholders on brand adoption and
454 usage.

455 Strategy 17.1.2 To increase the availability of interpretation of arts, culture, and history
456 through local walking, biking, and driving tours. Consider partnerships
457 with local community organizations and local universities to develop tour
458 programming.

459 Strategy 17.1.3 To develop and market City-based assets such as the designated Culinary
460 District, Arts and Cultural District, historic sites, breweries, city parks and
461 trails, conference centers, and annual events and programming. Market
462 these events destinations to both tourists and City residents. See Chapter
463 9, Arts, Cultural, and Historic Resources’ Goals 8, 9, and 10 for related
464 objectives and strategies.

465 Strategy 17.1.4 To launch a public awareness campaign that educates the local
466 population, local employers/businesses, and tourism/economic
467 development partners about amenities and attractions.

468 Chapter Resources

469 Community Land Use & Economics Group, LLC, Retail Market Analysis for City of Harrisonburg and
470 Rockingham County Virginia, December 2017, [http://harrisonburgdevelopment.com/regional-retail-](http://harrisonburgdevelopment.com/regional-retail-market-analysis/)
471 [market-analysis/](http://harrisonburgdevelopment.com/regional-retail-market-analysis/)

472 Harrisonburg Department of Economic Development, Facts & Figures,
473 <http://harrisonburgdevelopment.com/demographics/>

474 Harrisonburg Tourism, <http://www.visitharrisonburgva.com/>

475 Rephann, Terrance J. Ph.D, Weldon Cooper Center for Public Service, “The Economic Impact of James
476 Madison University on the Harrisonburg Metropolitan Area and Commonwealth of Virginia,” May 2016,
477 <https://www.jmu.edu/jmureports/economic-impact.shtml>

478 Shenandoah Valley Workforce Development Board, <http://www.valleyworkforce.com/>

479 United Ways of Virginia, ALICE (Asset Limited, Income Constrained, Employed) Virginia Study of Financial
480 Hardship, <https://uwvr.org/ALICE>

481 Virginia Labor Market Information, Virginia Community Profile,
482 <https://data.virginialmi.com/gsipub/index.asp?docid=342>

483 Virginia Economic Development Partnership, Harrisonburg Profile,
484 <http://profiles.yesvirginia.org/mapsearch>

485 Virginia Coalition of Housing and Economic Development Researchers, Addressing the Impact of Housing
486 for Virginia's Economy: A report for Virginia's Housing Policy Advisory Council, November 2017,
487 <http://www.virginiahousingpolicy.com/impact.asp>

488

489

Chapter 15.

Revitalization



YOUR CITY. YOUR PLAN.



1 Chapter 15 Revitalization

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13 Introduction

14 Over time, many cities experience cycles of both prosperity and decline. Targeted revitalization
 15 strategies and additional investment may be required to assist the areas experiencing decline,
 16 disinvestment, or stress so that they can become assets that meet the needs of businesses and/or
 17 residents. Additionally, as described in Chapter 6, Land Use and Development Quality, Harrisonburg has
 18 a limited inventory of vacant land for new development and should identify opportunities for the City to
 19 maximize infill development, as well as to reuse and redevelop existing and underutilized land and
 20 structures.

21 Background

22 Downtown Revitalization, Rehabilitation, and Redevelopment

23 Downtown Harrisonburg was once the economic center of the City and the region, but now it competes
 24 with new commercial and business areas. During the 1960s and 1970s, Urban Renewal was occurring
 25 across the country and led to the demolition of neighborhoods and businesses within and surrounding
 26 the downtown. This drastically changed the landscape of areas roughly north and east of Court Square.
 27 Around the same time, the nation’s Interstate system and development of shopping malls and strip
 28 malls drew residents and businesses away from Downtown and into new neighborhoods and new
 29 commercial areas. By the mid-1990s, Downtown streets were largely devoid of people, many storefronts

30 were shuttered, historic buildings were demolished, and there were few attractions to encourage
31 people to be Downtown. Then in the early 2000s, the City and organizations like Harrisonburg
32 Downtown Renaissance (HDR) began efforts to revitalize downtown, recognizing that a vital city center
33 attracts businesses and tourists, while improving the overall quality of life for all people. Additional
34 information on the contributions of HDR can be found in Chapter 9, Arts, Culture, and Historic Resources
35 and in Chapter 14, Economic Development and Tourism.

36 In 2005, the City of Harrisonburg adopted its first Downtown Streetscape Plan, which was later updated
37 in 2014. The Downtown Streetscape Plan guides investment in public infrastructure in the downtown
38 area. The City has also completed two phases of streetscape projects in 2010 and 2015, which have
39 largely consisted of sidewalk reconstruction, the addition of curb ramps, replacing traffic signal poles
40 with decorative poles, new pedestrian signals, and new decorative street lighting fixtures. Future
41 streetscape projects are planned.

42 There has also been increasing investment interest in the Downtown area by the private sector, which is
43 evidenced by a number of major redevelopment and renovation projects, including but not limited to:

- 44 • the renovation of the Wetsel Seed Building on Noll Drive, which was converted to a restaurant
45 and residential units known as “City Exchange” (2006);
- 46 • the redevelopment of an automobile sales parcel that is located along East Market Street east of
47 the intersection of Mason Street to a five-story mixed use building known as “Urban Exchange”
48 (2008);
- 49 • the restoration of a former sewing factory along West Rock Street to residential units now
50 known as “Sancar Flats at West Rock” (2007);
- 51 • the renovation of the Wetsel Seed Building on North Liberty Street known as the “Wetsel
52 Complex,” which includes offices, a restaurant, and retail storefronts (2009);
- 53 • the renovation of the former Cassco Ice industrial facility along South Liberty Street and West
54 Bruce Street now known as the “Ice House,” which currently is occupied by employees of James
55 Madison University, two restaurants, a brewery, a museum, a yoga studio, and a coffee shop
56 (2015);
- 57 • the rehabilitation of the Wine Bros. Building on South Main Street into luxury loft apartments, a
58 duckpin bowling and arcade center, and a cooperative retail space (2016);
- 59 • the rehabilitation of the Chesapeake Western Railway Depot that created retail and office space
60 (2016);
- 61 • the renovation of 317 South Main creating an incubator type setting for non-profits with The
62 Community Foundation as the anchor (2017); and
- 63 • the rehabilitation of the Keezell Building into new retail and residential space (2017).

64
65 Harrisonburg offers certain tax incentives to downtown property owners and has created special
66 economic districts and zones to continue to encourage investments downtown, which are described
67 below. Additionally, by supporting the creation of the Downtown Historic District, valuable historic tax
68 credits have been made available to property owners. Additional information on the Downtown Historic
69 District is available in Chapter 9, Arts, Culture, and Historic Resources.

70 *Central Business District*

71 The City has established tax incentives to encourage the renovation and/or rehabilitation of older
72 structures downtown. The incentive is offered to owners of property zoned B-1, Central Business District
73 improved with structures that are at least 25 years old. It provides partial exemption of real estate taxes,
74 not to exceed the amount of the increase in assessed value due to the renovation for up to five years.

75 *Downtown Economic Revitalization Zone (Central Business District)*

76 This zone is defined as all parcels of real estate located within the City's B-1, Central Business District
77 and the City's Virginia Main Street district. Tax incentives include partial exemption for 5-10 years from
78 real estate taxation for new commercial and residential mixed-use construction exceeding \$1 million
79 and containing at least 40 percent retail on the ground floor.

80 *Downtown Technology Zone*

81 The zone was created to encourage technology businesses to locate in this limited area of downtown.
82 Incentives include water and sewer connection fee exemption and 3-year BPOL tax exemption for
83 qualified high-technology businesses.

84 Additional information on the Harrisonburg Downtown Technology Zone can be found in Chapter 14,
85 Economic Development and Tourism.

86 *Arts and Cultural District*

87 Harrisonburg's Arts and Cultural District is an asset that enables the City to both celebrate the
88 tremendous wealth and diversity we currently have in Harrisonburg's central core and also to offer
89 incentives to encourage additional arts venues and businesses to cluster within the district and
90 strengthen the offerings available for people and tourists to enjoy. The district offers a marketing
91 opportunity and a three-year Business/Professional/Occupational Licenses (BPOL) exemption to help
92 ease the initial tax burden for qualified arts businesses to get a strong foothold in the district.

93 Additional information on the Arts and Cultural District can be found in Chapter 9, Arts, Culture, and
94 Historic Resources.

95 *Retail Revitalization Zones*

96 Harrisonburg has established two Retail Revitalization Zones to promote the continued growth of the
97 retail sector in the City, and in 2018, the U.S. Treasury official designated two areas of the City as

98 federally designated Opportunity Zones. These zones are described and illustrated in the Economic
99 Development Incentive Zones map in Chapter 14, Economic Development and Tourism.

100 The Potential Small Area Plans map roughly identifies the boundaries of commercial and mixed-use
101 areas that could be prioritized for study. Some of these areas overlap or are the same as sections of
102 street corridors that have been identified as Corridor Enhancement Areas in Chapter 12, Transportation.
103 Actual boundaries for study will be identified at a future time in further consultation with community
104 members.

105 [Neighborhood Conservation Areas](#)

106 A number of neighborhoods around the City have experienced stress. Some are suffering from poorly
107 maintained, deteriorating, or vacant homes and spot conversions of single-family homes to apartments,
108 often for students. Other areas contain older deteriorating apartment buildings. Some are affected by
109 encroaching commercial development or undesirable conversion of houses to non-residential uses.
110 Impacts of traffic on highly traveled roadways may also be creating neighborhood stress. The Potential
111 Small Area Plans map roughly identifies the boundaries of neighborhoods that could be prioritized for
112 study. Actual boundaries for study will be identified at a future time in further consultation with
113 community members. This plan recommends that for each of these areas a community-based
114 neighborhood plan be developed to address these and other issues raised by the community. Such plans
115 might include:

- 116 • Programs to encourage the rehabilitation and renovation of older houses;
- 117 • Programs to facilitate home ownership and improve the quality of rental housing;
- 118 • Strategies to reduce land use conflicts, including conflicts between residential areas and
119 adjacent commercial or industrial areas and conflicts created by the expansion of public and
120 institutional uses within neighborhoods;
- 121 • Programs to reduce pressures to convert single family houses and lots to other uses;
- 122 • Traffic impact analyses addressing commuter traffic on major through roads and industrial truck
123 traffic;
- 124 • Recommended infrastructure improvements, including street and sidewalk repairs, traffic
125 calming measures, new sidewalks and trails, and upgraded water and sewer lines;
- 126 • Other public investments, such as street tree planting, pocket parks, and community centers;
- 127 • Resolution of safety and security issues;
- 128 • Programs to encourage the involvement of neighborhood residents in the improvement and
129 maintenance of their neighborhoods (building leadership capacity, encouraging civic
130 involvement); and
- 131 • Standards or guidelines for private structures, public landscaping, streets, and utilities in the
132 historic districts to enhance their distinctive design.

133 [Corridor Enhancement Areas](#)

134 The Gateways and Corridor Enhancement Areas map this chapter, highlights the important local and
135 regional travel routes into and throughout the City, many of which are commercial destinations. Their

136 quality and character strongly influence the City’s accessibility, attractiveness, and economic vitality. The
137 Plan recommends that a special study of each corridor enhancement area be carried out to address
138 issues such as land use and design quality; streetscape improvements; vehicle, pedestrian, and bicycle
139 circulation; access management; development, redevelopment and reuse opportunities; conservation of
140 special features; improvements to utilities and public facilities; and signage. The Potential Small Area
141 Plans map roughly identifies sections of street corridors that could be prioritized for study.

142

143 Revitalization Goals, Objectives, and Strategies

144 Goal 18. To enhance and revitalize existing residential and commercial areas.

145 Objective 18.1 To maximize the economic potential of new infill development, and the reuse,
146 and redevelopment of existing and underutilized structures and properties.

147 Strategy 18.1.1 To continue to promote available State and Federal historic tax credits,
148 and local tax incentives such as those available in the B-1, Central
149 Business District, the Downtown Economic Revitalization Zone, and the
150 Retail Revitalization Zones.

151 Strategy 18.1.2 To review land use policies and regulations, and if appropriate amend
152 them to allow for more infill development.

153 Objective 18.2 To continue downtown revitalization as a high priority public-private initiative,
154 the cornerstone of the City’s commerce and government, tourism, historic
155 preservation, and civic pride enhancement efforts.

156 Strategy 18.2.1 To continue to promote Harrisonburg Downtown Renaissance (HDR) as
157 the designated downtown revitalization organization charged with leading a
158 public-private effort that focuses on the economic development, destination
159 marketing, and beautification of the downtown district.

160 Strategy 18.2.2 To evaluate and possibly expand the boundaries of incentive zones,
161 federal and state historic designation boundaries, and the size of the B-1,
162 Central Business District to increase investment potential and to spur
163 investment in the adjacent neighborhoods.

164 Strategy 18.2.3 To develop a downtown master plan that defines its geographic
165 boundaries and addresses the entire area comprehensively from economic
166 development strategies from parking to beautification.

167 Strategy 18.2.4 To monitor the need for additional parking in downtown as new
168 development occurs and to continue surveying and studying downtown parking
169 to identify needs and strategies.

170 Strategy 18.2.5 To explore public-private partnership financing models that would
171 encourage the development of a larger-capacity, mixed-use parking facility in
172 downtown to facilitate realizing the highest potential for downtown infill
173 development and targeted business attraction.

174 Strategy 18.2.6 To develop a pedestrian-scale wayfinding program and install
175 directional signs that are clear, consistent, and strategically placed to identify
176 downtown retail and business destinations, as well as, linkages to trails and
177 surrounding destinations.

178 Strategy 18.2.7 To support targeted economic development activities that seek to bring
179 technology and business start-ups downtown.

180 Strategy 18.2.8 To explore with existing businesses and property owners the feasibility
181 of creating a Business Improvement District and/or Tax Incremental Financing
182 District for downtown.

183 Objective 18.3 To examine the extent to which changes in the retail sector are related to retail
184 growth versus retail relocation, to seek to minimize long-term retail vacancies,
185 and to initiate programs to redevelop and revitalize abandoned older retail
186 areas.

187 Strategy 18.3.1 To actively market older shopping centers with high vacancies including
188 consideration of conversion to other uses.

189 Strategy 18.3.2 To encourage new, small businesses to locate in abandoned retail
190 spaces where low rent opportunities can assist with business development,
191 while also supporting revitalization of those spaces.

192 Objective 18.4 To identify residential neighborhoods under stress and seek to stabilize,
193 improve the maintenance of, and collaborate alongside residents to enhance
194 the neighborhood's unique character and revitalize these neighborhoods. See
195 Chapter 6, Land Use and Development Quality's Goal 4 and Chapter 7,
196 Neighborhoods and Housing's Goals 5 and 6 for related objectives and
197 strategies.

198 Strategy 18.4.1 To identify residential neighborhoods in need of community-based
199 neighborhood/small area plans, prepare plans in collaboration with
200 property owners, residents, and business owners, and to implement
201 recommendations. Repeated in Chapter 7, Neighborhoods and Housing
202 as Strategy 5.1.1.

203 Strategy 18.4.2 To utilize Mixed Use areas identified in the Land Use Guide to provide
204 housing options and as an economic development strategy to
205 strengthen neighborhoods and the City's economy.

206 Strategy 18.4.3 To create a residential pattern book, as a guide to preserve and enhance
207 the character and quality of the City’s residential neighborhoods.¹
208 Repeated in Chapter 9, Arts, Culture, and Historic Resources as Strategy
209 10.1.6.

210 Chapter Resources

211 Community Land Use & Economics Group, LLC, Retail Market Analysis for City of Harrisonburg and
212 Rockingham County Virginia, December 2017, [http://harrisonburgdevelopment.com/regional-retail-](http://harrisonburgdevelopment.com/regional-retail-market-analysis/)
213 [market-analysis/](http://harrisonburgdevelopment.com/regional-retail-market-analysis/)

214 Harrisonburg Downtown Streetscape Plan, [https://www.harrisonburgva.gov/downtown-streetscape-](https://www.harrisonburgva.gov/downtown-streetscape-plan)
215 [plan](https://www.harrisonburgva.gov/downtown-streetscape-plan)

216 Harrisonburg Downtown Parking Study, 2016

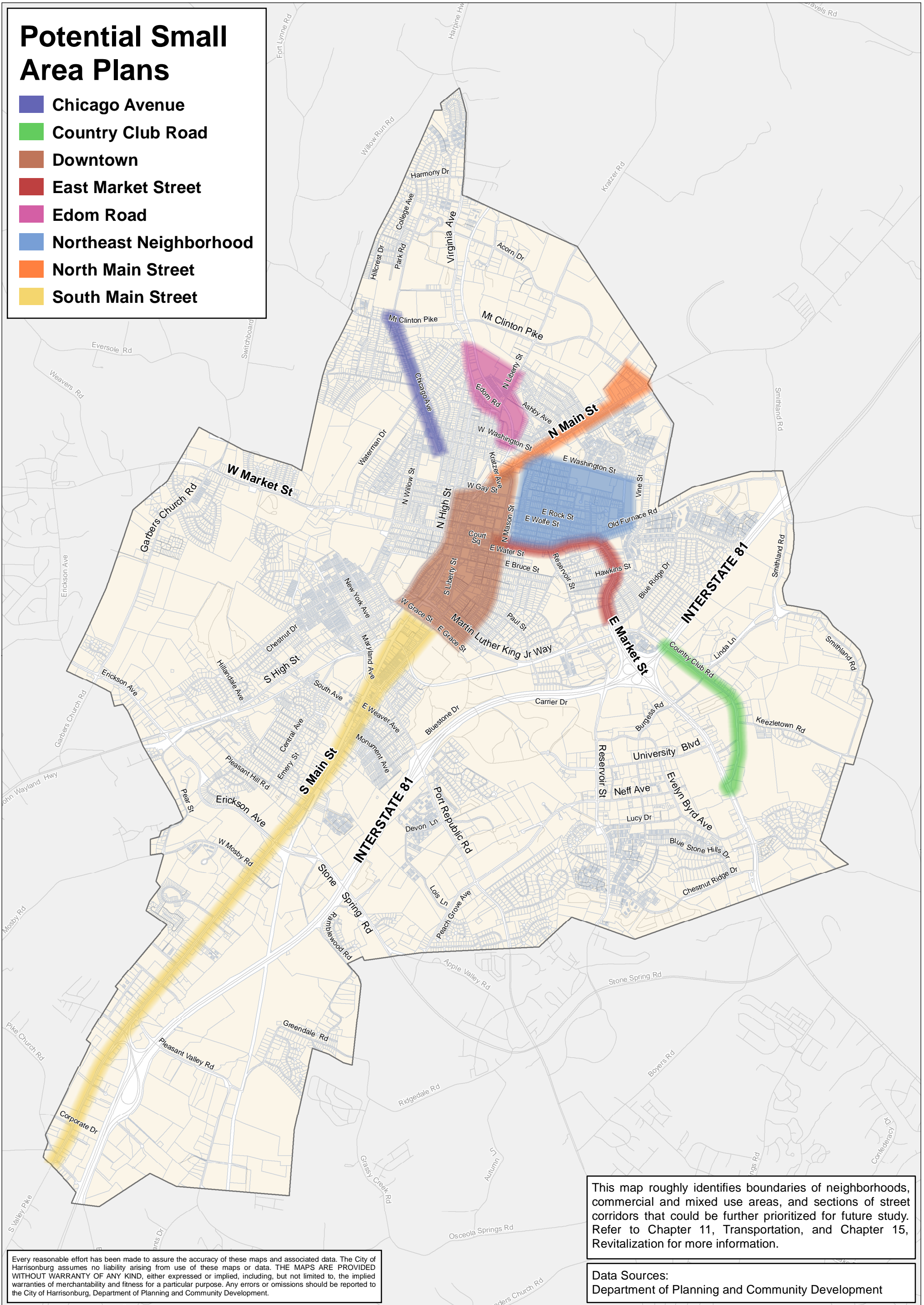
217 Harrisonburg Redevelopment and Housing Authority, “Market Analysis – Citywide Demographic and
218 Housing Analysis, Harrisonburg, Virginia,” November 2015,
219 <http://www.harrisonburgrha.com/documents/Housing%20Study%202015.pdf>

220 Virginia Coalition of Housing and Economic Development Researchers, Addressing the Impact of Housing
221 for Virginia’s Economy: A report for Virginia’s Housing Policy Advisory Council, November 2017,
222 <http://www.virginiahousingpolicy.com/impact.asp>

¹ For examples, see City of Roanoke, Urban Design Manual and Residential Pattern Book: <https://www.roanokeva.gov/1302/Urban-Design-Manual> and <https://www.roanokeva.gov/1281/Residential-Pattern-Book>).

Potential Small Area Plans

- Chicago Avenue
- Country Club Road
- Downtown
- East Market Street
- Edom Road
- Northeast Neighborhood
- North Main Street
- South Main Street



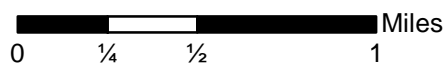
Every reasonable effort has been made to assure the accuracy of these maps and associated data. The City of Harrisonburg assumes no liability arising from use of these maps or data. THE MAPS ARE PROVIDED WITHOUT WARRANTY OF ANY KIND, either expressed or implied, including, but not limited to, the implied warranties of merchantability and fitness for a particular purpose. Any errors or omissions should be reported to the City of Harrisonburg, Department of Planning and Community Development.

This map roughly identifies boundaries of neighborhoods, commercial and mixed use areas, and sections of street corridors that could be further prioritized for future study. Refer to Chapter 11, Transportation, and Chapter 15, Revitalization for more information.

Data Sources:
Department of Planning and Community Development

Potential Small Area Plans Comprehensive Plan

Map created: September 30, 2018



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Features



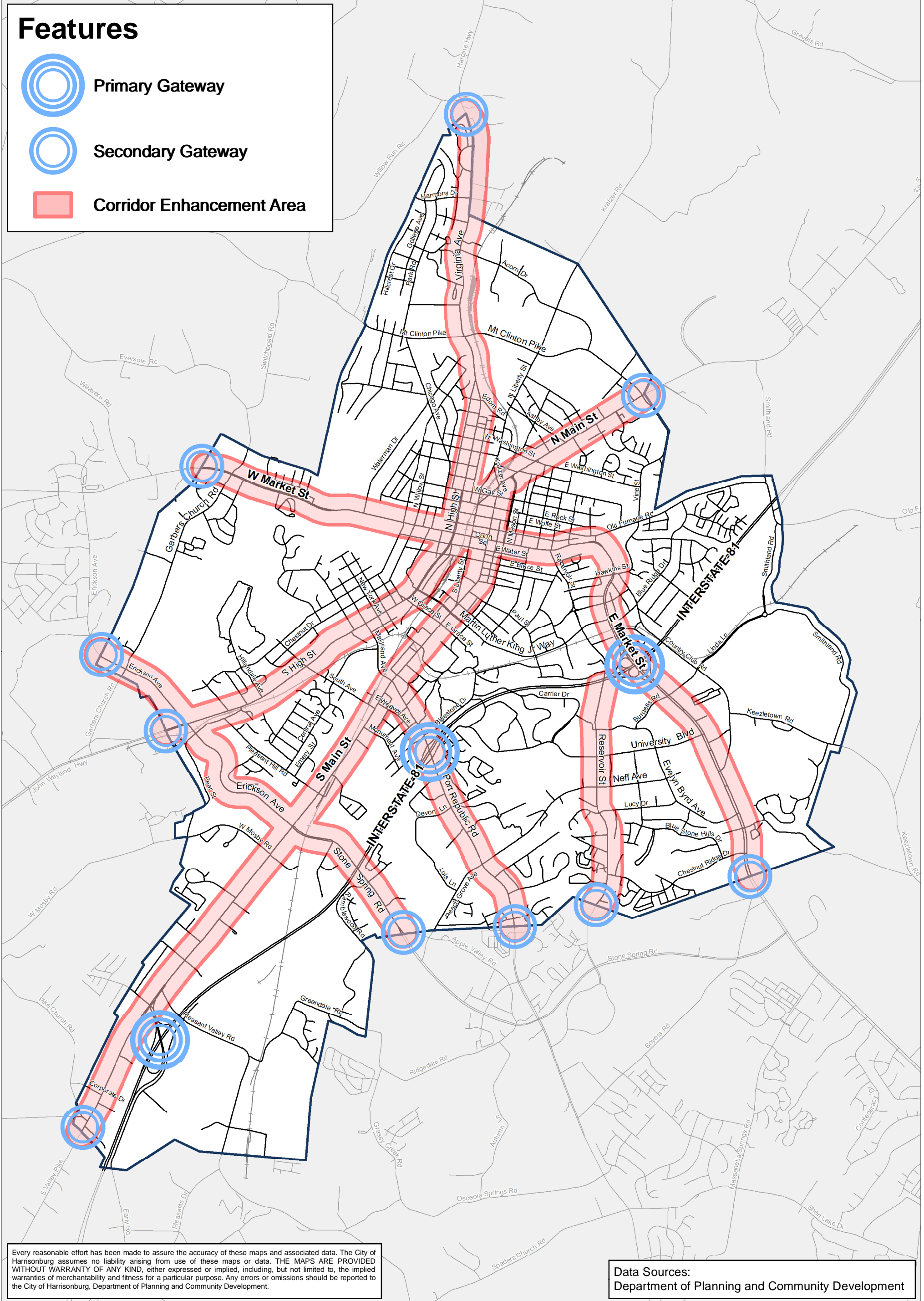
Primary Gateway



Secondary Gateway



Corridor Enhancement Area



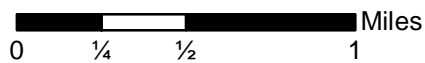
Every reasonable effort has been made to assure the accuracy of these maps and associated data. The City of Harrisonburg assumes no liability arising from use of these maps or data. THE MAPS ARE PROVIDED WITHOUT WARRANTY OF ANY KIND, either expressed or implied, including, but not limited to, the implied warranties of merchantability and fitness for a particular purpose. Any errors or omissions should be reported to the City of Harrisonburg, Department of Planning and Community Development.

Data Sources:
Department of Planning and Community Development

Gateways and Corridor Enhancement Areas

Comprehensive Plan

Map created: September 30, 2018



YOUR CITY. YOUR PLAN.



Harrisonburg VIRGINIA

Chapter 16.

Goal, Objective, and Strategy Statements



YOUR CITY. YOUR PLAN.



Chapter 16 Goal, Objective, and Strategy Statements (Compiled)

Readers are encouraged to review Chapter 2, Vision and Goals, for an explanation of the purpose of Goals, Objective, and Strategy statements.

CHAPTER 3 – IMPLEMENTATION

Goal 1. To keep the Comprehensive Plan vital and useful.

Objective 1.1 To regularly review the Comprehensive Plan’s recommendations and the progress towards meeting them.

Strategy 1.1.1 To prepare and implement a schedule for regular plan updates.

Objective 1.2 To continue publicizing the process whereby community members may propose amendments to the Comprehensive Plan between five-year plan review efforts.

Strategy 1.2.1 To continue providing a description of the Plan amendment proposal process and to post application materials on the city website.

Objective 1.3 To use the Comprehensive Plan as a guide for City of Harrisonburg and community actions.

Strategy 1.3.1 To continue using the Comprehensive Plan as a guide for land use and zoning decisions, capital improvement planning, budgeting and other City actions to address the conformance of rezonings, special use permits, the Capital Improvement Program (CIP), and public facilities improvements with the Comprehensive Plan in staff reports.

Strategy 1.3.2 To seek and encourage partnerships to implement strategies and plan objectives. Partners might include the City, other local, state, and federal agencies, local businesses, the development community, faith-based and community organizations, and individuals.

CHAPTER 5 – COMMUNITY ENGAGEMENT AND COLLABORATION

Goal 2. To coordinate and collaborate with surrounding jurisdictions, institutions of higher education, faith-based organizations, non-profit organizations, and other community organizations to meet the goals of the Comprehensive Plan.

Objective 2.1 To explore ways that the City of Harrisonburg and Rockingham County might increase collaboration in the provision of public facilities and services and in other public endeavors.

Strategy 2.1.1 To have formal processes under which the City and County discusses and implements coordinated or shared programs in areas such as affordable housing, land use planning, growth and development, transportation, emergency communications systems, parks and recreation, greenways, tourism promotion, stormwater management, environmental protection, healthcare, education, workforce development, and others.

Objective 2.2 To coordinate and collaborate with James Madison University, Eastern Mennonite University, Bridgewater College, Blue Ridge Community College, Massanutten Technical Center, Rockingham Academy, and other educational institutions in areas of concern. See Chapter 14, Economic Development and Tourism for related Strategy 16.6.8.

Objective 2.3 To coordinate and collaborate with Sentara RMH Medical Center the Central Shenandoah Health District, Harrisonburg Community Health Clinic, the Free Clinic, the Healthy Community Council, and others in responding to community health needs and concerns.

Goal 3. To reach out to and to engage all segments of the population, as well as, businesses, and industries to work collaboratively in planning, developing, and promoting the City as a great place to live and work.

Objective 3.1 To increase resident involvement in City affairs to promote civic pride and participation.

Strategy 3.1.1 To continue developing and implementing civic pride events, such as clean up days, bike and walk to work/school days, and others.

Strategy 3.1.2 To continue supporting Harrisonburg Downtown Renaissance (HDR) events and other programming that celebrates Harrisonburg's local culture.

Strategy 3.1.3 To establish procedures for including residents in planning and plan implementation and to consider creating a City Council appointed advisory committee for community engagement.

Strategy 3.1.4 To undertake initiatives that promote the accessibility of services to all residents taking into account the multilingual needs of the community and exploring common barriers to access for City and community services.

Strategy 3.1.5 To maintain the City's membership as a Welcoming America City and to participate as an active stakeholder in the Welcoming Harrisonburg Council.

CHAPTER 6 – LAND USE AND DEVELOPMENT QUALITY

Goal 4. To improve the quality of land use and development patterns.

Objective 4.1 To create positive images of the City through landscaping and design improvements at the City's gateways, along major travel corridors, in residential neighborhoods, and in commercial and industrial areas.

Strategy 4.1.1 To work with community members to identify design elements that define the character of the City, as well as, characters of different areas of the City, and then to identify strategies to improve design. Administration of a community character or visual preference survey would help in this effort.

Strategy 4.1.2 To incorporate appropriate elements of design as requirements into the City's Zoning Ordinance, while leaving other elements as discretionary guidelines or incorporating into other City plans. Design requirements or guidelines may address elements such as landscaping, preservation of green space, preservation of historic resources, placement of buildings and parking lots, building bulk and height, how buildings address the street, signage, and lighting. See Chapter 15, Revitalization's Goal 18 for related objectives and strategies.

Strategy 4.1.3 To develop design guidelines or requirements to improve the design quality of all residential development. Such provisions may address building setback and orientation standards that enhance social interaction; street system design that promotes connectivity and provides for traffic calming measures to reduce speeding and improve safety; requirements for sidewalks and shared use paths that facilitate and encourage walking and bicycling; streetscape planting requirements; standards for placement of parking areas and garages so as to avoid streetscapes dominated by parking lots and garage doors; and the size, quality, design, character, and facilities within preserved open spaces. See Chapter 15, Revitalization's Goal 18 for related objectives and strategies.

Strategy 4.1.4 To create corridor plans and consider corridor overlay districts to address issues such as land use and design quality; streetscape improvements; vehicle, pedestrian, and bicycle circulation; access management; development, redevelopment, and reuse opportunities; conservation of special features; improving utilities and public facilities; and signage. See Chapter 12, Transportation's Goal 13 for related objectives and strategies.

- Strategy 4.1.5 To encourage or provide incentives for new development and redevelopment to preserve existing trees and vegetative areas and/or to add new trees and plantings. See Chapter 10, Environmental Stewardship and Sustainability's Goal 11 for related objectives and strategies.
 - Strategy 4.1.6 To require or provide incentives for open space or "cluster" development to preserve green space within new residential subdivisions.
- Objective 4.2 To encourage areas with a mix of uses (residential and nonresidential) and areas with different housing types and lot sizes in locations identified in the Land Use Guide. See Chapter 7, Neighborhoods and Housing's Goals 5 and 6 for related objectives and strategies.
- Strategy 4.2.1 To promote the development of mixed residential and mixed use areas as recommended in the Land Use Guide.
 - Strategy 4.2.2 To develop a zoning approach to provide incentives for the development of residential neighborhoods with a mix of housing types and lot sizes as identified in the Land Use Guide. Amendments to the Zoning Ordinance could encourage innovative residential building types and allow creative subdivision design solutions that promote neighborhood cohesiveness, walkability, connected street grids, community green spaces, and protection of historic and environmental resources.
 - Strategy 4.2.3 To develop a zoning approach and street design standards to require and/or provide incentives for traditional neighborhood development (TND) as described in the Comprehensive Plan.
 - Strategy 4.2.4 To collaborate with property owners to proactively rezone properties to zoning districts that would allow for and encourage the types of uses as indicated by the Land Use Guide. Repeated in in Chapter 7, Neighborhoods and Housing as Strategy 5.2.3.
- Objective 4.3 To adapt to new trends and demands while ensuring that new development and redevelopment of residential, commercial, and industrial properties will be compatible with adjacent existing uses and with planned land uses of surrounding parcels. See Chapter 7, Neighborhoods and Housing's Goals 5 and 6 for related objectives and strategies.
- Strategy 4.3.1 To revise the Zoning Ordinance to require landscape buffers, screening, or alternative architectural solutions to provide transitions between potentially incompatible land uses.
 - Strategy 4.3.2 To continue to consider the need for additional sites for businesses to locate when evaluating land use policies, while also considering

different types of businesses and their compatibility with surrounding land uses.

Strategy 4.3.3 To review and amend the Zoning Ordinance to permit small lot and innovative forms of single-family detached and duplex residential development as appropriate. Repeated in Chapter 7, Neighborhoods and Housing as Strategy 5.2.2.

Strategy 4.3.4 To research and draft updated zoning regulations for the repair and storage of vehicles, recreation equipment, trailers, over the road tractors, their trailers, heavy equipment, manufactured homes, industrialized buildings, or agricultural equipment so that such uses meet the aesthetic and land use quality standards desired by the community and to ensure they are compatible with surrounding land uses.

Objective 4.4 To provide off-street parking to adequately meet demand and provide access to key destinations, businesses, and services, without creating oversupply that increases costs for development, and impacts the community character, natural environment, and economic vitality.

Strategy 4.4.1 To study and amend, as appropriate, off-street vehicular parking regulations in the Zoning Ordinance. Maximum parking limits could be explored as a potential option.

Strategy 4.4.2 To expand opportunities for reductions in parking requirements for development projects designed to take advantage of public transit and for mixed use developments where shared parking is feasible. Repeated in Chapter 12, Transportation as Strategy 13.2.17.

Strategy 4.4.3 To continue to require development and redevelopment to install bicycle parking.

Objective 4.5 To increase the knowledge of City staff, elected officials, and community members regarding good land use practices, affordable housing practices, fair housing policies, and how they can be applied in the City.

Strategy 4.6.1 To participate in or host workshops, such as those available through the Virginia Cooperative Extension's Land Use Education Program, the Virginia Chapter of the American Planning Association, and Smart Growth America.

CHAPTER 7 – NEIGHBORHOODS AND HOUSING

Goal 5. To strengthen existing neighborhoods and promote the development of new neighborhoods that are quiet, safe, beautiful, walkable, enhance social interaction, and offer a balanced range

of housing choices. See Chapter 6, Land Use and Development Quality's Goal 4 and Chapter 15, Revitalization's Goal 18 for related objectives and strategies.

Objective 5.1 To work with the community to identify neighborhood strengths, weaknesses and needs and to develop plans of action for neighborhood improvement.

Strategy 5.1.1 To identify neighborhoods in need of community-based neighborhood/small area plans, prepare plans in collaboration with property owners, residents, and business owners, and to implement recommendations. Repeated in Chapter 15, Revitalization as Strategy 18.4.1

Strategy 5.1.2 To incorporate other City plans and partner agency plans relating to transportation, parks and recreation, fair housing, and plans to end homelessness into the planning process for neighborhoods.

Strategy 5.1.3 To assist neighborhoods in setting up appropriate neighborhood representative organizations to assist the City and other partners in implementing neighborhood plans. See Chapter 15, Revitalization's Objective 18.4 for related strategies.

Strategy 5.1.4 To enforce residential occupancy as limited by the Zoning Ordinance.

Objective 5.2 To develop approaches to increase the percentage of single-family detached and duplex housing units.

Strategy 5.2.1 To review and amend the Zoning Ordinance to increase opportunities for single-family detached and duplex residential development that are affordable to households in a range of incomes.

Strategy 5.2.2 To review and amend the Zoning Ordinance to permit small lot and innovative forms of single-family detached and duplex residential development as appropriate. Repeated in Chapter 6, Land Use and Development Quality as Strategy 4.3.3.

Strategy 5.2.3 To collaborate with property owners to proactively rezone properties to zoning districts that would allow for and encourage the types of uses as indicated by the Land Use Guide. Repeated in Chapter 7, Neighborhoods and Housing as Strategy 4.2.4.

Objective 5.3 To continue working with property owners and developers to mitigate any negative impacts from rezonings and public investment decisions on neighborhoods and the City.

Strategy 5.3.1 To require property owners and developers applying for rezonings and special use permits to prepare and submit impact analyses that address issues such as: projected increase in population and demand for school facilities and other public facilities; impacts on vehicular, pedestrian, and bicycle traffic and circulation; water and sewer service needs;

stormwater runoff impacts; visual impacts; impacts to historic and environmental resources, etc. The analyses should propose measures to mitigate impacts.

Strategy 5.3.2 To impose road impact fees to generate revenue to fund or recover the costs of road improvements benefiting new residential and non-residential development, while also considering how fees might increase housing costs and effect affordable housing options. See Chapter 10, Environmental Stewardship and Sustainability for related Strategy 11.4.7.

Goal 6. To meet the current and future needs of residents for affordable housing.

Objective 6.1 To promote affordable housing options, including affordable rental properties and affordable homes for ownership.

Strategy 6.1.1 To implement Fair Housing Goals and Priorities as recommended and prioritized in the Assessment of Fair Housing, which includes expanding housing choice and access to opportunity; increasing home ownership among low-income households and members of protected classes; improving the utility of public transit for low-income and disabled persons; strengthening anti-discrimination, investigation, enforcement, and operations; and increasing the level of housing knowledge and understanding among housing developers, real estate professionals, elected officials, and the general public.

Strategy 6.1.2 To work with the Harrisonburg Redevelopment and Housing Authority (HRHA) and other agencies and organizations to study and define housing affordability at the full range of income levels in the City and the region.

Strategy 6.1.3 To partner with HRHA and other community housing providers (serving the elderly, disabled, homeless, low-moderate income families, victims of violence, and others) to address community housing needs throughout the region.

Strategy 6.1.4 To increase the knowledge of City staff, elected officials, and community members on affordable housing policies by partnering with community organizations and agencies to host workshops and create other educational opportunities.

Strategy 6.1.5 To encourage the development and construction of a variety of housing types provided at a range of densities, types (single-family detached, duplex, townhome, and multi-family), and costs.

Objective 6.2 To promote home ownership to increase the proportion of owner-occupied units in the City.

Strategy 6.2.1 To support expansion of the Family Self-Sufficiency and Lease to Homeownership programs of HRHA and other homeownership programs.

Strategy 6.2.2 To work with private developers, non-profit community housing providers, and rental housing providers to offer home-ownership opportunities for first-time low-moderate income homeowners (e.g. through the U.S. Department of Housing and Urban Development's HOME Investment Partnerships Program, Virginia Housing Development Authority's First Time Homebuyers, and other available housing programs).

Objective 6.3 To support programs that prevent and address homelessness in the City.

Strategy 6.3.1 To support the implementation of the City of Harrisonburg and Rockingham County Ten Year Plan to End Homelessness, as part of the goal to end chronic homelessness and help to move families and individuals into permanent housing.

Strategy 6.3.2 To support the Western Virginia Continuum of Care's implementation of strategies to prevent homelessness in the region.

CHAPTER 8 – EDUCATION, WORKFORCE DEVELOPMENT, AND LIFELONG LEARNING

Goal 7. To provide a wide, accessible, and equitably distributed range of educational opportunities for all.

Objective 7.1 To adopt a holistic approach to education that considers the academic, social, emotional, intellectual, and physical needs of individual children.

Strategy 7.1.1 To engage families, caregivers, schools, and support networks in the success of each child in the community.

Strategy 7.1.2 To support quality and affordable public and privately-run child care and education for children under 5 years old.

Objective 7.2 To carefully plan the location of new and updated Harrisonburg City Public School facilities to enhance, connect to, and be part of the surrounding community.

Strategy 7.2.1 To use enrollment trends and projections to ensure quality educational facilities.

Strategy 7.2.2 To design new schools to fit into surrounding neighborhoods or in areas designated for future residential development. Consideration should be given to making schools accessible by pedestrians and bicyclists, well-

landscaped, with lighting not to intrude into the surrounding neighborhood, and to not be dominated by parking lots.

Objective 7.3 To provide support for educational programs for workforce development, apprenticeship, training and retraining to meet the demands of business and industry, as well as, improving the skills of individual community members. See Chapter 14, Economic Development and Tourism's Objective 16.3 for related strategies.

Strategy 7.3.1 To promote the awareness of programs offered by and information available from organizations such as the Shenandoah Valley Workforce Development Board (SVWDB) and its Valley Workforce Center, the Small Business Development Center, and Massanutten Technical Center.

Strategy 7.3.2 To support close communication between the Harrisonburg Department of Economic Development, institutions of higher learning, and existing and prospective businesses regarding educational needs of the current and future workforce.

Strategy 7.3.3 To support programs that promote English language and literacy skills of community members to be self-sufficient and to participate in civic affairs, education, and the workforce.

Objective 7.4 To support early childhood education and life-long learning through schools, libraries, continuing and higher education programs, non-profit and for-profit community-based education programs, and recreation programs for people of all ages.

Strategy 7.4.1 To encourage the design of public schools and community centers so that they may be utilized for multiple uses such as lifelong learning locations, and for recreational programming.

Strategy 7.4.2 To encourage James Madison University, Eastern Mennonite University, Blue Ridge Community College, Bridgewater College, and other institutions of higher learning to create and extend credit and noncredit enrichment courses for the community.

Strategy 7.4.3 To promote the awareness of life-long learning programs in Harrisonburg.

Objective 7.5 To improve community access to books (in paper and electronic format), computers and the internet, and spaces for programming and civic engagement.

Strategy 7.5.1 To help support ways to increase financial support to Massanutten Regional Library to reflect the mean level of locality funding for all public libraries in Virginia so that MRL may expand hours open to the public and improve current offerings.

CHAPTER 9 – ARTS, CULTURE, AND HISTORIC RESOURCES

Goal 8. To have a wide and equitably distributed range of art, and cultural opportunities that reflects our diversity and engages our community members and visitors.

Objective 8.1 To incorporate art in public spaces, neighborhoods, and gateways.

Strategy 8.1.1 To continue supporting the City's Arts & Cultural District.

Strategy 8.1.2 To adopt a "percent-for-art" program, which would establish a City policy to require the City of Harrisonburg to commit for public art at least 1 percent of the cost of new construction or major renovation of public buildings, as identified in the City's annual Capital Improvement Program.

Strategy 8.1.3 To create a Public Art Commission to oversee the "percent-for-art" program (Strategy 8.1.2) in partnership with the Arts Council of the Valley. The Public Art Commission may be chartered to have other responsibilities.

Strategy 8.1.4 To evaluate whether funding (local government contributions and other funding sources) to matches other arts councils and organizations in Virginia and to help find ways to increase it.

Goal 9. To create places of distinction that celebrate the arts, capture the imagination, and reflect the rich tapestry of our past and present.

Objective 9.1 To support placemaking projects that enhance the public realm with creative expressions.

Strategy 9.1.1 To support community gateway treatments and/or other signage, green space, public art, and other expressions that reinforce the City's brand and look so that all features are coordinated and tie in with the overall narrative of the place.

Strategy 9.1.2 To incorporate art into the planning process of public facilities and utilize creative and artistic approaches to public realm amenities and infrastructure like benches, cross walks, gateways, park elements, alley ways, trash cans, bike racks, and others.

Goal 10. To recognize and promote the value of the City's diverse historic resources and the many benefits that come from protecting irreplaceable assets that embody Harrisonburg's history.

Objective 10.1 To identify and employ tools that recognize historic resources and encourage historic preservation.

Strategy 10.1.1 To form a City Council-appointed taskforce to research and make recommendations to the City on best practices and tools concerning historic resources.

Strategy 10.1.2 To commission/create an inventory of the historic resources in the City.

Strategy 10.1.3 To support adding properties and district listings on the state and federal registers of historic places.

Strategy 10.1.4 To expand the downtown historic district to include additional historic structures that would benefit from rehabilitation and historic tax credits.

Strategy 10.1.5 To continue disseminating information to property owners regarding federal and state rehabilitation tax incentives.

Strategy 10.1.6 To create an urban design manual that establishes general design principals that depict the attributes and the character of neighborhoods and areas in the City to preserve and enhance the character and quality of each neighborhood or area.¹ Repeated in Chapter 15, Revitalization as Strategy 18.4.3.

Objective 10.2 To increase educational opportunities for people to learn about Harrisonburg's rich multicultural history, historic resources, and historic preservation projects.

Strategy 10.2.1 To work with the Harrisonburg-Rockingham Historical Society to establish a location or exhibit in downtown Harrisonburg dedicated to the history of the City.

Strategy 10.2.2 To create additional walking tour brochures, a smart phone walking tour, installing additional historic markers, and to establish interactive displays representing the City's history and facing the future by illustrating the City's evolution, demographics, and intercultural influences overtime.

Strategy 10.2.3 To create a dedicated webpage on the City website that provides information on historic resources and sites and lists relevant publications and resources.

Strategy 10.2.4 To continue offering historical publications and information on historic resources and sites in the City at the Visitor Center operated by Harrisonburg Tourism and Visitor Services.

Objective 10.3 To preserve City-owned historic resources.

¹ For examples, see City of Roanoke, Urban Design Manual and Residential Pattern Book: <https://www.roanokeva.gov/1302/Urban-Design-Manual> and <https://www.roanokeva.gov/1281/Residential-Pattern-Book>).

Strategy 10.3.1 To ensure that City of Harrisonburg development and redevelopment projects respect older and historic resources and reflect the historic character of the City and site context.

Strategy 10.3.2 To commission a feasibility study for the adaptive reuse of the Municipal Building.

CHAPTER 10 – ENVIRONMENTAL STEWARDSHIP AND SUSTAINABILITY

Goal 11. To preserve and enhance the City’s natural environment for future generations through education and policies that encourage development that is compatible with nature and builds community resiliency² and social responsibility within the community.

Objective 11.1 To foster an understanding of environmental issues facing the City and residents by keeping abreast of environmental issues.

Strategy 11.1.1 To continue staying engaged with organizations that communicate information about environmental stewardship and sustainability relevant to the City such as the Virginia Municipal League (VML), the Virginia Municipal Stormwater Association (VAMSA), the Central Shenandoah Planning District Commission (CSPDC), the Shenandoah Pure Water Forum, and Resilient Virginia.

Strategy 11.1.2 To encourage dialogue between surrounding municipalities regarding threats to environmental health in order to collaborate on preserving shared resources.

Strategy 11.1.3 To study how climate change will impact local health, safety, infrastructure, and the economy, and work to mitigate impacts.

Objective 11.2 To support stewardship of the natural world and enable sustainable development.

Strategy 11.2.1 To monitor energy use, water consumption, and other uses of resources within City government buildings and establish goals, policies, and programs for reducing usage.

Strategy 11.2.2 To monitor and evaluate greenhouse gas emissions from governmental operations and establish goals, policies, and programs for reducing emissions.

Strategy 11.2.3 To monitor and evaluate greenhouse gas emissions community-wide and establish goals and incentive programs for reducing emissions.

² Community resiliency is commonly defined as the ability to prepare for anticipated hazards, adapt to changing conditions, and withstand and recover rapidly from disruptions.

Strategy 11.2.4 To monitor and report on the results of City-initiated stream bank stabilization projects and other water quality related projects.

Strategy 11.2.5 To partner with community stakeholders to assess and map environmental and cultural assets to determine the value of these assets to the community, and to develop policies to protect them.

Strategy 11.2.6 To produce an annual report on the City's environmental initiatives and environmental health.

Objective 11.3 To promote the development of voluntary water and air quality improvement programs for the public and private sectors that exceed federal and state standards and requirements.

Strategy 11.3.1 To continue to support the work of the Environmental Performance Standards Advisory Committee and implement committee recommendations.

Strategy 11.3.2 To create a set of voluntary environmental performance standards for public and private development and redevelopment projects, and to develop an incentive program to encourage implementation.

Strategy 11.3.3 To evaluate and study current lighting practices, and to recommend additional lighting provisions to mitigate outdoor light pollution.

Strategy 11.3.4 To collaborate with Rockingham County and the Virginia Department of Environmental Quality in developing an air quality improvement plan to keep the area's status as an attainment area for ozone pollution.

Strategy 11.3.5 To continue to seek ways of improving air quality by implementing policies or programs for governmental operations, such as continuing to optimize traffic signal plans to reduce vehicle idle time and in providing safe and convenient alternative transportation options by implementing the Bicycle & Pedestrian Plan and improving public transportation services through implementation of the Transit Development Plan.

Strategy 11.3.6 To continue to seek ways to create incentives for private property owners to implement stormwater best management practices to improve the quality of stormwater runoff by offering reductions in the stormwater utility fee for practices that can be counted towards the City's MS4 stormwater permit and the Chesapeake Bay TMDL Action Plan requirements.

Strategy 11.3.7 To encourage the use of low or zero emission vehicles in the City's fleet.

Objective 11.4 To preserve, expand, and manage networks of natural habitat corridors, green spaces, and forested areas that are accessible and usable by all community members.

Strategy 11.4.1 To adopt open space preservation requirements and/or incentives for new developments.

Strategy 11.4.2 To purchase and accept donations of land for the implementation of stream bank restoration, greenways, and park projects. See Chapter 11, Parks and Recreation's Objective 12.3 for related strategies.

Strategy 11.4.3 To implement landscape improvement projects at City gateways and other appropriate locations.

Strategy 11.4.4 To encourage and allow sustainable growing techniques, such as, but not limited to, edible gardens and tree plantings in open community spaces with emphasis in underserved communities.

Strategy 11.4.5 To create a policy and/or plan to utilize more native plant species on public properties that require less supplemental water use and to create incentives for businesses and privately-owned lands to do the same.

Strategy 11.4.6 To create and maintain sustainable habitats for pollinators.

Strategy 11.4.7 To consider imposing impact fees on new residential developments for the purposes of funding public facilities. See Chapter 7, Neighborhoods and Housing for related Strategy 5.3.2.

Objective 11.5 To protect and increase tree canopy cover in the City.

Strategy 11.5.1 To create a City urban forestry program to increase the number of trees planted and replaced on public properties and street right-of-ways, and to provide proper maintenance of trees on public properties to ensure tree health and to minimize damage to infrastructure.

Strategy 11.5.2 To create more greenspaces and tree planting in downtown, neighborhood conservation areas, business revitalization areas, and corridor enhancement areas. See Chapter 15, Revitalization's Goal 18 for related objectives and strategies.

Strategy 11.5.3 To enhance street tree planting and other landscaping requirements for new development and redevelopment in the City's Zoning Ordinance and Design & Construction Standards Manual.

Strategy 11.5.4 To implement a policy that requires landscape plans for street improvement and transportation projects.

Strategy 11.5.5 To develop a tree inventory to monitor potential effects of invasive species, promote diversified tree canopy coverage, and maintain accurate datasets for water quality credits. (The dataset would help to meet MS4 permit and Chesapeake Bay TMDL requirements).

Strategy 11.5.6 To continue implementing measures to receive the City's designation as a Tree City USA community.

Strategy 11.5.7 To implement recommendations of the forthcoming urban tree canopy assessment.

Objective 11.6 To encourage, educate, and facilitate local urban agriculture to increase access to fresh, nutritional food for residents and to educate the community on food equity³ issues.

Strategy 11.6.1 To amend the Zoning Ordinance to allow community gardens to be a principal use.

Strategy 11.6.2 To conduct a vacant parcel and land use audit to identify potential locations for community garden spaces based on proximity to food equity zones.⁴

Strategy 11.6.3 To broaden and deepen Harrisonburg's knowledge of food equity issues by working with community members, local businesses, community organizations, local universities and others to provide community engagement opportunities such as hosting movies, speakers, and presentations in culturally appropriate locations and diverse languages.

Objective 11.7 To promote and implement strategies to reduce waste.

Strategy 11.7.1 To explore opportunities to expand public and private recycling, composting, and other innovations for waste management.

Strategy 11.7.2 To encourage nonprofits, student organizations, faith-based organizations, and others to divert food goods from trash for resale or distribution to stressed populations.

Strategy 11.7.3 To create a public awareness campaign about food waste and educational programs to prevent food waste, including composting tutorials.

Strategy 11.7.4 To promote and provide incentives for water conserving fixtures and appliances.

Strategy 11.7.5 To decrease the use of plastic bags and other single use items to and promote the use of biodegradable and reusable items.

Strategy 11.7.6 To involve residents and businesses in the conservation of resources to assist in maintaining cost-effective public service delivery.

³ Food equity means that individuals, families and households have the right to determine what their short and long term food needs are and be able to meet those needs. Achieving food equity is when all residents can find affordable, convenient, healthy, culturally relevant and reliable foods based on their needs.

⁴ Food equity zones are areas where a higher proportion of residents in concentrated areas may not have food equity.

Strategy 11.7.7 To develop a waste wood and woody debris utilization program that recovers wood from fallen and removed trees, and in partnership with interested agencies and organizations prevent the disposal of valuable wood resources into landfills.

CHAPTER 11 – PARKS AND RECREATION

Goal 12. To meet the needs of people by providing comprehensive recreation and self-development opportunities, both physical and mental, by developing and maintaining a safe, welcoming, well-distributed, and accessible parks and recreation system that also supports community well-being, economic sustainability, and environmental sustainability.

Objective 12.1 To continue to support Harrisonburg’s parks and recreation system as a major community benefit.

Strategy 12.1.1 To implement the recommendations of the Comprehensive Recreation and Parks Master Plan and associated park master plans.

Strategy 12.1.2 To update the Comprehensive Recreation and Parks Master Plan and associated park master plans as needed and determined by the Parks & Recreation Commission.

Objective 12.2 To enhance Harrisonburg parks and recreation facilities and programs to serve the diversity of interests and needs of our community.

Strategy 12.2.1 To implement community outreach and engagement strategies to guide decisions on provided facilities and programs best suited to the needs and interests of our diverse community.

Strategy 12.2.2 To partner with community organizations to develop strategies for expanding services to our diverse community.

Strategy 12.2.3 To continue cooperating with Harrisonburg City Public Schools in making school recreation facilities available to the public, as appropriate.

Objective 12.3 To develop an interconnected, accessible network of park and recreational facilities through development of a greenway (trails and natural corridor) system.

Strategy 12.3.1 To create a network of pocket parks and green spaces that connects the City’s parks with trails and linear open spaces.

Strategy 12.3.2 To design greenways not only to provide recreational opportunities, but also to provide riparian habitat, protection from flooding, pollution filtering, and visible relief from urban development.

Strategy 12.3.3 To identify opportunities to develop a network of greenways and trail systems connecting parks and recreational facilities that could also support the needs and priorities identified in the City's Bicycle & Pedestrian Plan.

Objective 12.4 To enhance the appearance, safety, and maintenance of parks and recreation facilities.

Strategy 12.4.1 To create a set of design guidelines and standards for City parks and facilities addressing landscaping, architectural design, sustainability, accessibility, safety, and crime prevention.

CHAPTER 12 – TRANSPORTATION

Goal 13. To develop and maintain a safe and convenient transportation system serving all modes of travel, including driving, walking, biking, and taking public transportation.

Objective 13.1 To improve the ability of people and goods to move efficiently and safely throughout the City, while considering existing and future needs of people and planned land uses.

Strategy 13.1.1 To coordinate and implement the recommendations of the City's Master Transportation Plan and the transportation plans of the Harrisonburg-Rockingham Metropolitan Planning Organization (HRMPO), Central Shenandoah Planning District Commission (CSPDC), the Virginia Department of Transportation (VDOT), Rockingham County, and James Madison University (JMU).

Strategy 13.1.2 To plan and design for "complete streets" to serve all users of the transportation system, including drivers, bicyclists, pedestrians, and public transportation users, on all new street and street improvement projects. A complete streets policy may be explored.

Strategy 13.1.3 To update the Subdivision Ordinance and Design and Construction Standards Manual (DCSM), as necessary, to ensure that transportation infrastructure built by the City and private developers meets quality and safety standards. Standards should be updated or developed for the following: interconnectivity of the public and private street system; access management that balances the need for entrances to businesses with safe and efficient management of traffic; street widths to adequately handle projected traffic volumes while avoiding excessive pavement widths; on and off-street parking strategies; accommodations for public transit such as bus shelters and bus pull offs; and bicycle and pedestrian facilities.

- Strategy 13.1.4 To develop pedestrian and bicycle-friendly environments in the City that connect residential neighborhoods to community facilities, to commercial areas and employment centers, and that connect residential neighborhoods to each other, to promote a healthier community.
- Strategy 13.1.5 To continue to implement measures to expand the network of pedestrian infrastructure (sidewalks and shared use paths) so that all streets will have pedestrian accommodations on both sides of the street.
- Strategy 13.1.6 To continue to ensure that all new public sidewalks and sidewalk repairs meet the Americans with Disabilities Act (ADA) accessibility standards, as required, and to promote private development projects connecting to sidewalks to also meet ADA accessibility standards.
- Strategy 13.1.7 To provide design features on roadways, where appropriate, such as street trees within buffers and medians, street furniture and sidewalk widths that improve the safety and comfort level of all users and to contribute to the City's environmental goals.
- Strategy 13.1.8 To incorporate traffic calming measures in neighborhoods, near schools and universities, and other appropriate areas to discourage speeding and improve safety for all travelers.
- Strategy 13.1.9 To seek to reduce conflicts between street and railroad operations.
- Strategy 13.1.10 To assess and improve the transportation impacts of both public and private development and redevelopment projects by continuing to require traffic impact studies with rezonings, special use permits, preliminary plats, and engineered comprehensive site plans, as appropriate.
- Strategy 13.1.11 To consider ways to reduce traffic congestion, including but not limited to, expanding public transportation service, integrating optimized traffic signal timings, re-marking travel lanes on streets, constructing bicycle and pedestrian infrastructure, and promoting ridesharing.
- Strategy 13.1.12 To install and maintain broadband connections to all traffic signal systems to allow real-time traffic monitoring and the expansion of the current traffic management system, which provides for signal coordination and improved traffic flow.
- Strategy 13.1.13 To maintain and rehabilitate bridges, as needed, to maximize the life of the structures.
- Strategy 13.1.14 To resurface pavement as necessary to obtain maximum substructure life for streets, shared use paths, and sidewalks.

Strategy 13.1.15 To maintain storm drainage facilities to ensure protection of transportation facilities from flooding, erosion, undermining, and to protect water quality.

Objective 13.2 To increase opportunities for alternative modes of transportation (such as walking, bicycling, public transportation, and ridesharing) and to reduce motorized traffic demand on City streets.

Strategy 13.2.1 To promote mixed use neighborhoods as recommended by the Land Use Guide so that people can easily walk, bike, or take public transportation to work, shopping, schools, places of worship, and for recreation.

Strategy 13.2.2 To encourage the construction of non-motorized connectivity between existing and new developments if street connections do not exist.

Strategy 13.2.3 To implement the vision, goals, objectives, and recommendations of the City's Bicycle & Pedestrian Plan.

Strategy 13.2.4 To establish a community bike share program.

Strategy 13.2.5 To implement long-term bicycle parking requirements for new developments and redevelopment, as appropriate.

Strategy 13.2.6 To seek conversion of the easternmost line of the Norfolk Southern railroad system in Harrisonburg to a rail-trail. This would include planning and supporting the relocation of the rail line's access to the northern boundary of the City as described in the City's Street Improvement Plan and Bicycle & Pedestrian Plan.

Strategy 13.2.7 To promote Bike Month, Bike to School Day, Bike to Work Day, Walk to School Day, and other similar events that promote biking and walking.

Strategy 13.2.8 To work with Harrisonburg City Public Schools to promote school buses, walking, and bicycling as primary forms of transportation to school rather than private vehicles.

Strategy 13.2.9 To work with local employers to provide incentives to employees to travel to work by walking, bicycling, taking public transportation, or ridesharing. An example incentive program is "guaranteed ride home" provided by the Rideshare Program.

Strategy 13.2.10 To promote ridesharing by providing commuter parking options, such as park-and-ride lots that are strategically located in proximity to major employers and are connected to public transit and walking and biking infrastructure. See related Strategy 13.4.4.

Strategy 13.2.11 To establish wayfinding signage for bicyclists and pedestrians.

Strategy 13.2.12 To construct a dedicated transfer station to accommodate a sufficient number of buses. Transfer locations may also serve as a hub for multi-modal transportation operations by containing accommodations for bicycling, walking, and ridesharing. See related Strategy 13.3.4.

Strategy 13.2.13 To explore the creation of dedicated public transit bus-ways on appropriate corridors to remove public transit buses from mixed traffic conditions in order to improve efficiency.

Strategy 13.2.14 To continue to support an electronic system that allows public transit customers to receive real-time bus arrival estimates at bus stops for transit services.

Strategy 13.2.15 To continue to review and improve City bus routes and schedules to serve residential areas and major destinations (such as universities, medical centers, major employment sites, shopping centers, and downtown).

Strategy 13.2.16 To continue to grow public transit operations to keep pace with the increased demand stemming from population growth, development in the City and growth of James Madison University.

Strategy 13.2.17 To expand opportunities for reductions in parking requirements for development projects designed to take advantage of public transit and for mixed use developments where shared parking is feasible. Repeated in Chapter 6, Land Use and Development Quality as Strategy 4.4.2.

Strategy 13.2.18 To encourage developers of new development and redevelopment projects, employers, and others to offer showers and locker rooms to encourage people to commute to work by bicycle and to exercise during breaks.

Strategy 13.2.19 To continue implementing measures to receive the City's designation as a Bicycle Friendly Community.

Strategy 13.2.20 To implement the goals, objectives, and recommendations of the Transit Development Plan (TDP).

Strategy 13.2.21 To continue to install bus shelters and benches at high volume bus stops.

Strategy 13.2.22 To seek improvement of public transit and paratransit services for the elderly and persons with disabilities.

Objective 13.3 To improve or create new regional public transit services.

Strategy 13.3.1 To work with surrounding localities such as Rockingham County and the Towns of Bridgewater, Dayton, and Mount Crawford to offer transportation services across and between jurisdictions.

Strategy 13.3.2 To promote the development of a shuttle service from the City to the Shenandoah Valley Regional Airport in Weyers Cave, Virginia.

Strategy 13.3.3 To continue to monitor the need and explore the feasibility of implementing public transit services in the Interstate 81 and 64 corridors to connect the Cities of Harrisonburg, Staunton, Waynesboro, Charlottesville, and surrounding counties.

Strategy 13.3.4 To promote park-and-ride lots that are strategically located with access to Interstate 81. See related Strategy 13.2.12.

CHAPTER 13 – COMMUNITY INFRASTRUCTURE, SERVICES, SAFETY, AND HEALTH

Goal 14. To support the City with community facilities, infrastructure, and services, which allow for sustainable growth and are accessible, equitable, efficient, cost-effective, and sensitive to the environment.

Objective 14.1 To continue to provide an adequate supply of high quality, environmentally sound public water service.

Strategy 14.1.1 To construct needed water supply, treatment, storage, and pressure improvements to provide effective and efficient water services.

Strategy 14.1.2 To work with Rockingham County and the US Forest Service to protect the Dry River water supply area.

Strategy 14.1.3 To continue to implement the recommendations of the Raw Water System Management Plan (RWSMP) and the Potable Water System Management Plan (PWSMP).

Objective 14.2 To continue to provide dependable, environmentally sound sanitary sewer service.

Strategy 14.2.1 To continue to implement the recommendations of the Sanitary Sewer Management Plan.

Strategy 14.2.2 To continue to support the Harrisonburg-Rockingham Regional Sewer Authority (HRRSA) to meet voluntary and other goals for nutrient reduction of the Chesapeake Bay Total Maximum Daily Load (TMDL).

Strategy 14.2.3 To eliminate septic systems in the City by promoting a septic to sanitary sewer connection conversion incentives program and/or offering financial assistance to encourage connections to the sanitary sewer system.

Objective 14.3 To improve stormwater and local water quality by reducing sediment, phosphorus, nitrogen, and bacteria loading into Blacks Run and its tributaries.

Strategy 14.3.1 To continue complying with the Small Municipal Separate Storm Sewer System (MS4) permit by implementing policies, programming, and maintenance activities to meet the required six minimum control measures: public education and outreach, public involvement, illicit discharge detection and elimination, construction site stormwater runoff control, post-construction stormwater management, and good housing keeping and pollution prevention.

Strategy 14.3.2 To continue coordinating stormwater management in cooperation with James Madison University, Rockingham County, and the Virginia Department of Transportation.

Strategy 14.3.3 To use stormwater management techniques, that are both effective control measures and enhance the urban environment with aesthetically pleasing features, such as expansion of urban tree canopy and bioretention.

Strategy 14.3.4 To continue implementing the Stormwater Utility Fee and credit program to fund stormwater controls, maintain public facilities, and encourage management of stormwater on private property.

Strategy 14.3.5 To explore the feasibility of the City participating in the Community Rating System administered by the Federal Emergency Management Agency (FEMA) for the potential benefit of reducing flood hazard insurance rates.

Strategy 14.3.6 To implement the City's Stormwater Improvement Plan.

Strategy 14.3.7 To continue working with the Virginia Department of Environmental Quality, the Shenandoah Valley Soil & Water Conservation District, and other partners to improve stormwater and water quality in Blacks Run and local waterways.

Strategy 14.3.8 To require mandatory inspections of remaining septic systems.

Objective 14.4 To promote and implement strategies to reduce waste. See Chapter 10, Environmental Stewardship and Sustainability's Objective 11.7 for related strategies.

Objective 14.5 To support the development and expansion of multifaceted energy services, prioritizing renewable sources, and corresponding infrastructure that are reliable, cost-effective, properly maintained, and responsive to customer needs.

Strategy 14.5.1 To support programs to increase energy efficiency of municipal operations, businesses, and households. See Chapter 10, Environmental Stewardship and Sustainability for related strategies.

Strategy 14.5.2 To encourage new installations of electric service be constructed underground.

Strategy 14.5.3 To provide cost-effective, energy-efficient street lighting appropriate to the use and character of the area.

Strategy 14.5.4 To encourage the expansion of natural gas facilities to all new private developments.

Strategy 14.5.5 To support the development and expansion of solar energy infrastructure.

Objective 14.6 To support the development and maintenance of broadband and telecommunications services that are accessible to all residents and businesses to support education, health, economic development, and public safety.

Strategy 14.6.1 To continue to support franchise agreements between the City and broadband providers to lay fiber optic networks through city streets and across publicly-owned properties.

Strategy 14.6.2 To encourage the availability of more locations where the public can access wireless internet. For example, at local businesses, community centers, and other public places.

Objective 14.7 To continue planning for the expansion and upgrade of utilities during the planning, maintenance, and construction of new infrastructure projects.

Strategy 14.7.1 To continue to hold utility coordination meetings with public and private utility providers to discuss current and future projects.

Objective 14.8 To monitor the effectiveness and efficiency of City service delivery so that changes can be made as needed.

Strategy 14.8.1 To perform periodic studies of the adequacy, quality, efficiency, and equity of City service delivery, including potential needs for additional water supply sources, water and wastewater treatment expansions, stormwater capacity and conveyance, and availability of solid waste reuse/recycle/disposal options.

Goal 15. To enhance the quality of life of our community by protecting and enhancing health, safety and welfare through public safety, fire suppression, emergency medical services, preventative health care services, and community education.

Objectives 15.1 To proactively identify and analyze risks to the community and to the City, and to develop and implement effective strategies to address and/or minimize these risks.

Strategy 15.1.1 To continually work with partners in maintaining and updating the City/County Emergency Operations Plan.

Objective 15.2 To provide a well prepared first response force that is capable of response and mitigation as an all hazards organization (includes fire, police, EMS, and others).

- Strategy 15.2.1 To continually provide opportunities to develop, train, and update skills and equipment resources.
- Strategy 15.2.2 To continue to review and implement a strategic plan to maximize first response service delivery and safety.
- Strategy 15.2.3 To provide adequate facilities and resources in the appropriate areas to support the overall response of public safety agencies.
- Objective 15.3 To provide a proactive and comprehensive Community Risk Reduction⁵ program through fire and life safety education and effective fire code enforcement.
- Objective 15.4 To support the efforts of the Harrisonburg/Rockingham Community Criminal Justice Board to effectively hold people accountable for their actions while reducing recidivism and creating positive outcomes.
 - Strategy 15.4.1 To explore and promote alternatives to incarceration, when appropriate.
 - Strategy 15.4.2 To support substance abuse treatment centers.
 - Strategy 15.4.3 To support and expand community mental health services.
- Objective 15.5 To increase the effectiveness of public awareness and engagement programs so community members better know and trust law enforcement and emergency service providers.
 - Strategy 15.5.1 To continue to host programs such as Citizen Academy, Community Police Academy, National Night Out, and Free Pizza/Smoke Alarm Night and to provide brochures in different languages.
- Objective 15.6 To promote and support policies and programs that encourage healthier living and improve community overall well-being.
 - Strategy 15.6.1 To promote healthy activities through city-wide celebrations (e.g. “Walk to a Healthy Diet” and public health campaigns on nutrition).
 - Strategy 15.6.2 To promote initiatives that educate citizens regarding public and private programs to make health care more accessible.
 - Strategy 15.6.3 To evaluate local and regional public transportation routes through the Transit Development Plan to provide better access to health care and support services.
 - Strategy 15.6.4 To consider how public health is affected when making decisions regarding land use, urban design, and transportation.

⁵ In addition to fire and life safety, Community Risk Reduction also encompasses safety initiatives including, but not limited to bike safety and swimming safety.

CHAPTER 14 – ECONOMIC DEVELOPMENT AND TOURISM

Goal 16. To maintain economic leadership in the Shenandoah Valley by offering opportunities for all people, businesses, and industries that enhances the City’s ability to expand its economic base and provide good employment for all people.

Objective 16.1 To increase the number of higher-paying jobs available in Harrisonburg.

Strategy 16.1.1 To improve the quality of life of people in Harrisonburg by attracting new businesses and people/employees, while also considering how new businesses may, in turn, improve the City’s quality of life.

Strategy 16.1.2 To promote and market Harrisonburg as a business friendly, highly competitive and attractive city in the Shenandoah Valley for business recruitment and expansion and a high quality of life.

Objective 16.2 To attract new businesses and assist existing businesses to expand locally.

Strategy 16.2.1 To review land use policies and regulations and, if appropriate, amend them to provide for the availability of sites for businesses to locate and expand.

Strategy 16.2.2 To protect the City’s limited availability of properly zoned, job producing industrial land.

Strategy 16.2.3 To continue to improve thriving commercial areas such as downtown, the East Market Street corridor, and the South Main Street corridor with business expansion efforts, visual improvements, and the reuse, redevelopment, and development of underutilized properties.

Strategy 16.2.4 To improve the City’s transportation system as a way to preserve the City’s competitiveness for attracting new businesses. See Chapter 12, Transportation’s Goal 13 for related objectives and strategies.

Strategy 16.2.5 To regularly update and disseminate market trends and information and apply market data to economic development initiatives and programs.

Strategy 16.2.6 To quantify the impact of the regional college-aged student population on the local economy and adjust household income and poverty level to improve potential for business recruitment and investment.

Objective 16.3 To create a well-prepared and successful workforce by providing educational programs for workforce development, training, apprenticeship, and retraining to meet demands of business and industry. See Chapter 8, Education, Workforce Development, and Lifelong Learning’s Objective 7.3 for related strategies.

Strategy 16.3.1 To promote the awareness of programs offered by and information available from organizations such as the Shenandoah Valley Workforce Development Board (SVWDB), the SVWDB Valley Workforce Center, and the Valley Career Hub online site.

Strategy 16.3.2 To explore programs and initiatives that offer skilled trades training for people in the City.

Strategy 16.3.3 To connect employers with education providers so that they can work together to develop training, apprenticeship, and other programs to train and educate people to fill the needs of employers while also helping to improve opportunities for individual people.

Strategy 16.3.4 To actively promote the Virginia Jobs Investment Program.

Strategy 16.3.5 To collaborate with service providers to help people in the City overcome barriers to employment such as basic education and training, transportation, childcare, and other obstacles.

Strategy 16.3.6 To strengthen the availability and quality of childcare and early childhood education for the current workforce and as an investment in the workforce of the future.

Objective 16.4 To increase technology-related job opportunities in the City.

Strategy 16.4.1 To promote the benefits of the City's two technology zones.

Strategy 16.4.2 To grow technology zone incentives and marketing to attract expansion investments from information technology, telecommunication, and cyber security companies from the Washington, D.C. metro area as well as among local and regional companies.

Strategy 16.4.3 To collaborate with James Madison Innovations and the James Madison University Center for Entrepreneurship to attract start-up technology companies.

Strategy 16.4.4 To identify training and education opportunities to retain immigrants and veterans living in our community by providing them with skills that can be transferred to technology job opportunities.

Objective 16.5 To attract capital-intensive operations to the City to increase the machinery and tools tax base.

Strategy 16.5.1 To market available industrial land in the city.

Strategy 16.5.2 To work with property owners to develop shovel-ready sites and shell buildings.

Strategy 16.5.3 To promote Harrisonburg to manufacturing businesses in partnership with the Shenandoah Valley Partnership.

Objective 16.6 To promote entrepreneurial activity across all segments of the population, by providing support and incentives to attract businesses to start in the City.

Strategy 16.6.1 To identify barriers to entry for new businesses and barriers to growth for existing businesses, and rectify common obstacles.

Strategy 16.6.2 To help entrepreneurs identify locations/sites where they can successfully start and grow their businesses.

Strategy 16.6.3 To continue the Entrepreneurial Spark speaker series to inspire and connect potential entrepreneurs with successful entrepreneurs.

Strategy 16.6.4 To connect businesses with the Small Business Development Center in order to assist them with improving their web presence.

Strategy 16.6.5 To encourage small home-based business initiatives by assisting businesses with navigating state and local regulations and amending local regulations to allow more small home-based businesses where possible and appropriate.

Strategy 16.6.6 To develop a campaign to promote economic development incentives and commit to annual budgeting for effective programs like the City's Business Loan Program.

Strategy 16.6.7 To identify opportunities to support entrepreneurial activities for Harrisonburg's diverse ethnic and immigrant communities.

Strategy 16.6.8 To expand partnerships with educational institutions and economic development organizations in the region to foster business creation, regional initiatives, business growth, apprenticeships, and employment pipelines. See Chapter 5, Community Engagement and Collaboration's Goal 2 for related objectives and strategies.

Strategy 16.6.9 To increase awareness of tourism marketing opportunities and to provide assistance to local businesses.

Goal 17. To grow the hospitality and tourism industry by encouraging more visits and longer visits among target markets.

Objective 17.1 To build a distinct presence in the regional tourism marketplace to increase tourism in Harrisonburg.

Strategy 17.1.1 To craft a City brand based on Harrisonburg's unique market position and assets for coordinated, cohesive, and compelling marketing initiatives and to engage businesses and other stakeholders on brand adoption and usage.

Strategy 17.1.2 To increase the availability of interpretation of arts, culture, and history through local walking, biking, and driving tours. Consider partnerships

with local community organizations and local universities to develop tour programming.

Strategy 17.1.3 To develop and market City-based assets such as the designated Culinary District, Arts and Cultural District, historic sites, breweries, city parks and trails, conference centers, and annual events and programming. Market these events destinations to both tourists and City residents. See Chapter 9, Arts, Cultural, and Historic Resources' Goals 8, 9, and 10 for related objectives and strategies.

Strategy 17.1.4 To launch a public awareness campaign that educates the local population, local employers/businesses, and tourism/economic development partners about amenities and attractions.

CHAPTER 15 – REVITALIZATION

Goal 18. To enhance and revitalize existing residential and commercial areas.

Objective 18.1 To maximize the economic potential of new infill development, and the reuse, and redevelopment of existing and underutilized structures and properties.

Strategy 18.1.1 To continue to promote available State and Federal historic tax credits, and local tax incentives such as those available in the B-1, Central Business District, the Downtown Economic Revitalization Zone, and the Retail Revitalization Zones.

Strategy 18.1.2 To review land use policies and regulations, and if appropriate amend them to allow for more infill development.

Objective 18.2 To continue downtown revitalization as a high priority public-private initiative, the cornerstone of the City's commerce and government, tourism, historic preservation, and civic pride enhancement efforts.

Strategy 18.2.1 To continue to promote Harrisonburg Downtown Renaissance (HDR) as the designated downtown revitalization organization charged with leading a public-private effort that focuses on the economic development, destination marketing, and beautification of the downtown district.

Strategy 18.2.2 To evaluate and possibly expand the boundaries of incentive zones, federal and state historic designation boundaries, and the size of the B-1, Central Business District to increase investment potential and to spur investment in the adjacent neighborhoods.

Strategy 18.2.3 To develop a downtown master plan that defines its geographic boundaries and addresses the entire area comprehensively from economic development strategies from parking to beautification.

- Strategy 18.2.4 To monitor the need for additional parking in downtown as new development occurs and to continue surveying and studying downtown parking to identify needs and strategies.
- Strategy 18.2.5 To explore public-private partnership financing models that would encourage the development of a larger-capacity, mixed-use parking facility in downtown to facilitate realizing the highest potential for downtown infill development and targeted business attraction.
- Strategy 18.2.6 To develop a pedestrian-scale wayfinding program and install directional signs that are clear, consistent, and strategically placed to identify downtown retail and business destinations, as well as, linkages to trails and surrounding destinations.
- Strategy 18.2.7 To support targeted economic development activities that seek to bring technology and business start-ups downtown.
- Strategy 18.2.8 To explore with existing businesses and property owners the feasibility of creating a Business Improvement District and/or Tax Incremental Financing District for downtown.
- Objective 18.3 To examine the extent to which changes in the retail sector are related to retail growth versus retail relocation, to seek to minimize long-term retail vacancies, and to initiate programs to redevelop and revitalize abandoned older retail areas.
- Strategy 18.3.1 To actively market older shopping centers with high vacancies including consideration of conversion to other uses.
- Strategy 18.3.2 To encourage new, small businesses to locate in abandoned retail spaces where low rent opportunities can assist with business development, while also supporting revitalization of those spaces.
- Objective 18.4 To identify residential neighborhoods under stress and seek to stabilize, improve the maintenance of, and collaborate alongside residents to enhance the neighborhood's unique character and revitalize these neighborhoods. See Chapter 6, Land Use and Development Quality's Goal 4 and Chapter 7, Neighborhoods and Housing's Goals 5 and 6 for related objectives and strategies.
- Strategy 18.4.1 To identify residential neighborhoods in need of community-based neighborhood/small area plans, prepare plans in collaboration with property owners, residents, and business owners, and to implement recommendations. Repeated in Chapter 7, Neighborhoods and Housing as Strategy 5.1.1.
- Strategy 18.4.2 To utilize Mixed Use areas identified in the Land Use Guide to provide housing options and as an economic development strategy to strengthen neighborhoods and the City's economy.

Strategy 18.4.3 To create a residential pattern book, as a guide to preserve and enhance the character and quality of the City's residential neighborhoods.⁶ Repeated in Chapter 9, Arts, Culture, and Historic Resources as Strategy 10.1.6.

⁶ For examples, see City of Roanoke, Urban Design Manual and Residential Pattern Book: <https://www.roanokeva.gov/1302/Urban-Design-Manual> and <https://www.roanokeva.gov/1281/Residential-Pattern-Book>).