

Chapter 6.

# Land Use and Development Quality



YOUR CITY. YOUR PLAN.



## Chapter 6 Land Use and Development Quality

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### Introduction

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

### Background

#### Existing Land Uses

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

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%
<b>SUBTOTAL (Land in Parcels)</b>	9,638	100.0%	
Transportation (Roads, Railroads)	1,492		13.4%
<b>TOTAL (Total City Area)</b>	11,131		100.0%

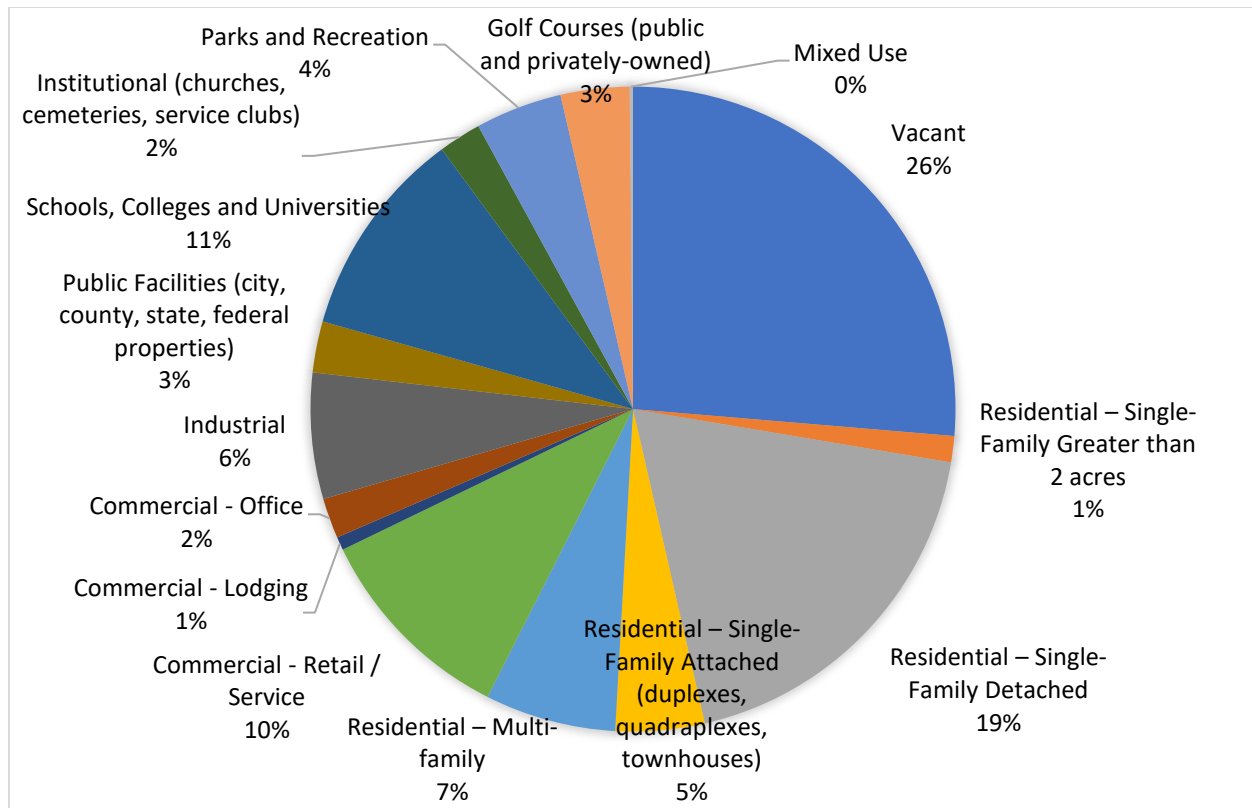
Source: Department of Planning and Community Development, data compiled in September 2018.

\*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.**

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

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



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

**\*\*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.**

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.

## Zoning

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.

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.

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

**Table 6-2. City Land Area by Zoning District**

<b>Zoning District</b>	<b>Area in Acres*</b>	<b>Percentage of City Land Area Not in Roads / Railroads</b>
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%
<b>TOTAL</b>	<b>9,638</b>	<b>100.0%</b>

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.

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

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

<b>Zoning District</b>	<b>Vacant and Minimally Developed Acres *</b>	<b>Percentage of Vacant and Minimally Developed Land</b>
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%
<b>TOTAL</b>	<b>2,538</b>	<b>100.0%</b>

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.

### Planned Land Uses

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



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.

## The Land Use Guide

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

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

### *Traditional Neighborhood Development (TND)*

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

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

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

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

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

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

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

#### *Neighborhood Residential*

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

#### *Low Density Residential*

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

#### *Low Density Mixed Residential*

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

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

#### *Medium Density Residential*

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

#### *Medium Density Mixed Residential*

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

#### *High Density Residential*

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

#### *Mixed Use*

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

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

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

### *Commercial*

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

### *Limited Commercial*

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

### *Industrial*

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

### *Institutional*

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

### *Conservation, Recreation and Open Space*

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

### *Governmental/Quasi-Governmental*

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

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

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	1,392	14%
Commercial	966	10%
Limited Commercial*	114	1%
Industrial	631	7%
Institutional	353	4%
Governmental/Quasi-Governmental <sup>#</sup>	768	8%
Conservation, Recreation and Open Space	586	6%
TOTAL	9,637	100%

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

<sup>#</sup>With this Plan update, Public/Semi-Public was changed to Governmental/Quasi-Governmental

\*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

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

### Urban Development Areas

§15.2-2223.1 of the Code of Virginia authorizes the City to designate, if it so chooses, urban development areas (UDAs) that may be sufficient to meet projected residential and commercial growth in the locality for an ensuing period of at least 10 years, but not more than 20 years. Per Section 15.2-2223.1, Urban

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

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

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

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

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

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



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

**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

Source: Department of Planning and Community Development, April 2018

## Land Use and Development Quality Goals, Objectives, and Strategies

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 Resources

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

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

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

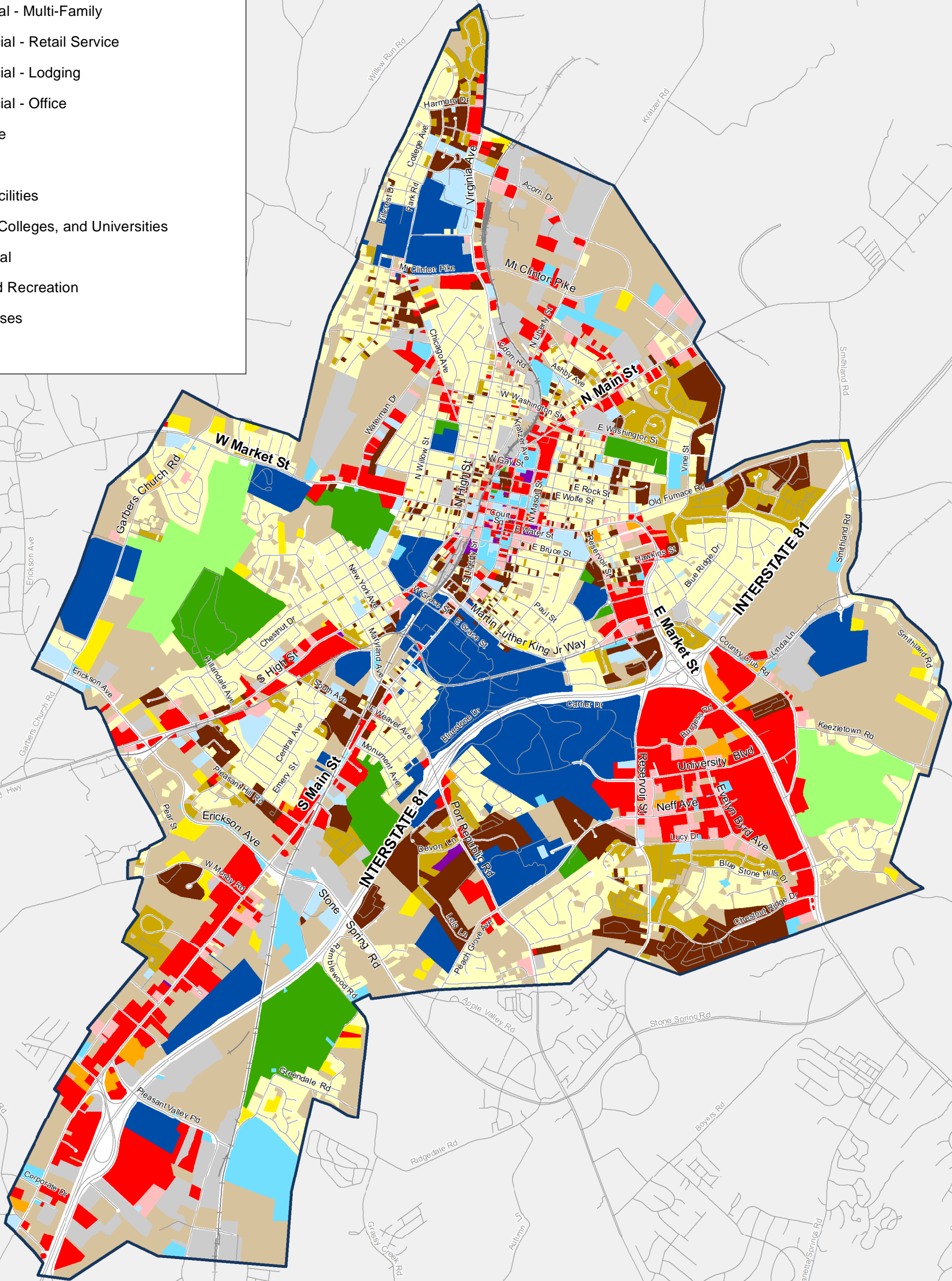
City of Harrisonburg Zoning Information and Ordinance, <https://www.harrisonburgva.gov/zoning>

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

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

# 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



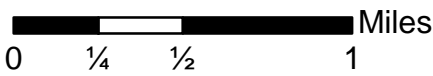
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This map represents known existing land uses as of the date of map creation.

Data Sources:  
Department of Planning and Community Development

# Existing Land Uses Comprehensive Plan

Map created: November 13, 2018



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Zoning Districts

- B-1

B-1C

B-2

B-2

INSTITUTIONAL  
OVERLAY

B-2C

B-2C

INSTITUTIONAL  
OVERLAY

M-1

M-1

TECHNOLOGY

M-1C

R-1

R-2
- R-2

INSTITUTIONAL  
OVERLAY

R-2C

R-3

R-3

INSTITUTIONAL  
OVERLAY

R-3C

R-4

R-5

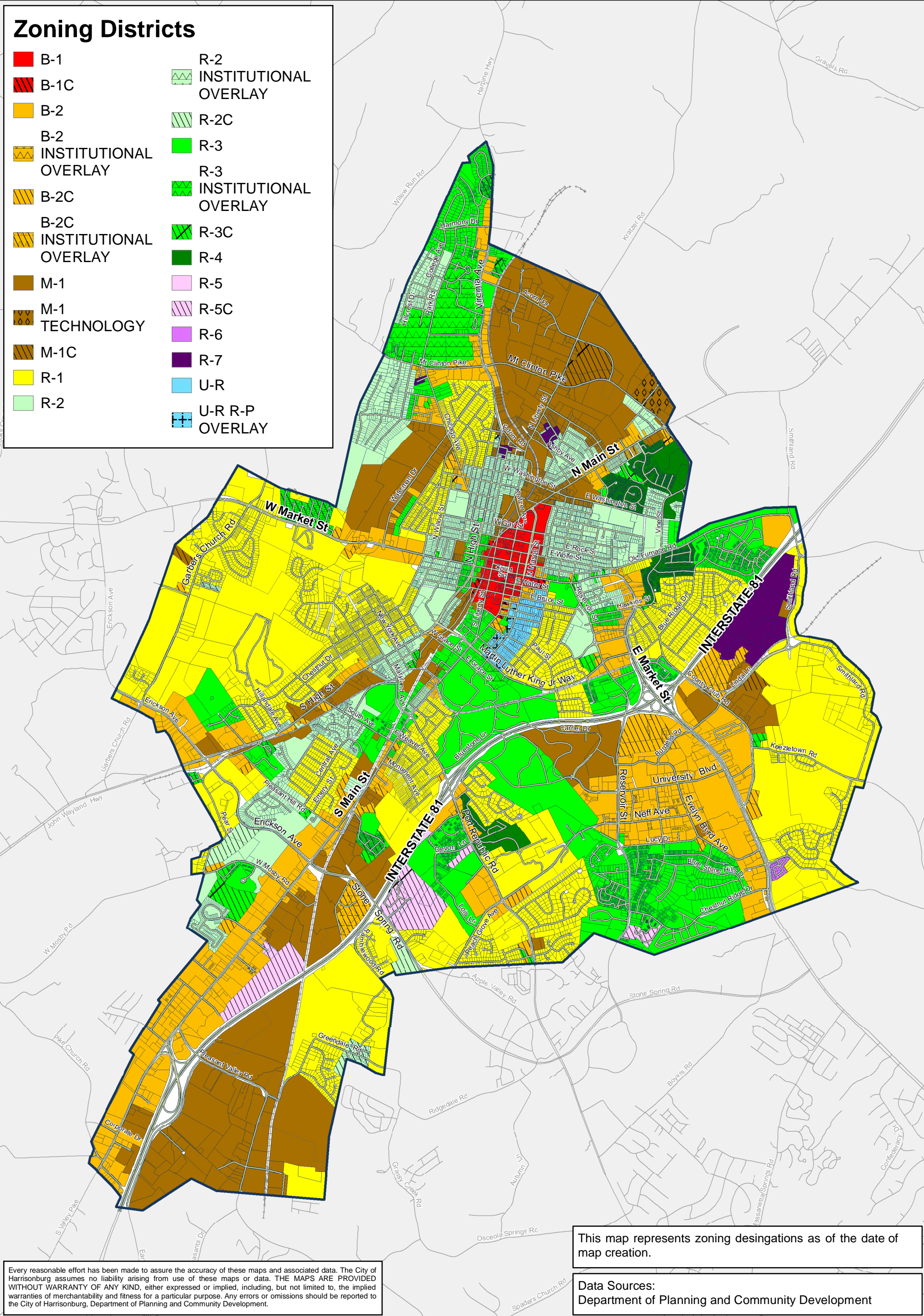
R-5C

R-6

R-7

U-R

U-R R-P  
OVERLAY



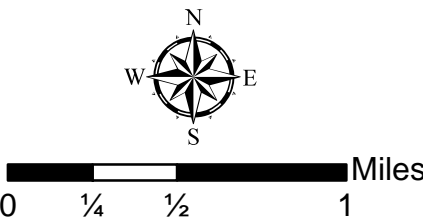
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This map represents zoning designations as of the date of map creation.

Data Sources:  
Department of Planning and Community Development

Zoning Districts  
Comprehensive Plan

Map created: November 13, 2018



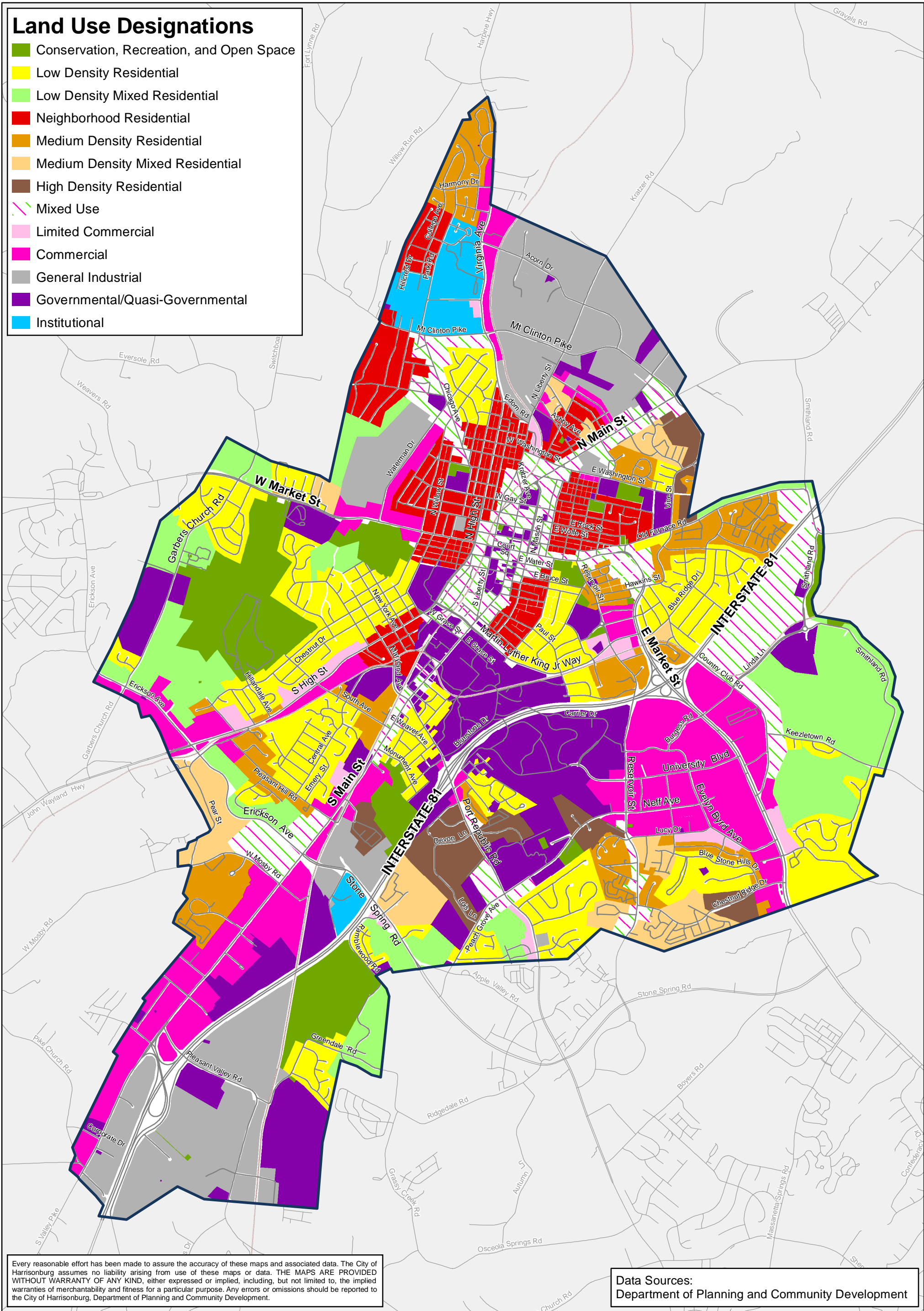
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Land Use Designations

- 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

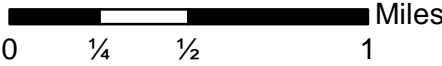


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Data Sources:  
Department of Planning and Community Development

Land Use Guide  
Comprehensive Plan

Adopted: November 13, 2018



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