



# CITY OF HARRISBURG 2020 COMPREHENSIVE PLAN

DRAFT JULY 2020

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The City Planning Director is providing a comprehensive list of people/entities to include in the acknowledgments, which may include but not be limited to:

- ▶ Mayor & City Council
- ▶ Other Elected Officials
- ▶ Planning Commission
- ▶ Planning Bureau
- ▶ Other City Departments
- ▶ Comprehensive Plan Steering Committee Members
- ▶ Meeting Facility Providers
- ▶ Current & Past Comprehensive Plan Consultants

This section will also be updated to include any acknowledgment/reference requirements for any grant funds used to develop the plan.

This section will also contain acknowledgment/introduction letters from City officials. We do not anticipate including these letters until after the release of the draft document.

# 01 INTRODUCTION





# WELCOME TO HBG2020

Since 1974, when the last comprehensive plan (*General Plan for the City of Harrisburg*) was adopted, the City of Harrisburg changed significantly. The *City of Harrisburg 2020 Comprehensive Plan (HBG2020)* sets forth the framework necessary for orderly growth and development reflecting the community's values today, while anticipating the needs, wants, and desires of future generations. Without guided growth and development, overcrowding, congestion, safety, community identity, and an overall deterioration of the current quality of life may result.

**HBG2020** is a policy document used by City leaders, developers, business owners, and citizens to make decisions about future growth, development, policy, and capital improvements. Its policies inform and guide land use decisions, ensuring that these decisions are not arbitrary, but based on a conscientious analysis of existing and expected future conditions.

Article III of the Pennsylvania Municipalities Planning Code (MPC) provides a framework for communities to develop an effective comprehensive plan. The MPC requires municipalities to prepare and regularly update a comprehensive plan, describing the location, character, and timing of future development of:

- ▶ Land use
- ▶ Housing needs of present and anticipated residents
- ▶ Movement of people and goods
- ▶ Community facilities and utilities
- ▶ Natural and historic resources
- ▶ Integration of plan components and plan implementation

Undergoing State-assisted financial structuring, Harrisburg has an opportunity to take advantage of a moment in time where there is a collective understanding and will for the city to move forward quickly. **HBG2020** is the logical document

to plan that course—it describes, quantifies, and prioritizes development. It also builds on Harrisburg's strengths to produce a progressive community where people aspire to live, work, play, and prosper.

Today, Harrisburg is known as a community with a stable economy, historic building stock, a thriving restaurant scene, recreational opportunities, and arts and leisure options. The city has obtained these assets despite the financial burden it has shouldered over the past few decades. **HBG2020** seeks to strengthen these assets while tackling the barriers brought by these challenges.

This document provides long-range policy direction for land use, transportation, economic development, housing, utilities, public services, and natural and cultural resources. It serves as a guide for elected and public officials by establishing policies and priorities and providing the framework for evaluating development proposals. It expresses the community's vision and priorities and describes where, how, and in some cases when development should occur.

Comprehensive plans have been used for decades to aid decision-makers when considering the many complicated issues that arise in the process of building and maintaining a city. Like a private corporation, which plans strategically for both the short and long term, cities must also plan for the future to base decisions on sound information, principles, and agreed-upon goals, strategies, and priorities. This organized and steady approach, enabled by Pennsylvania statute, helps the City keep the long view in mind and avoid making decisions based on short-term, changeable concerns.

MAP 1-1. Regional Location



## ACT 47

Act 47, or the Municipalities Financial Recovery Act (Act 47 of 1987), is a state oversight program for financially distressed cities in Pennsylvania. Its purpose is to foster municipal fiscal integrity. It enables cities to provide for their citizen's health, safety, and welfare; pay debt principal and interest; meet employee, vendor, and supplier obligations; and ensure proper accounting, budgeting, and taxing practices.

Act 47 empowers the Pennsylvania Department of Community and Economic Development (PDCED) to declare municipalities financially distressed. It designated the City of Harrisburg as part of the Municipalities Financial Recovery Program as of October 20, 2010.

See **CHAPTER 07—HISTORIC & CULTURAL RESOURCES** for additional information on Harrisburg's Act 47 participation.

# POLICY & GUIDING PRINCIPLES

A comprehensive plan is the principal means for a municipality to set forth community development goals and objectives, based on a thorough analysis, to articulate the public interest. It is the foundation for various land use tools.

A comprehensive plan involves a process of analyzing a municipality's population, economy, land use, housing, transportation, and community facilities; proposal of recommendations for the municipality's future development, growth, and well-being; and work sessions with municipal officials, community groups, citizens, and other stakeholders to determine the community goals and objectives. It also involves the preparation of text, charts, and maps, which show the analysis done and the public interest stated in community goals and objectives and recommended policies and principals.

Article III of the MPC prescribes the content for a comprehensive plan which must include:

- ▶ A statement of community development objectives
- ▶ Plans for a variety of subject matters, including land use, housing, transportation, community facilities and utilities (including water supply), and natural and historic resources, plus how these plans interrelate to each other
- ▶ Short- and long-range implementation strategies
- ▶ Compatibility of the plan with neighboring municipalities and consistency of the plan with the county comprehensive plan

The Planning Commission, with the assistance of the Planning Bureau, is responsible for preparing the comprehensive plan.

The governing body of a municipality may adopt the comprehensive plan and give it status as an official statement. That said, a comprehensive plan itself is not law or regulations; it is a statement of a community's values, goals, and aspirations. In its traditional form, the plan is a guide—it is only advisory or, in the term used by Pennsylvania courts, "recommendatory." The MPC reinforces this in Section 303(c), which states, "Notwithstanding any other provision of this act, no action by the governing body of a municipality shall be invalid nor shall the same be subject to challenge or appeal on the basis that such action is inconsistent with, or fails to comply with, the provision of a comprehensive plan." Adopted comprehensive plans do have legal strength in that courts rely on them as an expression of public interest and community goals in support of land use regulations.

In addition to stating goals and objectives to serve as the legal foundation for land use regulations, comprehensive plans also provide practical action plans to solve current problems, meet pressing needs, and capitalize on opportunities to improve the community for the future as a place to live or have a successful business.

## COMPREHENSIVE PLAN HISTORY



1974	General Plan for the City of Harrisburg
1984	Revitalization Plan for North 3rd Street
1992	Forum 2000 Report
1998	South Allison Hill Neighborhood Action Strategy
2001	Uptown Neighborhood Action Strategy
2003	Redevelopment Area Plan for South Allison Hill
2007	Walnut Street Corridor Redevelopment Planning Study
2007	HACC Midtown Campus Master Plan
2008	South Allison Hill Recreation Facility Market Study
2009	South Allison Hill Community Action Strategy
2009	Capital Area Transit Service Study
2012	City Beautiful 2.0
2012	Bridge-to-Bridge District Plan
2012	Camp Curtin Community Strategic Plan
2013	City of Harrisburg Green Economic Development Plan
2014	<b>HBG2020</b> Process Begins
2016	Division Street Revitalization Plan
2016	Harrisburg 2035: Economic Analysis Report
2016	City as a Park Strategic Initiative
2018	Harrisburg Rental Housing Demand Study
2018	Paxton Creek Master Plan
2019	South Allison Hill Brownfields Areawide Plan

*For a comprehensive list of related planning documents, see **APPENDIX D**.*

# PLAN UPDATE PROCESS

Harrisburg understands that planning is a continuous process. A comprehensive plan is based on the foundation that if a community knows where it wants to go, it possesses better prospects of getting there. Since the adoption of its first comprehensive plan in 1974, Harrisburg has actively planned for and sought economic growth, development, and vitality. The City has chosen to update its comprehensive plan at this time to incorporate new data and present an up-to-date planning document.

The planning process involves establishing goals for the future, analyzing current and projected conditions, and laying out steps to take to help the City reach its goals.

In September 2014, the City assembled a Steering Committee to begin **HBG2020**'s planning process and selected a consultant team to develop the plan. The planning team reviewed existing documents and data (a list of the reviewed documents can be found in **APPENDIX D**, organized by topic) and updated information and data to summarize the existing and projected conditions Harrisburg faces, and will likely face, in terms of demographic, infrastructure, environmental, economic, and land use conditions.

## PUBLIC ENGAGEMENT

The development of **HBG2020** represents a long-overdue milestone in Harrisburg's development. The process serves a function beyond just informing **HBG2020**'s vision—it also serves as the first step in rebuilding connections between the city's government and community, as well as between and within communities. From the outset, the City has endeavored to cast the broadest net possible to gain a fuller understanding of its citizens' concerns, business community's interests, and the regional context in which **HBG2020** will function, calling for extensive public engagement, which included:

- ▶ **PUBLIC MEETINGS.** There were twelve public meetings at locations throughout the city: six in June 2016 to gather initial public opinions regarding priorities and six in November/December 2016 to gather public response to concepts developed from earlier session input.
- ▶ **WORKSHOPS.** Workshops were held on housing and transportation, led by nationally- and internationally-recognized experts.
- ▶ **COMMUNITY EVENTS.** Planning Bureau staff and **HBG2020**'s steering committee members participated in 123 community events over nine months.
- ▶ **PROJECT WEBSITE.** The website provided an online crowdsourcing platform. Initially, it gathered public input and facilitated an open dialog about **HBG2020**'s priorities. As the online dialog evolved, public input helped determine the planning, placemaking, and development decisions, basing these decisions on public preferences and market data.

In addition to these resources, the City used its website, television (Channel 20 and local news), radio, social media (i.e. Twitter and Facebook), and an email listserv to provide information to the public.

A common desire for maintenance was the subject most strongly voiced during the public engagement process:

- ▶ Building and housing maintenance
- ▶ Street maintenance
- ▶ Street tree care and trimming
- ▶ Sidewalk heaving repair
- ▶ Public space maintenance
- ▶ Infrastructure maintenance

The public recognized the significance of the city's physical assets, expressing favor for reinvestment in its existing assets over new undertakings. In

terms of new investment, public interest called for:

- ▶ Creative reuse of industrial buildings
- ▶ Downtown grocery store
- ▶ Riverfront destination
- ▶ City beautification

In terms of infrastructure, the call was for new streetscape designs that de-emphasized automobile priority, to equalize pedestrians, bicycles, and automobiles. There were frequent calls for improved transportation options with more convenient, integrated schedules.

**HBG2020** incorporated these results directly as Core Values (see **PAGE 01-9**).



# GOVERNANCE & ADMINISTRATION

## OPTIONAL THIRD CLASS CITY CHARTER

LANGUAGE FROM LAW BUREAU TO BE INSERTED.

## ELECTED OFFICIALS

### OFFICE OF THE MAYOR

The Mayor is the Chief Executive Officer of Harrisburg's government. The Mayor is an elected official, is full-time, and is the sole appointing authority of all department and office directors and Mayor's Office staff.

### CITY COUNCIL

Harrisburg's City Council is the legislative branch of the City government and consists of seven members who are elected at-large. Council members elect the City Council President, who presides over Council meetings.

City Council considers and evaluates legislative concerns through a study committee structure consisting of committees on the following:

- ▶ **ADMINISTRATION.** This committee considers all matters relating to nominations, appointments, personnel policy, personnel administration, Department of Administration, and related City agencies. This committee reviews all legislation under consideration to support matters at federal, state, and regional levels.
- ▶ **BUDGET & FINANCE.** This committee considers all matters relating to contracts, budget, finance, taxes, indebtedness, bond issues, penalties, operating and capital budgets, and water and sewer rates and fees.
- ▶ **BUILDING & HOUSING.** This committee considers all matters related to the activities of the Department of Building and Housing Development; related municipal authorities;

communications and technology; the rehabilitation of the city's housing stock; and matters concerning the Historical Architectural Review Board (HARB), Planning Commission, and Redevelopment Authority.

- ▶ **COMMUNITY & ECONOMIC DEVELOPMENT.** This committee considers specific issues related to subdivision and land development plan approvals, the federal Community Development Block Grant (CDBG) Program, and the administration of the city's entitlement of CDBG funds.
- ▶ **PARKS, RECREATION & ENRICHMENT.** This committee considers all matters falling within the jurisdiction of the Department of Parks and Recreation including but not limited to art education, special events, and festivals. The Youth Commission reports to the Chair of this committee.
- ▶ **PUBLIC SAFETY.** This committee considers all matters falling within the jurisdiction of the Department of Public Safety, the Bureaus of Fire and Police, and the City Codes Department.
- ▶ **PUBLIC WORKS.** This committee considers all matters falling within the jurisdiction of the Department of Public Works and its related authorities, transportation issues and projects, and sustainability and livability objectives. The Environmental Advisory Council reports to the Chair of this committee.

Council is also required, by the Optional Third Class City Charter Law, to pass an annual budget by December 31st of each fiscal year.

### CITY CONTROLLER

The Office of the City Controller is an autonomous office of the City government, headed by the City Controller, an independently elected official. This office is responsible for the review and approval of all city expenditures and obligations.

Performing the internal audit function requires reviewing all purchase orders, warrants, and agreements for compliance with the Third Class City Code, other state laws, City administrative policies, and City ordinances. The Controller's signature is a legal requirement of all the documents mentioned above. The office also issues monthly financial reports to the Mayor and City Council that analyze revenues and expenditures for all budgeted funds.

### CITY TREASURER

The City Treasurer, an independently elected official, heads the Office of the Treasurer. The Treasurer is responsible for the collection, safekeeping, and investment of City revenues including all fees, fines, and taxes.

The City Treasurer also serves as the collector for School District taxes and invests all monies collected, utilizing several money management techniques to optimize interest earnings while ensuring the safety of funds. Economic trends and monitoring of the financial market allow for maximized yield savings. Treasury electronically monitors the City's bank accounts.

The Treasurer also executes funding transfers for debt service payments on all outstanding City bond issues. This office has the authority to manage all City bank accounts, including the transfer of funds between different bank accounts and the reconciliation of the City's general ledger.

# BOARDS & COMMISSIONS

Citizens assist the City by making recommendations on policy and future planning. These groups include boards, commissions, committees, councils, corporations, authorities, agencies, etc., which involve city stakeholders who volunteer their time and expertise for the community's benefit.

# CITY DEPARTMENTS

The City has numerous departments, each of which are composed of several bureaus and offices that together provide a variety of services and represent the administrative arm of City government.

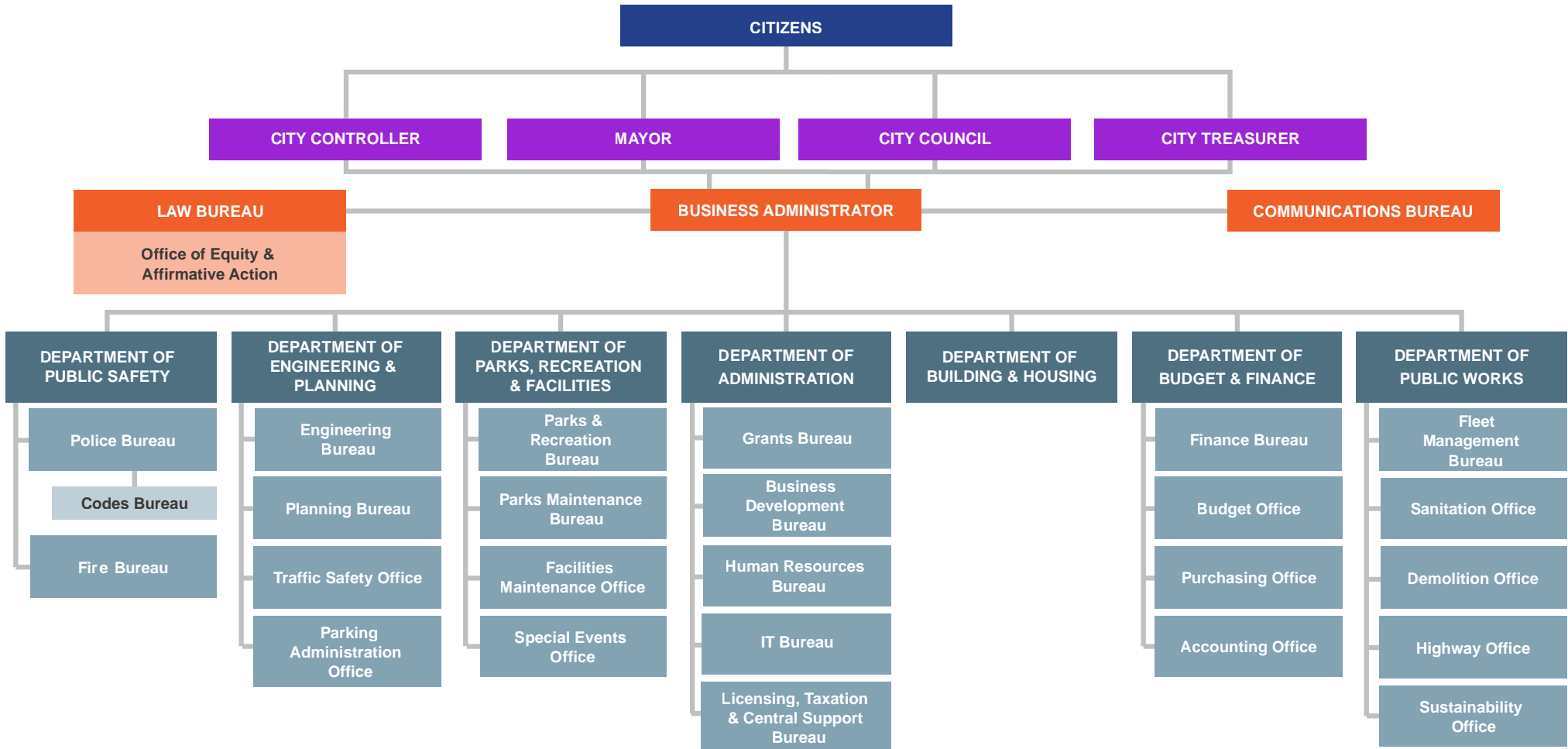


FIGURE 1-1. City Organization Chart

# COMMUNITY PROFILE

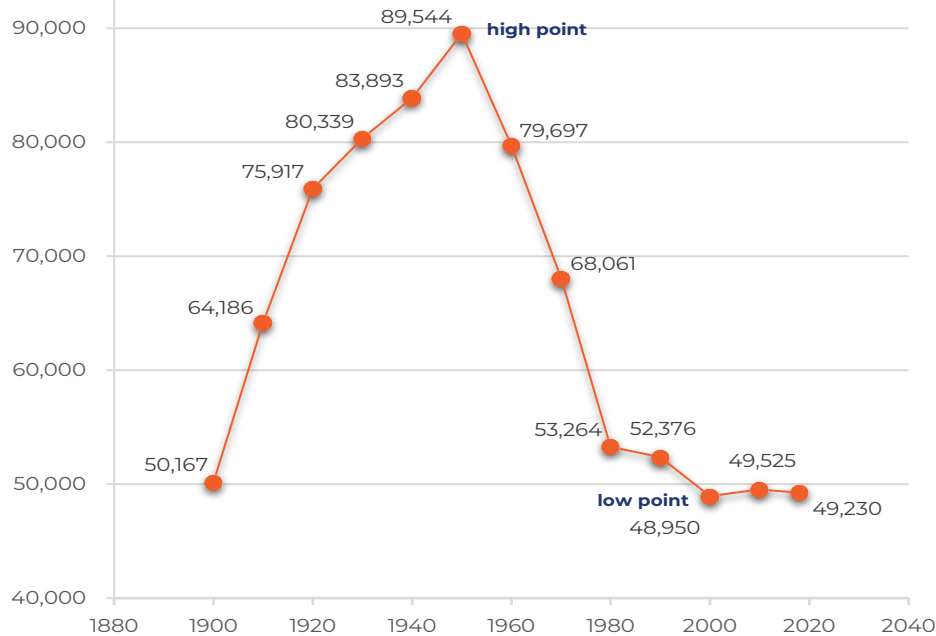
The following section offers a profile for the city. Most of the data from this section has been drawn from U.S. Census products unless otherwise noted. Additional **HBG2020** chapters also reference U.S. Census data. Due to sampling and surveying error, the data contained in this section cannot be construed as an irrefutable measure of existing demographic conditions.

The U.S. Census Bureau has also changed the method it uses to collect and disseminate much of its information. Beginning with the 2010 Decennial Census, the Census Bureau stopped distributing the traditional 'long-form' survey that historically provided demographic data. These included social statistics such as educational attainment and economic data. American Community Survey (ACS) data took its place and is available in one- and five-year estimates. It is again important to note that, as the population of an area becomes smaller, the accuracy of these estimates decrease. Although both estimates are available for Harrisburg, **HBG2020** uses the five-year estimates as they allow the U.S. Census Bureau to draw from a larger sample and allow for analysis down to the block group scale.

## DEMOGRAPHICS

Harrisburg's population peaked in the 1950s and has declined through 2000. The past 20 years showed the population stabilize at its current level.

**FIGURE 1-2. Harrisburg Population, 1900-2018**



**Source:** U.S. Census Bureau—1790-2010 U.S. Census; 2014-2018 American Community Survey

The Pennsylvania Department of Environmental Protection estimates that Harrisburg's population will decrease by 6.6% from 2010, in contrast to expectations of population increases at the county and state level.

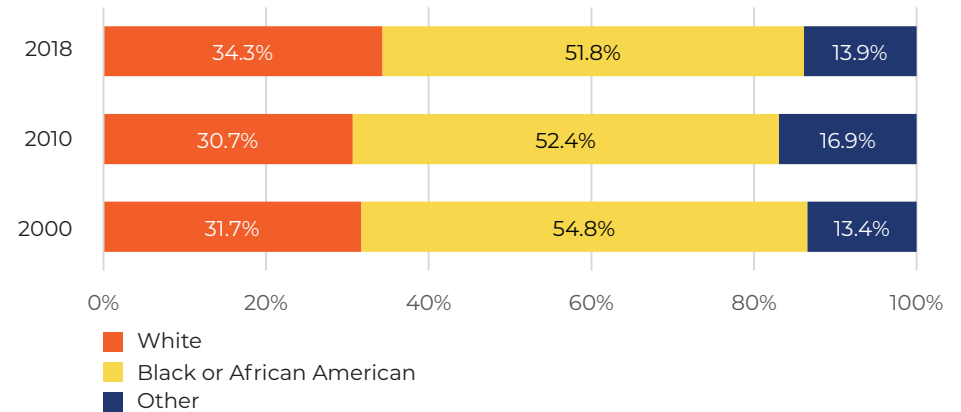
**TABLE 1-1. Population Projections**

Jurisdiction	Year					% Change				
	2000	2010	2020	2030	2040	'00-'10	'10-'20	'20-'30	'30-'40	'10-'40
Harrisburg	48,950	49,528	47,818	47,415	46,266	1.2%	-3.5%	-0.8%	-2.4%	-6.6%
Dauphin County	251,798	268,100	283,087	298,465	313,620	6.5%	5.6%	5.4%	5.1%	17.0%
Pennsylvania	12,281,054	12,702,379	13,101,704	13,536,552	13,964,799	3.4%	3.1%	3.3%	3.2%	9.9%

**Source:** PDEP, Population Projections Report, 2010-2040

Over half of the city's population is Black or African American; however, this percentage has decreased slightly over the 18-year period. Slightly over one-third of the population is White; this percentage has remained relatively steady. The city's Asian population increased by over 90%, now making up 5.4% of the population.

**FIGURE 1-3. Racial Composition**

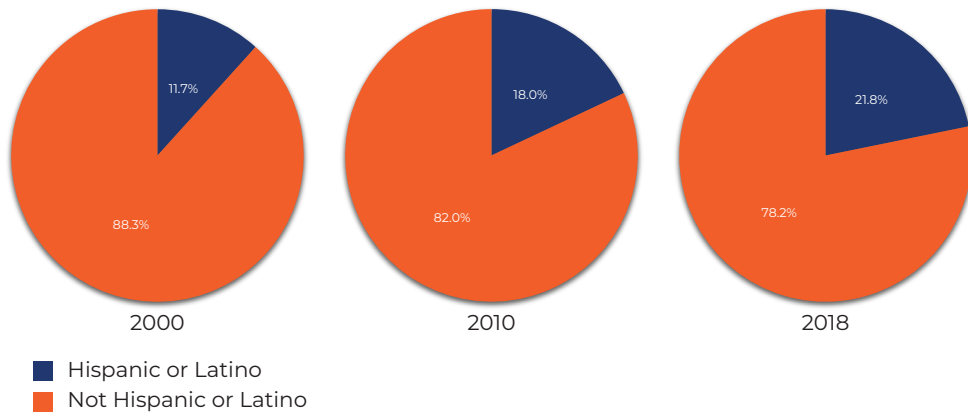


**Source:** 2000, 2010 U.S. Census; 2014-2018 American Community Survey

Harrisburg's population reporting Hispanic or Latino Origin has been steadily increasing since 2000.

*Note<sup>52</sup>: The U.S. Census Bureau collects race and Hispanic origin information following the guidance of the U.S. Office of Management and Budget. The federal standards mandate that race and Hispanic origin (ethnicity) are separate and distinct concepts and that when collecting these data via self-identification, two different questions must be used. Hispanic origin can be viewed as the heritage, nationality group, lineage, or country of birth of the person of the person's parents or ancestors before their arrival in the U.S. People who identify their origin as Hispanic or Latino may be any race.*

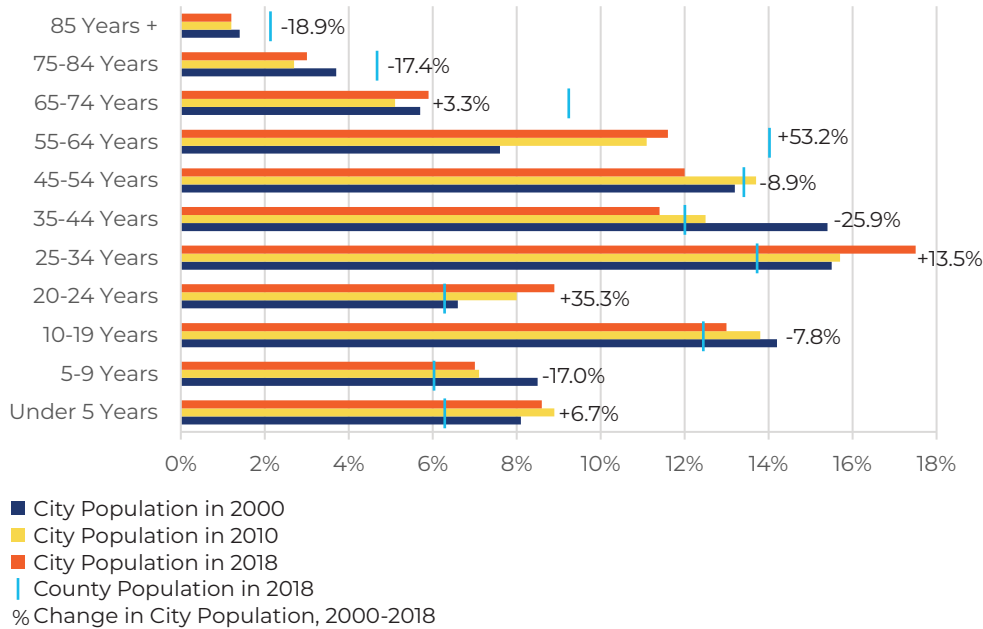
**FIGURE 1-4. Hispanic or Latino Origin**



Source: 2000, 2010 U.S. Census; 2014-2018 American Community Survey

In the last two decades, Harrisburg’s college age (20-24) and pre-retirement (55-64) demographic groups experienced dramatic increases. At the same time, the children (5-9), mid-career (35-44), and elderly (75-84 and 85+) demographic groups experienced declines.

**FIGURE 1-5. Age Distribution**

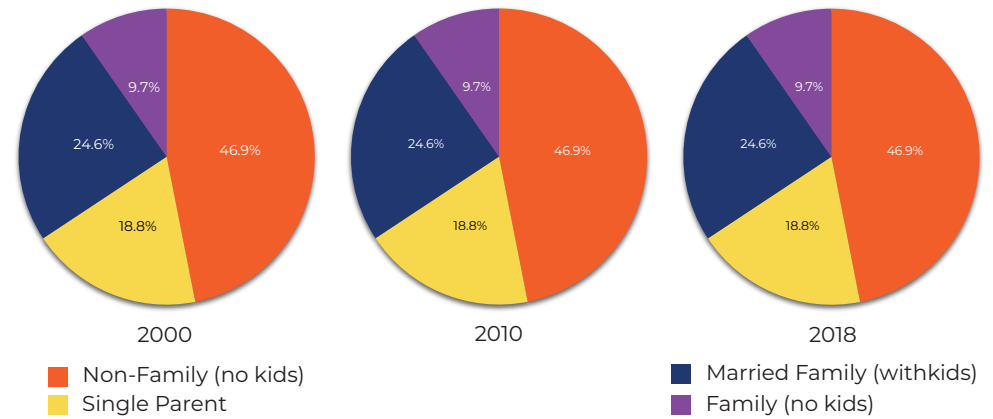


Source: 2000, 2010 U.S. Census; 2014-2018 American Community Survey

Between 2000 and 2018, the share of married families with children declined by 43.1%, families with children declined by 21.3%, and non-family households

without children declined by 0.2%. During the same period, single parent households increased by 66.5%.

**FIGURE 1-6. Household Types**



Source: 2000, 2010 U.S. Census; 2014-2018 American Community Survey

# COMMUNITY VISION & VALUES

## *Harrisburg is the Heart of Pennsylvania: A Great Small City on a Great Big River.*

Given Harrisburg's location in a region containing 1.3 million<sup>53</sup> highly diverse people and its role as the capital for both Dauphin County and the State of Pennsylvania, the city enjoys the advantage of concentrating the support mechanisms for a substantial population into a rather small place. It can use this and Central Pennsylvania's natural assets to provide citizens with a stunning urban environment designed to host visitors and residents alike in a naturalistic city setting.

The Heart of Pennsylvania concept goes beyond the role of government to incorporate the state's agricultural and educational traditions and concentrate them in a walkable environment. **HBG2020** promotes Harrisburg as a place to test innovations in transportation integration, sustainable infrastructure, building technologies, and urban agriculture.

Harrisburg is a place of opportunity for all residents and welcomes creative and progressive ideas within the setting of an attractive, sustainable urban environment that supports small businesses, protects natural resources, and strives to create a future every day that is better than that experienced in the present.

### CORE VALUES

During the public engagement process, residents communicated many strong themes to enhance the quality of life through beautification, increased access to goods and services, addressing the related conditions of blight and absentee neighborhoods, and provision of a transportation system that offers a satisfying alternative to privately-owned vehicles.

Core values emerged from these themes:

#### **Value** Harrisburg Contains Neighborhoods of Opportunity

- ◆ Harrisburg will seek to provide a wide range of attainable, desirable housing alternatives in socially and economically diverse neighborhoods.
- ◆ Harrisburg will ensure there is appropriate housing accessible to every city resident.
- ◆ Harrisburg will implement economic mechanisms that simultaneously refresh its historic building stock while creating jobs and job training opportunities.

- ◆ Harrisburg will create neighborhood centers that foster daily civic engagement, social interaction, and the availability of fresh and plentiful food.
- ◆ Harrisburg will promote and enhance its significant historical and cultural resources, creating a strong identity that engages residents, inspires artists, and informs visitors.
- ◆ Harrisburg will promote workplaces that offer a variety of economic opportunities and integrate into the community fabric.

#### **Value** Harrisburg is a Well-Connected City

- ◆ Harrisburg will provide a system of well-integrated, frequent, convenient, and accessible transportation options that connect the city's neighborhoods, the region, and beyond.
- ◆ Harrisburg will emphasize components of the transportation system that support a convenient lifestyle without the need for private vehicles.

#### **Value** Harrisburg is a City of Water & Trees

- ◆ Harrisburg will work to enhance/expand the open space system, providing recreational spaces integrated with alternative transportation paths that connect all parts of the city.
- ◆ Harrisburg's open space system will provide additional green space to help the City address the environmental challenges remaining from industrial era land use patterns, particularly increasing land for stormwater management and water quality improvements, improving local air quality and combatting the local and regional effects of climate change.
- ◆ Harrisburg's open space system will provide for additional recreational opportunities, as well as the reinstatement of native habitat.



# PLAN ELEMENTS

**HBG2020**'s organization allows different stakeholders such as citizens, business owners, public officials, City staff, and developers to easily find the information they need.

Element chapters describe how the City and its partners will accomplish **HBG2020**'s goals. Each chapter covers a different topic and includes background information that informs key issues, goals, objectives, and actions for the City to consider over **HBG2020**'s planning horizon.

## 01 INTRODUCTION

**CHAPTER 01** provides an introduction to **HBG2020** and discusses state enabling legislation, the update process, and public engagement. It contains a community profile and an overview of City governance and administration. It also discusses the vision and core values that were developed during the planning process and provides a brief overview of each chapter, along with associated key issues and goals.

## 02 LAND USE & COMMUNITY FACILITIES

**CHAPTER 02** provides a discussion of land uses and typologies including residential, commercial, industrial, institutional, and open space and recreation uses; city districts and spatial structure that is discussed based on the various planning districts within the city; zoning; and community facilities.

### KEY ISSUES

- ▶ Incompatible development legacies demonstrate the need to closely regulate additional riverfront redevelopment to optimize its public benefit.
- ▶ Neighborhoods have different needs for future improvement, whether focusing on maintenance and compatible infill or requiring more comprehensive redevelopment investment.
- ▶ The city must guide development outcomes to optimize long-term economic performance and sound urban form.
- ▶ Traditional zoning created undesirable, inflexible, and inefficient economic and use segregations that the city must address.
- ▶ Many government buildings are outdated and need renovation and re-envisioning, including updates to mechanical, electrical, and technological systems.

- ▶ Government buildings can and should better integrate with the community.
- ▶ Surplus educational facilities can better match educational institutions' redevelopment needs through adaptive reuse or repurposing.
- ▶ Public health campuses can drive neighborhood reinvestment, increase economic opportunities, and expand healthcare access.
- ▶ There is a need for greater access to fresh, healthy food throughout the city.

### GOALS

1. Prepare Harrisburg for a period of substantial reinvestment.
2. Strengthen the city's role as the downtown of the Central Pennsylvania region.
3. Improve the city's east-west connections.
4. Create a great public space that is the center of goods, services, employment, and recreation for the Hill District.
5. Establish the area between the Susquehanna River and 3rd Street as a conserved cultural landscape.
6. Plan for mixed-use neighborhoods that integrate historic fabric with progressive architecture and urban design.
7. Modernize the Zoning Code to provide a more flexible and sustainable method of development and land use.
8. Provide convenient access to government and community facilities and services and enhance their impact on surrounding neighborhoods.
9. Upgrade essential community facilities.
10. Provide convenient access to healthcare and medical facilities for all city residents.
11. Coordinate with the Harrisburg School District to optimize the use of public-school facilities as integrated components of community life.
12. Increase convenient access to fresh, healthy, and affordable food for all residents.

## 03 HOUSING

**CHAPTER 03** provides a discussion of trends in housing; the city's existing housing stock; sales, values, and appreciation; new construction and redevelopment opportunities; and affordable and attainable housing.

### KEY ISSUES

- ▶ The vast majority of residential building construction occurred before 1969, meeting the initial threshold for National Register eligibility by being at least 50 years old.
- ▶ The city has concentrated areas where deferred maintenance and blight have become issues.
- ▶ The city has a high number of vacant housing units.
- ▶ Rental occupancy characterizes most occupied housing units.
- ▶ There is an imbalance of supply and demand for housing with more houses available for sale than there are buyers for purchase; however, recent trends indicate this is becoming more balanced.
- ▶ The city's median housing value is very low when compared to the county and state, and while it has increased, it has not grown at the same rate as these comparison jurisdictions.
- ▶ Projections indicate that the city's population will continue to decrease through 2040.
- ▶ Harrisburg has seen a slow increase in residential building activity since the nationwide collapse of the housing market, only recently reaching pre-collapse permit activity levels.
- ▶ Newer construction typically includes low-cost, stick-built, suburban-style models that are incompatible with and incomparable to historic housing construction.
- ▶ Numerous households have excessive housing costs, spending 30% or more of their income on housing expenses.
- ▶ There are many low- and very-low-income families on wait lists for both public housing and housing choice vouchers (HCVs).
- ▶ Surveys identified hundreds of homeless persons; while many can transition to permanent housing, homelessness remains a problem.

### GOALS

1. Preserve the existing housing stock.
2. Increase resident homeownership so that 50% of all housing units are owner-occupied by 2030.
3. Adopt a housing reinvestment strategy to improve the condition of the existing housing stock.

4. Adopt an inclusive and equitable development strategy to introduce mixed-value housing opportunities, especially in neighborhoods experiencing disinvestment.
5. Incentivize development in the city.
6. Develop area plans and targeted redevelopment plans before undertaking significant development efforts.
7. Ensure quality housing is attainable and available for all city residents.

## 04 MOBILITY & ACCESS

**CHAPTER 04** provides a discussion on trends in mobility and access, streets and circulation, vehicles and parking, gateways and wayfinding, moving beyond vehicle ownership, transit, and multimodal transportation, including bicycles and pedestrians. It also includes a discussion of key issues and goals, in addition to objectives and actions for the City to consider over **HBG2020's** planning horizon.

### KEY ISSUES

- ▶ Limited crossings over railroad tracks, Paxton Creek, and Cameron Street constrain east-west mobility.
- ▶ While neighborhoods along the rail corridor developed on a gridded street pattern, the grid to the east of the tracks is less uniform and contains diagonal streets that increase vehicle delays at intersections and create difficult, unsafe, and unpredictable crossing environments for pedestrians and cyclists.
- ▶ Harrisburg lacks street design guidelines and standards for local streets and intersections with state and federal roads.
- ▶ Harrisburg's mobility and access are primarily limited to those who own a car, despite the high costs of ownership.
- ▶ The City's limited control over parking in the downtown and Midtown could lead to an oversupply, based on land use, transportation network, or development pattern changes.
- ▶ Transit accessibility within Harrisburg is severely limited and bus routes do not serve trips needed by city residents.
- ▶ There are limited on-street bicycle facilities.
- ▶ There is no regional connection between the Capital Area Greenbelt and other trails.
- ▶ High vehicular travel speeds, particularly on one-way streets, present safety issues for cyclists.
- ▶ The riverfront and the Capital Area Greenbelt are underutilized—they are important recreational amenities and should provide a low-traffic route for pedestrians and cyclists.

- ▶ Pedestrian safety is a concern throughout Harrisburg, particularly at key intersections and along busy corridors.

## GOALS

1. Recognize that all modes of travel, including walking, cycling, transit, and vehicular, contribute to an economically and socially vibrant city.
2. Design and manage streets that provide accessibility and comfort for all users.
3. Emphasize the role of streets as public open space and cultural expressions of Harrisburg's many neighborhoods.
4. Support the development of a sustainable and resilient mobility system, promoting improved public and environmental health.
5. Improve Harrisburg's street network to enhance connectivity between communities and expand regional transportation options.
6. Promote the use of technology to inform and educate city residents and workers about mobility choices.
7. Improve pedestrian connectivity, comfort, and conditions throughout Harrisburg to encourage walking as a means of transportation and increase pedestrian activity.
8. Provide and maintain a safe pedestrian system that protects its most vulnerable users.
9. Promote private development that enlivens street life and encourages pedestrian and bicycle activity.
10. Create a complete network of safe bicycle facilities that encourages using bicycles within the city and provides public health, environmental, and economic benefits.
11. Provide cyclists with sufficient, well-maintained end-of-trip facilities dispersed within the city.
12. Prioritize and implement bicycle safety measures.
13. Encourage more robust regional transit service that is based on commuter and employer needs, but also gives service providers a variety of trip types and users throughout the day and across the week.
14. Support the creation of a local transit service that provides a reliable and convenient transit option for city residents and employees.
15. Support better transit access through first/last mile solutions.
16. Coordinate transportation and land use decisions to support the City's mobility, housing, economic development, and affordability goals.

17. Develop and promote the HTC as a critical regional transportation hub linking rail and bus transit.
18. Leverage the HTC as an economic development asset and density center for Harrisburg.
19. Support a vehicle network that balances the needs of both residents and workers.
20. Expand opportunities for car-optional living for Harrisburg residents.
21. Accommodate parking demand without providing an oversupply of parking spaces.

## 05 ECONOMIC DEVELOPMENT

**CHAPTER 05** provides a discussion on labor and employment including labor force, employment by industry, inflow/outflow analysis, and workforce development; industry including economic base, cluster analysis, entrepreneurs and small business development, tourism, and creative industries; and economic centers. It also includes a discussion of key issues and goals, in addition to objectives and actions for the City to consider over **HBG2020's** planning horizon.

### KEY ISSUES

- ▶ Harrisburg has a higher unemployment rate than the county, state, and nation.
- ▶ Harrisburg has a net employment inflow, which can introduce challenges when there are problems with transit service or employees cannot afford or have difficulty accessing personal transportation.
- ▶ Nearly 30% of the city's population is living below the poverty level.
- ▶ Over 21% of city residents do not have high school diplomas.
- ▶ The city's strongest industry cluster is public administration; however, it has experienced a 35% decline in the local workforce.
- ▶ The finance and insurance industry cluster has grown by 85%—the City should seek to capitalize on this industry and its higher wage-earning employees.
- ▶ The city has some aging commercial corridors that are prime candidates for revitalization.
- ▶ The planned Transit-Oriented Development (TOD) around the Harrisburg Transportation Center (HTC) provides an opportunity to position Harrisburg as a desirable, convenient, mixed-use regional destination.

## GOALS

1. Create a ready workforce to attract and retain businesses and to provide opportunities for all residents to participate within the workforce arena.
2. Ensure that planning and economic development focus on opportunities for growth that allow for business retention, expansion, and attraction.
3. Attract and support new business growth in targeted industry sectors as well as small local business growth and development.
4. Protect and support the city's historic, cultural, open space, and recreation resources to offer opportunities to enhance tourism and expand the local economy.
5. Nurture and grow individuals and groups that provide service, entertainment, and knowledge through arts, culture, education, and research.
6. Stimulate and revitalize Harrisburg's mixed-use corridors using targeted economic development programs, zoning, incentives, and proper neighborhood planning.
7. Support and strengthen retail, commercial, and residential activities to encourage live, work, and play environments within the downtown.
8. Strengthen Harrisburg's role as the transportation hub of Central Pennsylvania.
9. Complete the economic transformation from Industrial Boomtown to Rustbelt City to a physically and economically Sustainable City.

## 06 PARK, OPEN & CIVIC SPACE

**CHAPTER 06** provides a discussion on the overall functions and types of public space; parks; open space including stormwater management, pollution remediation, ecological stewardship, native plants, and fresh food; and civic space including streetscapes, plazas and squares, and campuses. It also includes a discussion of key issues and goals, in addition to providing several objectives and actions for the City to consider over **HBG2020**'s planning horizon.

### KEY ISSUES

- ▶ Harrisburg has many play areas geared toward young children but lacks options for older youth.
- ▶ The City should increase resources devoted to park maintenance or rebalancing the system to ensure every resident has access to at least one park, playground, or natural open space.

- ▶ Harrisburg lacks park infrastructure in the southern portion of the city, an area prone to geological, flooding, and environmental justice issues.
- ▶ The Capital Area Greenbelt lacks a fully-dedicated right-of-way and connections into the city's neighborhoods.
- ▶ Programming exercises with regional stakeholders in health, recreation, ecology, and economic development should inform park and greenway features and designs.
- ▶ Paxton Creek reclamation creates an opportunity to reconnect systems of native flora and fauna throughout the city.
- ▶ Harrisburg should more aggressively pursue opportunities to utilize green stormwater infrastructure.
- ▶ Harrisburg's street design does not reinforce adjacent neighborhood identities.
- ▶ While Harrisburg has an extraordinary park system, it has few identifiable, functional civic spaces such as squares or plazas for public gathering or socializing.
- ▶ Campus and civic space (re)development should encourage environmental benefits and maintenance of public access to common areas.

## GOALS

1. Develop a network of parks and playgrounds accessible to all residents.
2. Enhance the 'Riverfront Destination' experience.
3. Enhance infrastructure and programming to better integrate Reservoir Park in the daily life of the city.
4. Protect the wetland environment of Wildwood Lake and enhance its unique ecological value and flood prevention capacity.
5. Develop additional natural and ecological park and open spaces in the central and southern parts of the city.
6. Preserve and complete the vision of the Manning Plan (see **CHAPTER 06** for a discussion of the Manning Plan) with a parks master plan that addresses restoration, transformation, and introduction of new elements.
7. Promote a culture that encourages more recreation and physical activity.
8. Employ an economic development framework in the parks and open space system.
9. Restore, renovate, and repair the bank systems of the Susquehanna River and Paxton Creek.

10. Reclaim Paxton Creek as a natural, ecological, and recreational asset.
11. Reduce air, soil, and water pollution through increased open space and incorporation of green stormwater infrastructure.
12. Promote diverse ecological habitats throughout the city.
13. Implement streetscape designs for all road classifications.
14. Identify and convert low-traffic streets and alleys into living streets.
15. Develop a safe bicycle/pedestrian network connecting the city's neighborhoods and park systems through interconnected green civic spaces, achieving the vision of the 'city as a park'.
16. Enhance the utility and availability of rights-of-way as civic space.
17. Create new public squares to enhance neighborhood centers.
18. Plan new squares as community retail and service hubs.
19. Strengthen connections between the city's campuses and encourage adaptive reuse of vacant facilities.

## 07 HISTORIC & CULTURAL RESOURCES

**CHAPTER 07** provides a discussion on Harrisburg's development history; historic resources including preservation framework, historic districts, and the National Register of Historic Places; and cultural resources including historic buildings, neighborhoods, campuses, fraternal organizations, infrastructure, landscapes and viewsheds, and archaeological potential. It also includes a discussion of key issues and goals, in addition to providing several objectives and actions for the City to consider over **HBG2020's** planning horizon.

### KEY ISSUES

- ▶ Harrisburg's historic and cultural resources face many threats, including environmental changes, diminished preservation funding, and increasing development pressures.
- ▶ Without continued education, maintenance, and advocacy efforts, historic properties face issues of demolition by neglect or abandonment.
- ▶ Construction of many historic resources occurred in environmentally sensitive areas, such as the floodplain.

### GOALS

1. Strengthen relationships to collaborate in historic preservation planning.
2. Expand historic preservation protection.

3. Encourage adaptive reuse of historic buildings, structures, grounds, and institutions.
4. Promote historic preservation as a means of neighborhood improvement.
5. Increase advocacy for and promotion of the city's cultural resources.
6. Increase public art throughout the city.

## 08 ENERGY & UTILITIES

**CHAPTER 08** provides a discussion on trends in energy and utilities; energy including wind power, solar power, geothermal, biomass, energy efficient development and construction standards, and opportunities and obstacles; and utilities including capacity and efficiency, net-zero energy, cooperation in utility location and design, water and wastewater, power and electricity, natural gas, telecommunication, solid waste and recycling, waste-to-energy incineration, and recycling efficiency and composting capacity. It also includes a discussion of key issues and goals, in addition to providing several objectives and actions for the City to consider over **HBG2020's** planning horizon.

### KEY ISSUES

- ▶ Communication services are drastically changing.
- ▶ The City must take a more proactive approach in terms of renewable energy.
- ▶ Harrisburg utilizes a combined sewer system, which has resulted in problems due to the volume of stormwater entering the system.

### GOALS

1. Become a municipal leader within Pennsylvania to push for more sustainable energy generation strategies, providing policies and programs to enable widespread adoption.
2. Create advantages that make the city a preferred location for new companies and increase the quality of life for existing businesses and residents.
3. Transition Harrisburg to a state-of-the-art utility environment.
4. Plan the city as a collection of sustainable urban precincts.
5. Reduce the city's solid waste stream.
6. Eliminate the outfall of untreated wastewater into Paxton Creek and the Susquehanna River.

## 09 INTEGRATION & IMPLEMENTATION

**CHAPTER 09** discusses **HBG2020**'s element integration, cooperation between government entities at multiple levels, tools for use in **HBG2020**'s implementation, and includes an implementation table showing recommended action items with various ways consider prioritization over **HBG2020**'s planning horizon.

# CONCLUSION

**HBG2020** is a guidance document. At its nucleus are Harrisburg's collective vision and values, which provide a foundation for future direction. The goals, objectives, and actions will help the current and future Mayor, City Council, Planning Commission, and staff follow the path to the vision, but this path is wide and will likely meander a bit. The world is continually changing, so being flexible and open-minded better allows the city to face the future challenges that it will confront.

After the City adopts **HBG2020** and any implementing codes or ordinances, there may be a tendency to put it away and to consider the planning task complete, which is not and should not be the case. A community is seldom a stagnant place; some type of change always occurs. Planning is an organized process of dealing with change; therefore, the examination of all changes should happen to see what effects it may have.

To help ensure **HBG2020** remains current and valid, the Planning Bureau should monitor the progress of ongoing and completed implementation items and conduct a periodic evaluation. The MPC envisions a continuing process. MPC Section 303 requires that once a comprehensive plan is adopted: *"...any subsequent proposed action of the governing body, its*

## 10 APPENDIX

**CHAPTER 10** contains several appendix components, including abbreviations and acronyms, definitions, references, related planning documents, supplemental information, public comments, and adoption documents.

*departments, agencies and appointed authorities shall be submitted to the planning agency for its recommendations...."* In another similar provision, Section 209.1 mandates that the Planning Commission *"review the zoning ordinance, subdivision and land development ordinance, official map, provisions for planned residential development, and such other ordinances and regulations governing the development of land no less frequently than it reviews the comprehensive plan."* The Planning Bureau should provide an annual analysis of progress toward **HBG2020**'s goals and deliver an update to the Planning Commission and City Council.

The City should review **HBG2020** every ten years to conform to recently enacted MPC amendments. If the review uncovers substantial shortcomings or changes in conditions that affect goals, objectives, or action items, it is only prudent that **HBG2020** is updated.

# 02

# LAND USE & COMMUNITY FACILITIES

# LU



# INTRODUCTION

Without the guidance of a modern comprehensive plan, many areas of Harrisburg experienced uncoordinated, incremental changes, resulting in incompatible, adjacent land uses that do not serve the community's needs. A primary goal of **HBC2020** is to identify these areas and make recommendations to begin creating a fully functional civic environment for Harrisburg's residents and businesses. In other instances, neighborhoods have grown and thrived despite the lack of planning; **HBC2020** will focus on maintaining the aspects of those areas that have led to their success. Finally, better coordinating land use and transportation will maximize the impact of both, while ensuring the development works for communities throughout the city.

Different perspectives provide analysis of land use: historical (i.e. growth and development patterns), typological (e.g., residential, commercial, industrial), and spatial (i.e. development features of different neighborhoods). This Chapter will examine land use from these perspectives and provide goals and actions for different city areas.

## HISTORIC LAND PATTERN

Harrisburg's land use patterns developed due to waterway proximity—the Susquehanna River and Paxton Creek—and have been influenced and guided by transportation infrastructure. John Harris, Sr. founded a trading post and ferry crossing at the site of the future city: the intersection of the north-south Paxtang Path and the east-west Allegheny Path on the eastern shore of the Susquehanna River. He platted the first street grid for Harrisburg in the early 1700s, laying out streets from Front to 5th Street and Chestnut to Walnut Street, which has remained the city's core to this day. Harrisburg's development spread north and east from this original platting to form a rough 'L' shape, with legs running north along the Susquehanna River and east to Reservoir Park, intersecting the downtown.

The Hill and River Wards evolved along similar development patterns and contained comparable housing types as new development radiated outward from the downtown. Each residential district expanded along a pair of community commercial streets: Market and Derry Streets in Allison Hill and 3rd and 6th Streets in the River Wards.

The Susquehanna River shaped the development of the River Ward neighborhoods and historical growth patterns along the rail corridor. These neighborhoods have large areas of consistent, continuous historic building fabric; 3rd Street forms a seam between flat land by the river and a ridge that crests along 6th Street. Land on either side of 3rd Street developed differently: land west of 3rd Street featured housing for many of Harrisburg's affluent residents, while areas east of 3rd Street contained a mixture of dense housing interspersed with commercial and light manufacturing. More recently, there have been four major changes to these development patterns: auto-oriented commercial development along Front Street; wide-scale demolition of worker housing east of 3rd Street; super-block construction between Forster and Reily Street west of 6th Street; and new residential typologies around the Broad Street Market.

Together, Riverfront Park, Front Street, and 2nd Street represent a cohesive, distinctive linear landscape that warrants preservation as cultural asset. Very few cities possess civic environments of this quality—the allure of a Front Street address and the location on the riverfront is attractive to developers, and the scale and character of existing development generate this charm. More modern construction predicated on factors such as floodplain issues, auto-centric design, and low property values have led to construction quality, massing, and siting that are inconsistent with the historic buildings along the riverfront. Front Street and Riverfront Park were an attractive urban environment by the 1950s; little new development

since that time has improved the streetscape. Development seemingly has been motivated by an interest in 'mining' the value created by the attractive character of the original neighborhoods, and many recent developments harvest value without reseeding it by providing building of equal quality and character. By facilitating more public input in new development, the City can ensure that new projects enhance existing neighborhoods.

Along the river, in contrast to the evolution of 2nd Street, 6th Street developed with larger areas of similar housing. In the 1960s and 1970s, these areas witnessed substantial demolition of housing stock, with many blocks cleared east of 5th Street. The area from Riverfront Park to Savannah Street is largely similar in form and use north of Forster Street. Front Street's buildings feature a mix of professional offices and institutional uses, with single- and multi-family residences interspersed throughout. The remainder of the neighborhoods is almost entirely residential, with a few scattered commercial and institutional uses. A walk along 2nd Street shows the block-by-block evolution of housing styles from the 1860s to the 1930s, with more recent 1950s construction extending to the north. Houses along Penn, Green, and Susquehanna Streets feature similar evolution of residential development. In contrast, houses on Front Street were individual works of architecture commissioned by the first owner/occupant, resulting in larger houses that have more ornamental restraint.

With the decline of the families that built the mansions (historically known as the 'Harrisburg 200'), the buildings converted from private houses to professional offices and institutional uses. Flooding or demolition for new construction caused the loss of many of the original mansions since the 1850s.

Due to its physical presence stretching from 3rd to 6th Streets, Broad Street Market is the only existing element to serve as the physical and



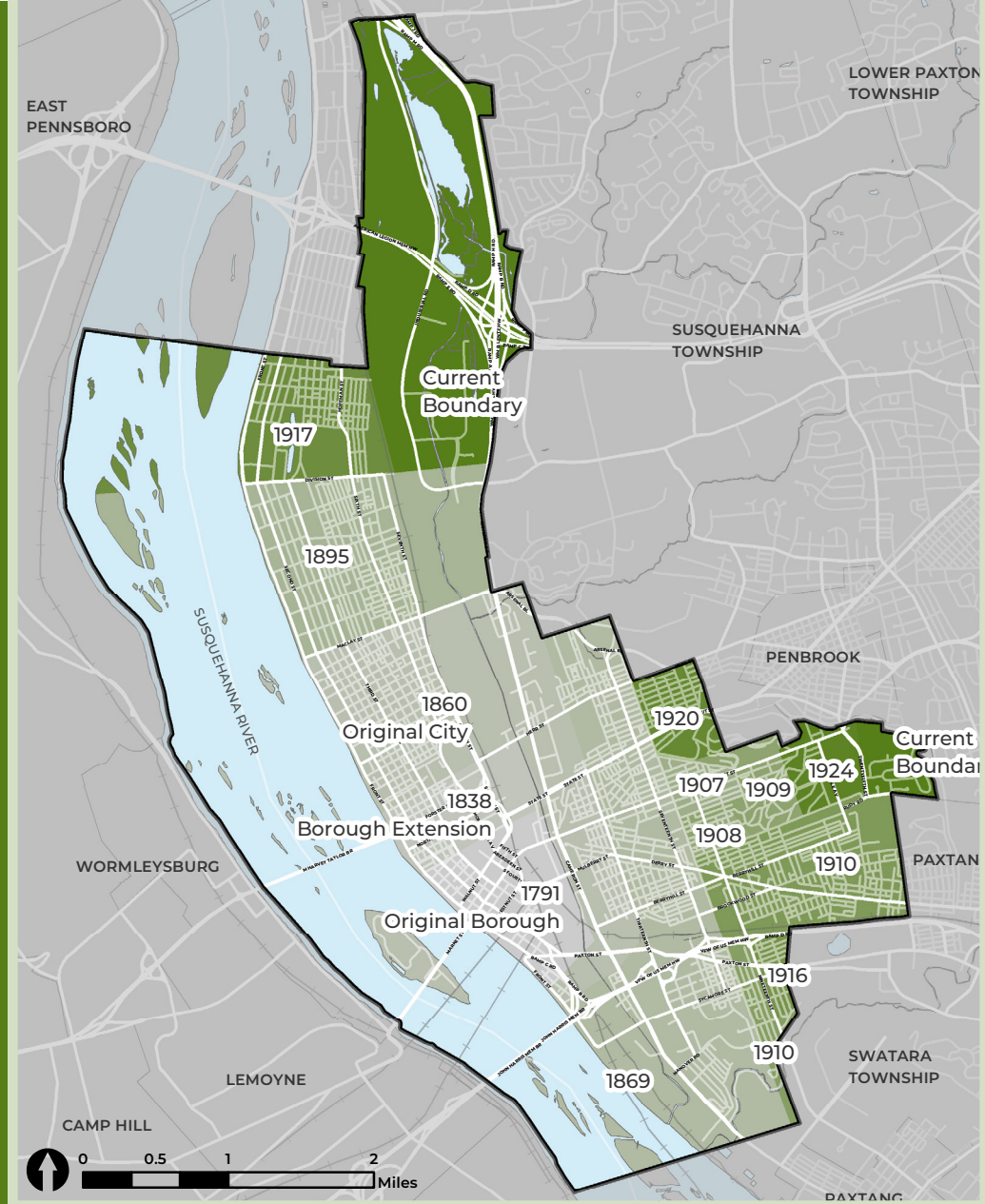
social “center” of the Midtown and Uptown neighborhoods. Given the low population of these neighborhoods following the removal of much of the housing stock, Broad Street Market had to return to its original importance as a regional draw. This strategy was essential for its economic viability as well as the neighborhood’s future prosperity. Thriving neighborhoods have one or more resources that draw people in from the surrounding region and beyond.

The introduction of the HACC Midtown Campus introduced a new destination north of the Broad Street Market, which transformed from the center of the district to an edge.

Harrisburg’s industries expanded northward along Paxton Creek from its confluence with the Susquehanna River, with accompanying housing and businesses following the ridge to the west between the river and creek. Initially, small manufacturers clustered along Paxton Creek for water power, but by the early 1800s, its function changed from power to transportation. The Pennsylvania Canal, built just to the west of Paxton Creek, first supported and encouraged industrial growth and was eventually made obsolete by the Pennsylvania Railroad, eventually leading to a century of prosperity. The heavy industry began declining after the 1920s, resulting in the abandonment of much of the land area in the Paxton Creek valley.

In the late 1800s, country-style houses started appearing to the east of Paxton Creek, in an area called Mount Pleasant, creating the city’s first suburb. At the time, this area was mostly agricultural. In the early 1880s, construction of a rail spur occurred along a swale adjacent to 17th and 18th Streets, between Mount Pleasant and what is now Reservoir Park. The railroad served industrial and commercial buildings in what is now South Allison Hill; soon, manufacturing uses emerged around this spur. This growing center of employment spurred adjacent housing developments, but they had a less organized form than the northward expansion of the River Wards. Early plats were aligned with Jonestown Road and Derry Street, while later street grids aligned with Market Street. A similar change in street grid alignment occurs east of 17th Street.

By the time of the Manning Plan’s development in 1901, Harrisburg’s built form had established (see **CHAPTER 06** for further discussion of the Manning Plan). Manning provided a framework for the city’s organization through its parks, using the Susquehanna River and Paxton Creek’s natural riparian corridors to host critical water and sewer infrastructure. Reservoir Park incorporated the city’s water storage and distribution system, and the Riverwalk’s construction covered the new sewer interceptor. Manning also proposed covering the Allison Hill sewer and industrial corridor by a greenway along Paxton Creek, but overriding industrial interests prevented its construction.



MAP 2-1. Historic Growth

# TYOLOGIES

Harrisburg's rapid development created a high degree of uniformity in building types, styles, and materials, which gave the city large areas of consistent building and housing fabric. Since the 1930s, spatial land use patterns experienced little change, but the intensity of use diminished in response to deindustrialization and associated decreases in population. Land use within Harrisburg separates into five categories: residential, commercial, industrial, institutional, and open space and recreational.

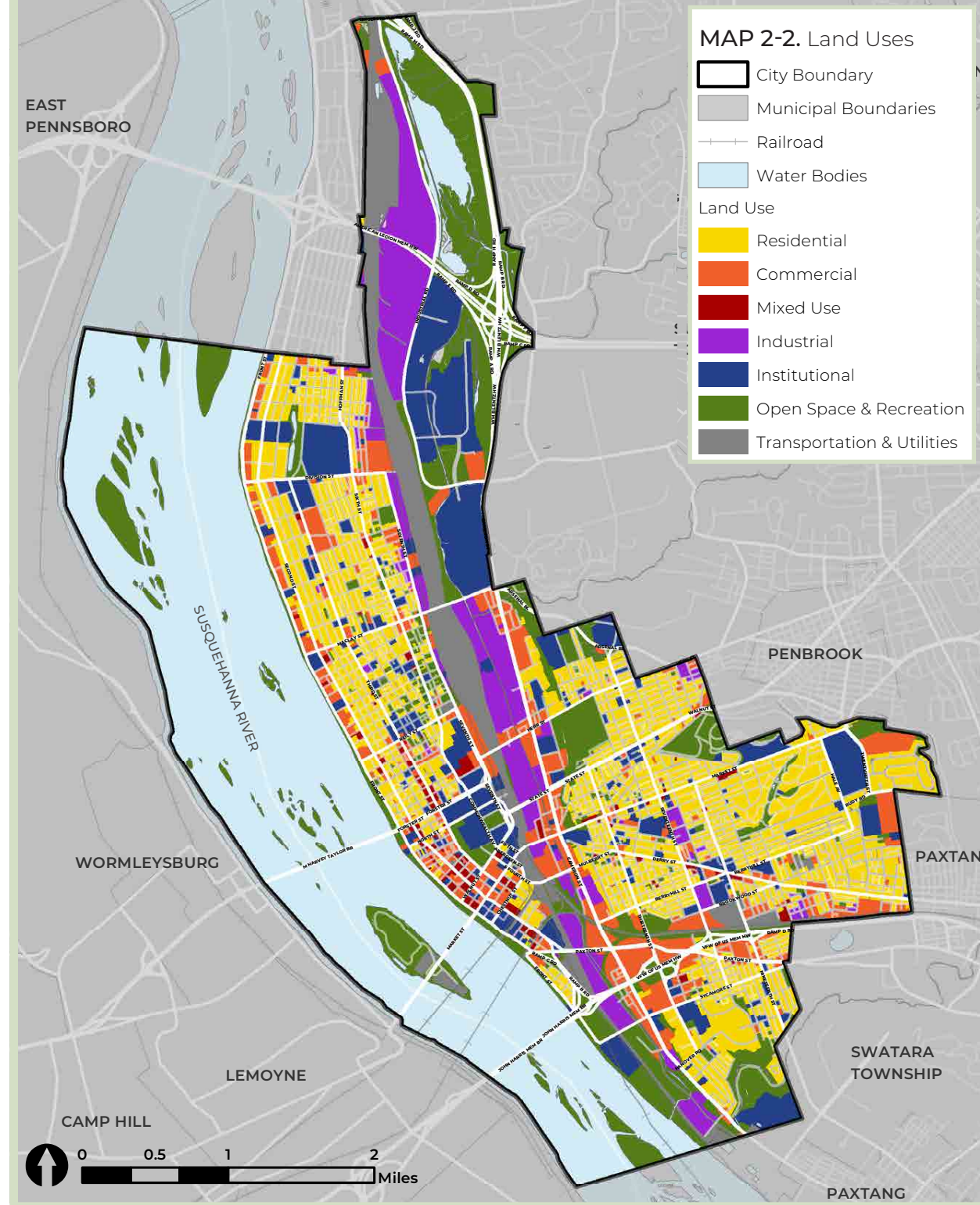
Each land use is associated with a different land management strategy. Moving forward, Harrisburg should prioritize two modes of land management:

- ▶ Conservation of the established urban fabric, which will strengthen the distinctive form and character of residential neighborhoods and commercial areas within the city; and
- ▶ Focused reinvestment to repurpose vacant and underutilized land, which is critical to increasing the concentration of cultural and economic services around the city's core, making it more attractive as a preferred place of business, leisure, and living within the region.

## LAND USES & TYPOLOGIES

### RESIDENTIAL AREAS

As noted previously, housing developed along corridors to the north and east of the downtown from the 1870s through the 1920s. Residential growth patterns can delineate between pre-City Beautiful Movement (before 1900) and post-City Beautiful Movement. The city experienced explosive growth between 1900 and 1930, which stimulated development in Uptown and Allison Hill. Slightly more than half of the city's houses were constructed since the 1930s. Residential development after 1945 was primarily government-provided housing or individual infill construction, although there were some rowhouse developments in the eastern portions of the city. Current residential development trends focus on apartment units, primarily through adaptive reuse of vacant commercial properties in the downtown and midtown areas; however, there have been several apartment/townhome projects scattered throughout the city as well.



Harrisburg has four distinct housing typologies: single-family detached houses, duplex houses, rowhouses, and apartment buildings; each type defines a different neighborhood environment. Maintaining the quality and value of these distinct neighborhood areas is a primary goal of **HBG2020**.

### DENSE RESIDENTIAL AREAS



The majority of Harrisburg's row housing was built before 1920 and features limited front and side yards with small, enclosed rear yards that abut neighboring properties or alleys. Occasionally, these buildings feature full front porches integral to their neighborhood's character. These dense residential neighborhoods tended to develop around amenities such as schools, parks, or employment centers. While many of these amenities have evolved or disappeared over time, the neighborhoods retain their strong character, marked by architectural richness, order, and material quality. Examples of dense residential areas include Midtown and South Allison Hill.

### SEMI-DETACHED RESIDENTIAL AREAS



Most post-1900 housing is set back from the street by small front yards and from neighboring dwellings by side yards or passages. A majority of this housing type tends to take the form of duplex houses. This development type allowed for the expansion of owner-occupied dwelling areas,

while keeping costs less than for larger-lot, detached residential areas. An example of a semi-detached residential area includes Uptown.

### DETACHED RESIDENTIAL AREAS



Detached residential neighborhoods within the city demonstrate a greater diversity in architectural style and design compared to other areas. These structures are generally larger buildings with fine architectural details and large yards. In general, these areas have higher values, historically, as the home prices were out of reach for lower-income families. This gap is only becoming more evident with recent and ongoing crises over housing affordability, racial inequality, and climate change. Examples of detached residential areas include Academy Manor, Bellevue Park, and Cloverly Heights.

### FUTURE LAND USE

One of the primary goals of **HBG2020** is increasing the affordability and availability of more diverse housing types. Harrisburg's affordable housing needs are significant; high housing costs reduce economic opportunities, access to jobs and services, and the ability of lower-income households to live in communities and neighborhoods of their choice. Lack of affordability results in concentrations of lower-income households in older neighborhoods that have higher levels of substandard housing and overcrowding. Providing for a greater diversity of housing types allows the city to expand its supply of quality affordable housing, improve the overall quality of existing housing stock, and enable neighborhood stabilization.

**CHAPTER 03—HOUSING** provides additional information.

## COMMERCIAL AREAS

The diverse environments supporting Harrisburg's business districts reflect the city's geography and historical development—they host offices, restaurants, retail shops, neighborhood stores, and even big box store models. Although the center of commercial activity takes place Downtown, there are other hubs embedded within Harrisburg's neighborhoods and lining its corridors.

### DOWNTOWN OFFICE



John Harris initially platted the downtown area, and its current state demonstrates a combination of organic growth from the city's original settlement, the intentional dedication of land for state government, and urban revitalization initiatives in the 1970s and 1980s. Federal, state, county, and city government offices and large employment centers mingle with smaller professional offices, restaurants, and retail uses.

### MIXED-USE COMMUNITY COMMERCIAL



There are corridors of mixed-use community commercial located throughout the city, primarily located along North 3rd, North 6th, Market, Derry, 13th, and 17th Streets. These areas have the best potential to support vibrant and diverse daily environments for residents and visitors, through a greater variety of building types than the

surrounding residential fabric. The areas are also best-positioned to host new typologies such as live-work housing, multi-family housing, retail, and light manufacturing uses.

## RIVERFRONT



Harrisburg's current riverfront is a unique combination of commercial, residential, and institutional properties, although most of the land was initially residential. Professional office buildings and assorted commercial uses intersperse among townhouses, manor homes, apartment complexes, and institutional uses.

## AUTO-ORIENTED RETAIL



The auto-oriented retail model, including strip malls, big-box stores, department stores, and car dealerships, is a more recent phenomenon that arrived in Harrisburg in the decades after World War II. The uses located on the city's outskirts, including the Uptown Shopping Plaza, South 29th Street, and Paxton Street.

## FUTURE LAND USE

Harrisburg is the administrative, cultural, and economic center of the region. To increase non-industrial economic activity and diversify beyond government dependence, the City must create a high-quality commercial environment

to attract businesses. The City can replace the lost economic activity with research and development, professional services, and office opportunities, creating a parallel economic base to its administrative economy.

Additionally, Harrisburg should strengthen its role as the social, commercial, and cultural center of the region by enhancing diversity in population, culture, housing, and economic opportunity. The City should promote a downtown featuring civic, cultural, and economic assets in an attractive, walkable urban core.

Critical to the creation of a multimodal city is having strong community commercial areas within easy walking distance to residents. Division Street and Maclay Street offer the potential to grow into community commercial corridors, mainly serving the Uptown and Midtown neighborhoods. When this area reaches its full development potential, the Maclay Street corridor will significantly increase its retail capacity.

Underutilized industrial and commercial districts exist throughout the city, primarily along railroad corridors and sometimes adjacent to residential neighborhoods. The identification of lower-impact, neighborhood-sensitive uses could help restore the economic and social value of these properties. Relationships between academic institutions and related research areas could best develop this concept. Linking institutional campuses with maker and incubator spaces can facilitate the commercial development of academic research and produce creative commercial space available to the community. Several examples within the city include North 7th Street, South 17th Street, and properties between Derry Street and I-83.

The vacant and underutilized industrial/commercial properties along the abandoned rail spur between North 17th and 18th Streets is a textbook opportunity that could include a focus on food products and services, start-up retail, and health services due to the proximity to Hamilton Health Center. Properties along I-83 could feature

more light industrial spaces for machinists, artists, and industrial technologies.

A cluster of underutilized commercial and industrial buildings along 7th Street near the Uptown Shopping Plaza could provide Uptown institutions with research, development, and business incubator space; the proposed Division Street Bridge would enhance these opportunities.

Near Logan and Pepper Streets in Midtown, the residential fabric is interrupted by a small cluster featuring a former commercial building, three institutional uses including the National Fire Museum, vacant industrial warehouses, and more than a city block of vacant property. This area has the potential to develop into the northern terminus of the 3rd Street community commercial corridor before it intersects with Maclay Street.

## INDUSTRIAL CORRIDORS



In Harrisburg and elsewhere, the historic nature of uses in industrial districts required their separation from residential and commercial areas. Warehouses, manufacturing, automotive garages and repair shops, scrap yards, and transportation infrastructure such as train yards and bus depots, create harmful impacts to surrounding areas through noise and air pollution, visual blight, and increased truck traffic. Today, these types of uses give way to less impactful and smaller-scale industrial activities such as assembly, fabrication, and makerspaces.

## FUTURE LAND USE

Harrisburg's period of heavy industrial activity is largely over. There is an economic imperative to reposition the lands adjacent to Paxton Creek, aside from the U.S. Environmental Protection Agency's (EPA's) Consent Decree to reduce pollution, which Capital Region Water (CRW) addressed through the development of a Green Stormwater Infrastructure Master Plan to reduce flow into the stormwater system (for additional information on the EPA Consent Decree, see **CHAPTER 08—ENERGY & UTILITIES**). The recommendations will significantly impact land use, development, and the design of new infrastructure in Harrisburg. These conditions suggest that the time has come to complete the Paxton Creek Greenway as an environmental and recreational amenity.

## INSTITUTIONAL USES

Due to Harrisburg's status as the capital of Pennsylvania and the County seat, the city hosts major governmental institutions, such as the Capitol Complex and Federal Courthouse, in addition to educational and medical facilities. These provide public or quasi-public services to residents of the city, region, and state.

## GOVERNMENTAL



Examples of governmental uses within Harrisburg include the Capitol Complex, Dauphin County Administration Building and Courthouse, the Federal Courthouse, the Armory, the National Guard/28th Infantry Headquarters, the Naval Center, the State Hospital, and the Pennsylvania Farm Show.

Discussions concerning future uses can assess state facility plans for new structures adjacent to the Capitol Complex, need for quality and quantity of housing near government facilities, desired off-site retail and civic amenities, off-site parking requirements, and transit requirements.

## MEDICAL



Examples of medical uses within the city include the Pinnacle Health and Hamilton Health Center campuses and the former Polyclinic Hospital.

Discussions concerning future uses should focus on the ideal quantity and distribution of medical space, need for quality and quantity of housing near medical facilities, desired off-site retail and civic amenities, off-site parking requirements, and transit requirements. Plans for the Central Business District and its expansion should incorporate these space needs. The City may also promote the repositioning of hospital facilities groups around the Pennsylvania Department of General Services.

## EDUCATIONAL



Examples of educational uses within the city include Harrisburg School District facilities; post-secondary institutions such as the HACC campuses, Harrisburg University, and Dixon University; and private educational facilities such as St. Stephen's and the Capital Area School for the Arts (CASA).

## OPEN SPACE & RECREATION



Harrisburg has a great legacy of open and recreational space, from City Island to Reservoir Park, Wildwood Lake to Riverfront Park, the Capital Area Greenbelt, and all the neighborhood parks and playgrounds in between. These land uses serve valuable purposes of connecting residents to nature, furnishing residents with recreational amenities, and providing ecological and environmental benefits such as mitigating air pollution and managing stormwater. There are three broad types of open and recreational space: regional hubs, neighborhood parks, and conservation areas.

## REGIONAL RECREATION & ENTERTAINMENT HUBS

Regional hubs include City Island, Riverfront Park, and Reservoir Park as large spaces that attract regional visitors but remain accessible by city residents.

## NEIGHBORHOOD PARKS

Neighborhood parks include smaller-scale parks such as the Cloverly Heights Playground, Gorgas Park, Sunshine Park, and the Royal Terrace Playground, as well as facilities in places like Reservoir Park that serve more local needs.

## CONSERVATION AREAS

Conservation areas include Wildwood Lake, portions of the Capital Area Greenbelt, and islands within the Susquehanna River that provide recreational access, but also serve as wildlife habitat.

## FUTURE LAND USE

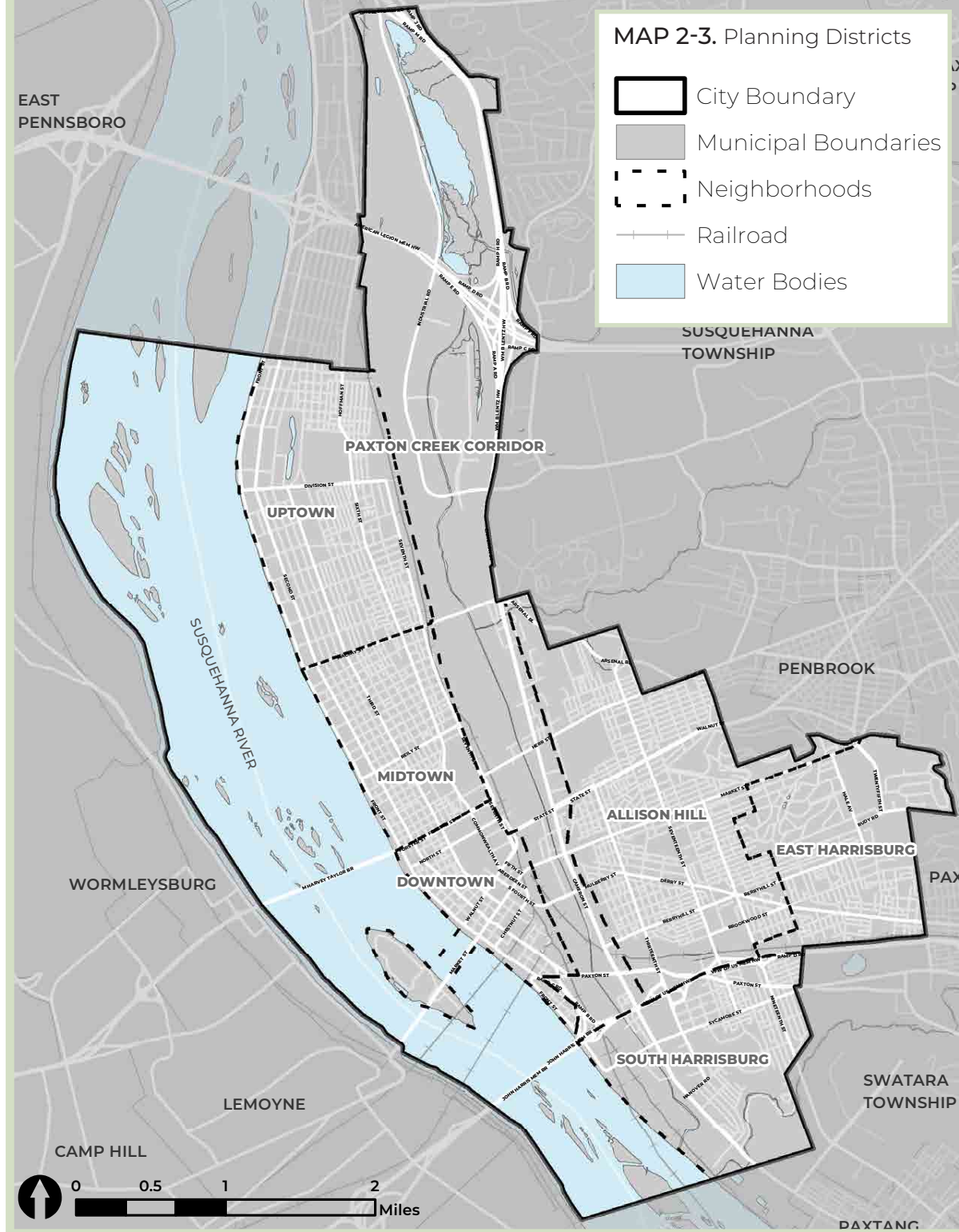
Balancing property supply involves identifying less-desirable areas and discouraging new construction in these areas. Harrisburg has three immediate examples:

- ▶ Karst limestone formations that created sinkholes, in the South Harrisburg area especially, have resulted in the recent abandonment of homes. Streets and open land have experienced subsidence as well.
- ▶ The presence of the incinerator in southern Harrisburg introduces environmental justice concerns for nearby residents, many of whom fall into low- and moderate-income (LMI) categories.

## DISTRICTS & SPATIAL STRUCTURE

At its essence, the city's current physical layout combines two landforms separated by the Paxton Creek Corridor: an elongated rectangular portion along the Susquehanna River (the River Wards) and a triangular portion on the ridge east of Paxton Creek (the Hill Wards). The Capitol Complex and Central Business District serve as the city's fulcrum, essentially joining the River and Hill Wards at 3rd and Market Streets. Together, these form five identifiable planning districts that comprise the city:

- ▶ Downtown
- ▶ Uptown
- ▶ Midtown
- ▶ South Harrisburg
- ▶ Allison Hill
- ▶ East Harrisburg
- ▶ Paxton Creek Corridor



The term 'district' as utilized in this section references a geographic and spatial area and is not analogous to existing neighborhoods in boundary, character, or social definition—these are explained in more detail below.

## DOWNTOWN

The boundary of Harrisburg's Central Business District (CBD) is Forster Street to the north, I-83 to the south, the railroad tracks to the east, and the Susquehanna River to the west. This area encompasses several current and past neighborhoods and developments, including Maclaysburg, Judytown, Bull Run, Olde Harrisburg, Shipoke, and Sheekestown. The original town plat arranged by John Harris, Jr. contains the majority of Harrisburg's taller commercial, residential, and institutional buildings organized around Market Square, which remains Downtown's central space. Due to urban renewal plans outlined in the 1974 Comprehensive Plan that replaced historic retail structures with block-sized buildings featuring little small-scale, ground-level retail space, creating a truly lively Market Square is challenging.

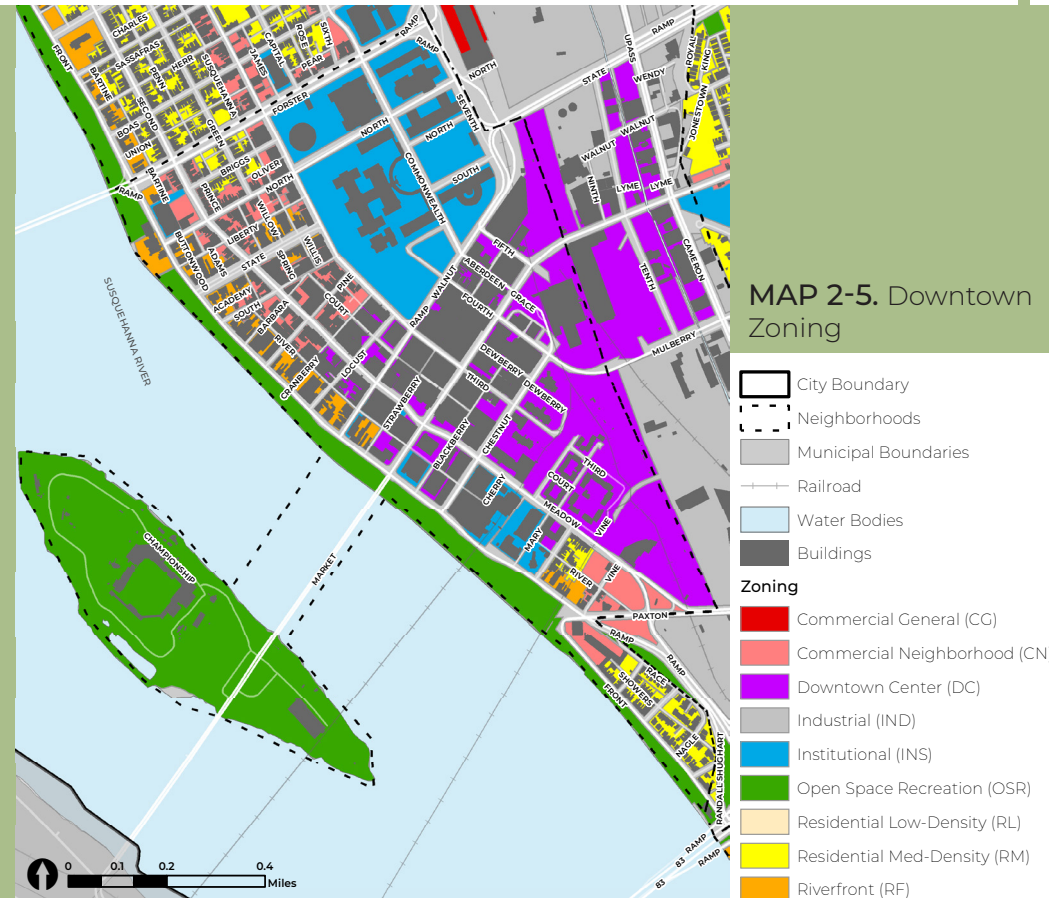
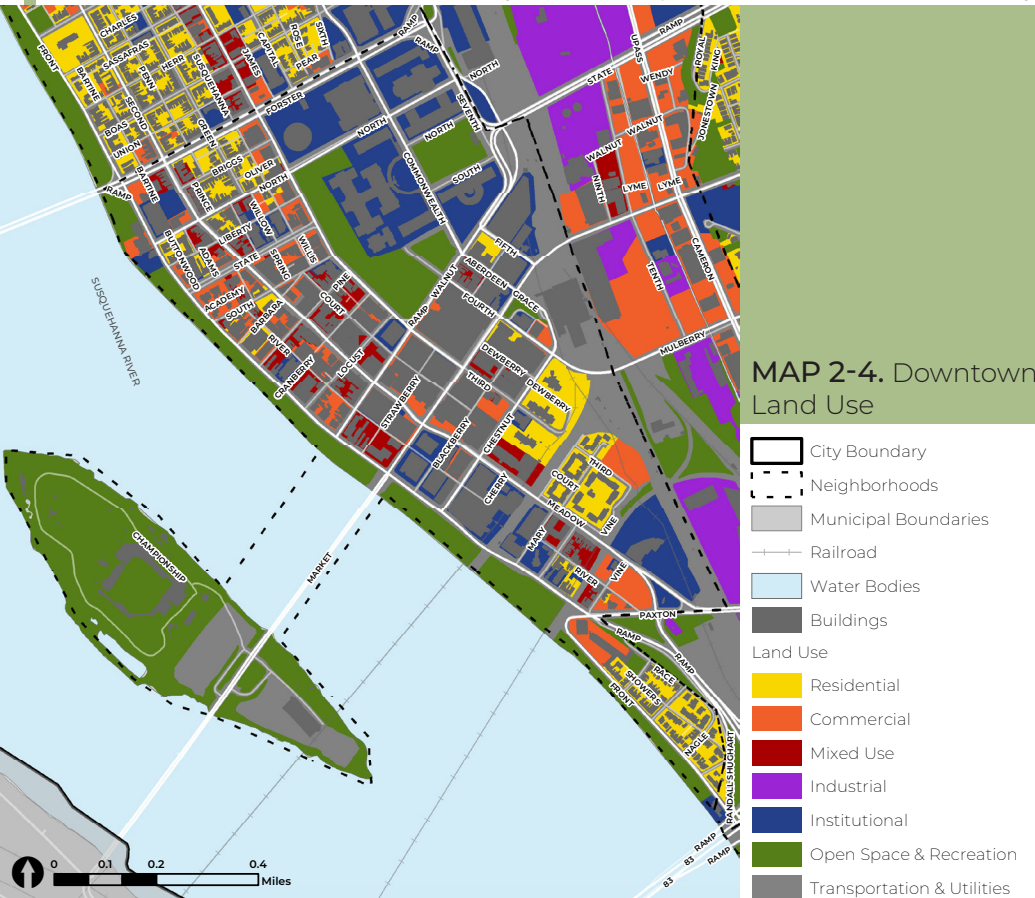
As the administrative, cultural, and economic center for the region, a land use imperative for the City includes creating a high-quality business-commercial environment. The City should replace lost economic activity

with research, development, and business opportunities, creating a strong economy parallel to the administrative economy that provides the economic base for Central Pennsylvania. Land use changes should facilitate the accommodation of research, product development, and small business generation.

The city should also strengthen its role as the commercial and cultural center of a combined regional population of 1.3 million people by enhancing diversity in population, culture, housing, and economic opportunity. Harrisburg should position itself as the functional downtown of a regional city, concentrating civic, cultural, and economic assets in an attractive, walkable urban core.

Harrisburg should be the clear location-of-choice for businesses; however, it often finds itself in competition for major businesses with suburban sites. Business attraction competition indicates that the city lacks a critical mass of available, high-quality commercial space, desirable retail space, and amenities to make it the definitive location choice.

The city is well-positioned as a center for innovation and product development, given its central location along the east coast and



transportation connectivity, combined with the quality and value of labor in Harrisburg relative to the comparable labor within the northeast corridor. The area is naturally part of one of the largest food production centers in the country, evidenced by the strength of the Pennsylvania Department of Agriculture and the presence of institutions such as the Farm Show complex. Recently, economic development interests have focused on logistics and technology. Due to the city's limited supply of land, it can support little expansion in logistics facilities, except for central offices and administration, which may prefer to co-locate with their associated warehousing facilities. Food and nutrition research can prosper within Harrisburg by utilizing institutional and commercial properties.

Since 1974, HDC has controlled the vast majority and development of the city's downtown. The primary assets created under the plan—Strawberry Square and 333 Market—are of an age where the life-cycle of building components are nearing the point where commercial structures require substantial renovation. Other downtown structures such as Pennsylvania House and Executive House would benefit from full renovations. A review of prior plans shows at least three large proposed residential building sites were changed to commercial use when constructed. If properly coordinated, new construction in expansion areas can provide opportunities to empty older structures for a complete renovation, returning them to the marketplace as energy-efficient buildings, with a higher real estate class status. The downtown would benefit from updated building facades.

Over the next 20 years, one of the city's major land use changes will take place along Paxton Creek, for the transformation of former industrial land into an expansion of downtown and ecological conservation areas will be developed. It will enable the city to realize a critical mass of commercial activity, supporting and developing the city's competitive advantages relative to the region.

Redeveloping vacant and industrial land as extensions of the downtown will be an intensive,

long-range undertaking, requiring substantial public, institutional, and private investment. Increasing Downtown's scale is critical to offer more options in leasable space and a greater variety in retail services; there are three obvious areas for expansion:

- ▶ Downtown Gateway—Possible expansion of UPMC as the area's development paradigm
- ▶ Train Station TOD—A mixed-use area that emphasizes transit-related commercial space, residential uses, and retail
- ▶ 6th Street Ridge—The orientation offers an opportunity to develop a mixed-use 'spine' from the Capitol Complex to Maclay Street, integrating new walkable development with Midtown and Uptown, which will provide new office space and complementary retail and services.

The City should engage in coordinated planning of these downtown expansion areas to optimize their value. Working groups could ensure small area and neighborhood plans are developed for the downtown as a whole and coordinate its expansion.

The long-vacant land along the 6th Street corridor between Maclay and Reily Streets, demolished between the 1950s to the 1970s, can extend the urban core northward and create additional vibrancy and intensity in Midtown and Uptown, which would be transformative for the city. A master plan would ensure consistency and quality throughout its build-out and should coordinate with nearby projects such as the Midtown Mews area.

These expansion areas represent the most viable locations to accommodate the footprint necessary for nationally-ratable Class-A office space.

**CHAPTER 05—ECONOMIC DEVELOPMENT** provides additional discussion of the downtown as an economic center.

## LAND USE & TRANSPORTATION

Concentrating residential and commercial investments in the city's core requires coordinated

## REDEVELOPMENT AUTHORITY<sup>19</sup>

In 1949, the Mayor and City Council incorporated the Redevelopment Authority of the City of Harrisburg (also known as the Harrisburg Redevelopment Authority or HRA). Since then, HRA has obtained federal, state, and local funding to revitalize the city's communities and neighborhoods. Pennsylvania's Urban Redevelopment Law of 1945 also granted redevelopment authorities the power of eminent domain, which would aid HRA in numerous future revitalization projects. HRA's mission is to eliminate blighting conditions that inhibit neighborhood reinvestment, to foster and promote sustainable neighborhood revitalization and urban renewal, and to facilitate new business and housing development. To that end, HRA:

- ▶ Prepares and implements comprehensive redevelopment plans;
- ▶ Assembles real estate for redevelopment;
- ▶ Is empowered to borrow money, issue bonds, and make loans; and
- ▶ Can condemn property, through eminent domain, in furtherance of redevelopment activities.

HRA partners with city departments to carry out urban renewal and revitalization strategies. To achieve its goals, HRA can redevelop real estate on its own, but primarily engages in public/private partnerships to leverage local, state, and federal funding for new business and housing development.

HRA should consider taking a more proactive role in the redevelopment of property it assembles, providing the public with a transparent process that increases opportunities to participate in redevelopment efforts, particularly surrounding the master planning and programming of redevelopment sites.





improvements in public transportation service to Downtown. Market and 3rd Streets should be returned to two-way streets to allow traffic bound for the downtown to approach from the east and south, respectively, which will make better use of the city's street grid and provide better circulation for downtown businesses, residents, and workers. For more information on this topic, see **CHAPTER 04—MOBILITY & ACCESS**. The new CBD expansion areas should encourage mixed-use development to promote walking and bicycling, with parking structures developed around the perimeter of these areas to move parking to its edges to facilitate multimodalism. For example, the Walnut Street Garage is nearing the end of its design life—this garage could redevelop as a potential commercial or residential building.

## CAPITOL COMPLEX

The Capitol Complex is a visual and symbolic center for the city and was called the most significant collection of Beaux-Arts buildings in the nation. The Complex presents a harmonious composition of limestone buildings situated atop a low hill, directly adjacent to Downtown, and functions as a distinct enclave within the city. As a state facility, the Capitol Complex is outside the purview of **HBCG2020**, but its design, development, and operation have a strong influence on surrounding areas. The Complex organizes around the State Street axis, which stretches from the Susquehanna River in the west to Reservoir Park in the east, spanning the width of Harrisburg.

## DOWNTOWN GATEWAY

One area with the potential for significant new development is the Downtown Gateway, which features lower-density, auto-centric design on land vacated by the collapse of Harrisburg's industries, with direct access to I-83. In addition to hosting new, higher-density development, the area can also improve traffic flow by extending South 3rd Street from Mulberry Street to the I-83 ramps.

This extension would provide several improvements, including bringing critical redundancy to the street grid; alleviating rush hour congestion; reducing traffic volume on 2nd Street, allowing a more pedestrian-focused streetscape; creating new, high-profile land with direct access to the highway for higher-quality office space; rejuvenating the South 3rd Street/Chestnut Street neighborhood; and increasing revenue for the City through higher-value, high-density development.

Revisiting the gateway opportunity in light of the I-83 widening project offers the potential to bring many of these promised improvements to Harrisburg.

In 2008, a discussion began about coordinating the development of an area in South Harrisburg that has the potential to extend and double the size of the Downtown, create 3.6 million square feet of mixed-use space, and 6,500 new jobs. Because of its location that includes a proposed regional commuter rail station and is two blocks from City Hall, four blocks from the HTC, and the northern edge of the project boarding the State Capitol, the

Southern Gateway project has the potential to be the 20-year economic engine for the city and the greater Harrisburg region.

The concept is to develop a “nutra-city” for food/life sciences research along with residential and retail development, parking and transit connections. The unique project would attract regional, state, national, and international attention as there is no similar development anywhere else in the country. The project will have synergies with the region's agriculture and food manufacturing cluster, as well as with local amenities, such as the Farm Show Complex and Harrisburg University. The Harrisburg Downtown Gateway Project will become an economic engine for the city, the region, and the state.

## UPTOWN

The boundary of the Uptown district is the city limits to the north, 7th Street to the east, Maclay Street to the south, and Front Street to the west. This area encompasses several current and past neighborhoods and developments, including Riverside, Academy Manor, Goat Town, Landmark, Camp Curtin, Schuadamageville, and Cottage Ridge. While Uptown features many of the same north-south streets and much of the same street grid as Midtown, the nature of their use and form is very different. Whereas Midtown's expansive redevelopment demolished large blocks of building stock, Uptown maintained much of its building stock between the riverfront and 6th Street. Interspersed in this grid, however, are larger developments such as the Polyclinic Hospital and Riverview Apartment complexes.

The Uptown area developed after the introduction of the automobile—auto-centric planning resulted in longer blocks, rear alleys, and detached garages. A review of previous studies and writings on the area indicates several fundamental hurdles that should be addressed or removed. The City should communicate with the community to prioritize resident mobility, improve streetscapes, and enhance economic prospects, including the development of neighborhood retail, restaurants, and small business space.

Several properties in the area require revitalization or redevelopment and adaptive reuse, such as William Penn High School, Polyclinic Hospital, Zembo Shrine, Scottish Rite Temple, Hadee Mosque, and the Marine and Navy Reserve Center. Large surface parking lots in the area may also accommodate redevelopment.

The 6th Street corridor provides optimal conditions to create a multimodal live-work-play district. Historic building stock along the river near vacant 6th Street properties reinforces opportunities for diverse housing options that can lead to the creation of a dynamic urban environment.

The Camp Curtin neighborhood should focus on reinvesting in its historic housing stock and the community retail areas along its edges.

## LIVE-WORK-PLAY

In contrast to the ribbon of land along the River, the area east of 3rd Street has no organizing public space, such as Riverfront Park. Areas north of the Capitol Complex and east of 3rd Street were built speculatively in larger developments as mass housing. The neighborhoods developed as different plats, which connect to form an area of continuous housing in a nearly continuous street grid defined by larger east/west connector streets: Division, Maclay, Reily, Verbeke, and Forster.

Three neighborhoods occupy the area extending from Maclay to Reily: Uptown, Capital Heights, and Reily Square. South of Reily, neighborhoods become more compact and defined: Hardscrabble, Fox Ridge, New Fox Ridge, Cumberland Court, and Engletown. District neighborhood areas become less densely concentrated as the city extends north.

Housing form and style tends to change with the addition of new plat patterns. In contrast to the subtle block-by-block stylistic evolution of 2nd Street, the Ridge developed quickly with larger areas of similar housing, between Forster and Maclay. In the 1960s and 1970s, there was substantial removal of housing stock east of 3rd Street and clearance of many blocks east of 5th Street.

The Northern Gateway project has resulted in improvements to 7th Street. Unfortunately, the Northern Gateway is a loosely defined idea rather than a detailed plan. The Northern Gateway's original stated purpose was to facilitate travel from points north of the city to the Capitol Complex and CBD. Travelers from northern locations approach the city from Route 322 and I-81. Both highways converge on Cameron Street, creating conditions for frequent congestion. Large traffic volumes still need distribution from I-81 and Route 322 in the north and I-83 from the south to the street network.

Properly planned, a Northern Gateway would distribute traffic into the street grid network rather than concentrate it along Cameron Street. The lack of redundant access creates conditions for frequent congestion and delay in traffic movement whenever an abnormal event compromises traffic flow anywhere along the path of access to the downtown.

Given the proposed redevelopment efforts for the north, east, and south extensions of the CBD will effectively create the permanent form of the city for the foreseeable future, the undertaking requires great care and concerted effort to coordinate infrastructure, transportation, and built form from the beginning.

## MACLAY STREET

The Maclay Street Corridor's great potential to serve as an urban connector is virtually untapped. The street provides an opportunity for a strong community core at the junction of south Camp Curtin and Uptown Neighborhoods. Furthermore, a rebuilt Maclay Street Bridge has the opportunity to provide alternative transportation links to the Farm Show, State Hospital properties,

the Armory, and Reservoir Park. As an item of multi-municipal planning, this could be connected to the Old Route 22/Jonestown Road study, providing a bikeway/multimodal transportation out of the Colonial Park and eastern suburbs.

## CAMP CURTIN

The area north of Maclay Street developed after the introduction of the automobile. Planning around the automobile changes the form of the grid to include much longer blocks, rear alleys, and detached garages for many houses. New urbanist theorists championed this pattern, but also recently questioned it in public dialogue regarding the expense of the alley upkeep and paving.

The Division Street Corridor holds some of the city's finest buildings and open spaces. Unfortunately, a large number of these buildings are examples of surplus building stock left behind by a shrinking population and changing social patterns: William Penn High School, the Zembo Mosque, Scottish Rite Temple, and Polyclinic Hospital facility.

Over the past decades, residents tried to organize in the Camp Curtin area. There is a clear interest in revitalizing the area. A review of prior studies and writings about the area indicates several fundamental hurdles that need to be addressed or removed.

First, reports indicate that neighborhood groups appear to be fragmented and competitive, rather than collaborative. The current political structure of the neighborhood should assess the capacity for local management of planning and reinvestment.

Second, the prior plans had sound goals regarding the enhancement of neighborhood services and retail. Still, the planning principles employed to achieve the goals seem naive, particularly in the location of viable retail. 6th Street formerly had scattered neighborhood retail, but there are no major intersections in the neighborhood where retail would naturally succeed. The closest intersections with major streets are at Maclay and Division. 6th and Maclay is a major intersection. Maclay Street supports retail, such as pharmacies, laundries, and restaurants. 6th and Division marginally qualify as a major intersection, but Division is a short street and does not connect with Cameron Street.

Currently, Division Street terminates at the Uptown Plaza, which provides a shopping hub for the area, although the facility is tired and needs replacing. The potential for naturally occurring reinvestment in the Camp Curtin neighborhood is one of the most compelling justifications for the Division Street Crossing. The Camp Curtin neighborhood needs to focus on reinvesting in its historic housing stock and community retail areas along its edges.

While **HBG2020** cannot recommend the introduction of a commercial core in the middle of the neighborhood, a system of public space and bike/

pedestrian circulation would give the neighborhood a place for organized social and recreational space. The area can work with the City to improve streets and streetscape, understanding the project will most likely occur as components of the Maclay Street improvements and Division Street improvements. Planning should consider neighborhood retail, restaurant, and cafe space in Camp Curtin.

## MIDTOWN

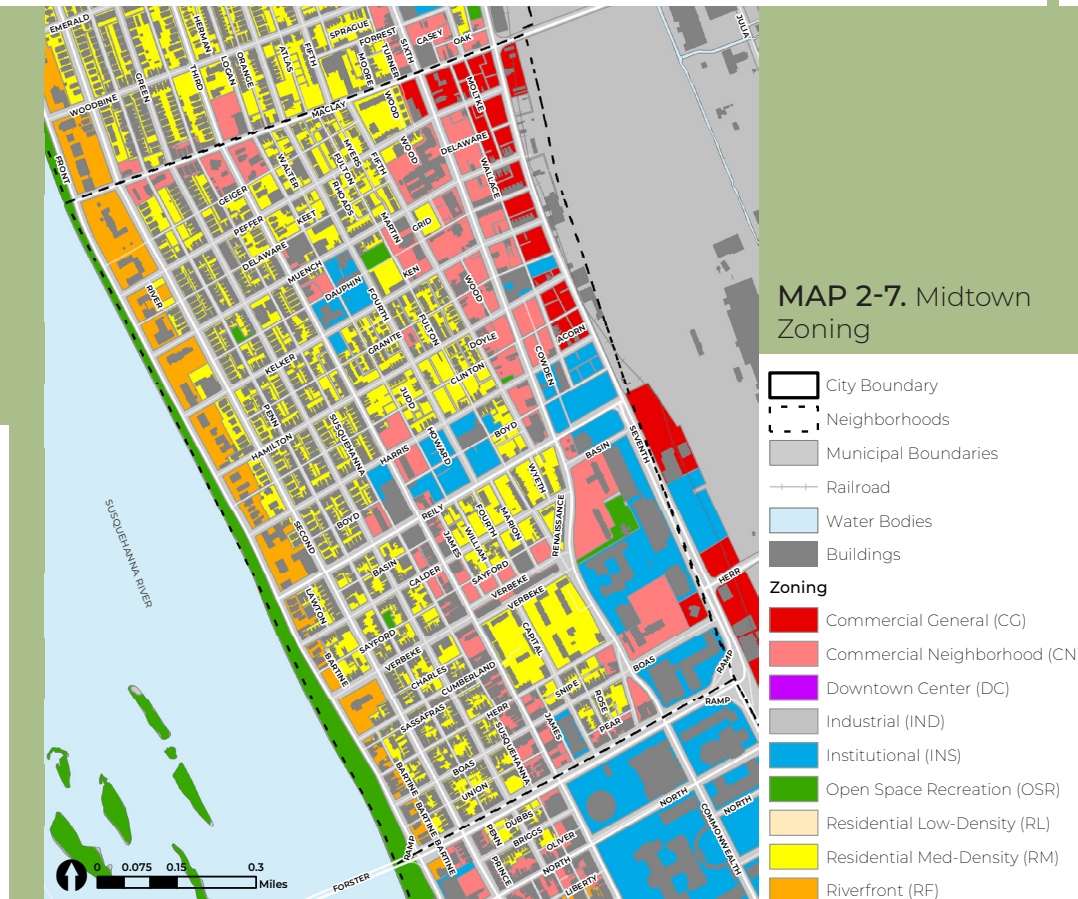
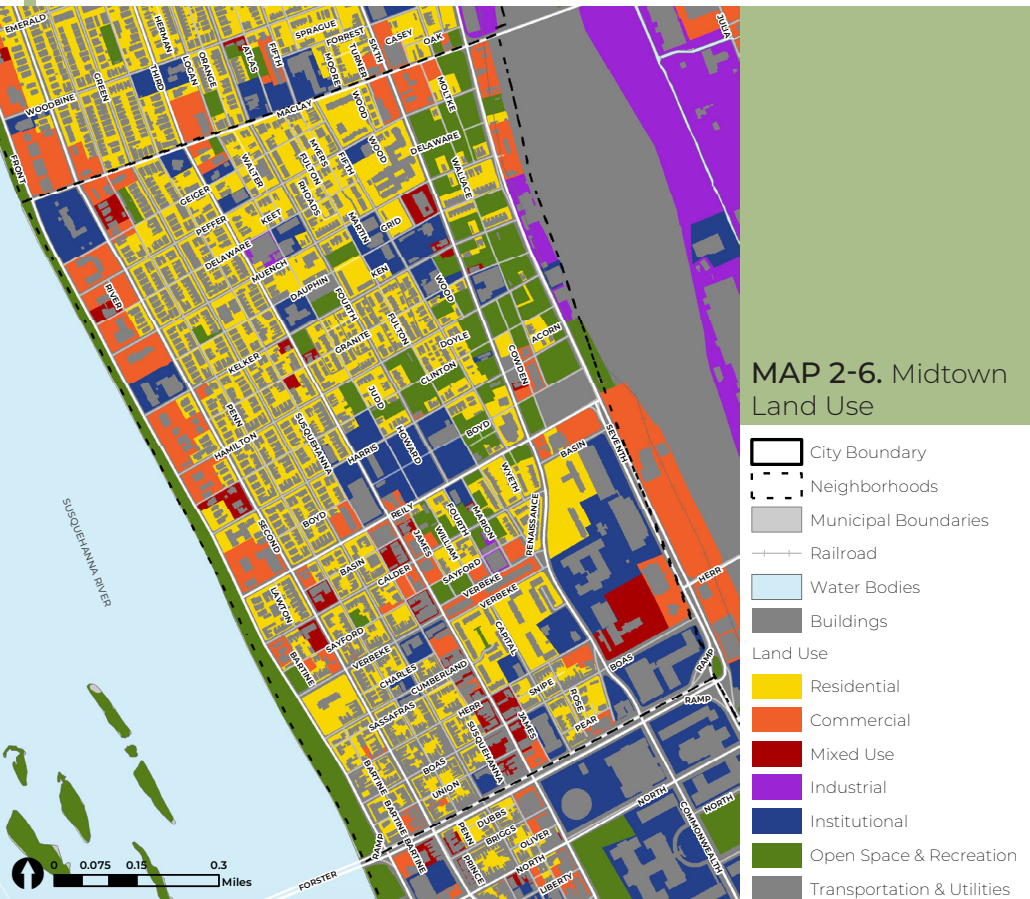
The Midtown district boundary includes Maclay Street to the north, 7th Street to the east, Forster Street to the south, and Front Street to the west. This area encompasses several current and past neighborhoods and developments, including Cottage Ridge, Governor’s Square, Old Uptown, Engletown, Capitol Heights, Marketplace Townhomes, Hardscrabble, West Harrisburg, Cumberland Court, Fox Ridge, and New Fox Ridge. The district is primarily composed of residential townhouses and duplexes surrounding neighborhood commercial corridors (3rd and 6th Streets), with institutional uses interspersed throughout, including state buildings, the Ben Franklin Academy, HACC Midtown Campus, and the Governor’s Mansion. There is an eleven-block swath of land running between 6th and 7th Streets from

Reily to Maclay Streets that features scattered commercial, residential, and institutional uses.

Past efforts to expedite development in Midtown demonstrate the importance of a comprehensive plan—the legacy of minimal planning coupled with a transactional economic policy resulted in disjointed development that did not. The past demolition of contiguous blocks of historic building stock east of 3rd Street creates opportunities; these areas could significantly increase Harrisburg’s commercial space, incorporate alternative housing types, and introduce cultural offerings.

## THE MARKET DISTRICT

The area between Reily Street and the Broad Street Market, has the potential to be a unique environment in the city. A small area plan could promote the development of a pedestrian-focused, mixed-use core featuring shared streets, alternative housing types, and a sustainable community commercial cluster—a Market Mews. As Broad Street Market has transitioned from a neighborhood amenity to a more regional draw and blocks to the south redeveloped as housing, the neighborhood to the north has seen more disjointed development patterns. Reily Street holds the potential to



# MEWS DISTRICT PROGRAMMING

The proposed Market Mews has the potential to accommodate new types of development that reinforce two functions:

- ▶ Create a unique center with a distinct sense of place; and
- ▶ Facilitate multimodal movement through the district, connecting to adjacent neighborhoods.

The Market Mews connects four surrounding elements: Broad Street Market, the 3rd Street corridor, the Federal Courthouse, State Archives, and residential districts to the north. Ensuring that new development in this area blends into and supports the surrounding neighborhood fabric is critical to the success of this district. It could emphasize extensions of existing, prominent features or combine current influences into a new design model. New development should reinforce the social and economic value of the Broad Street Market.

It is important to note, however, that success will require more density and a greater variety of uses. New space for arts and culture could build on the presence of the Susquehanna Art Museum and Millworks. At the same time, a focus on nutrition, urban agriculture, and healthy living could express the character of the Broad Street Market. Development of offices at 6th and Reily Streets could support the Federal Courthouse, while a more varied, pedestrian-scale environment toward 3rd Street will reinforce the existing neighborhood commercial corridor. The co-location of the Ben Franklin School, State buildings, and high-density residential towers could facilitate workforce development and continuing education programs. New housing development should likewise feature greater diversity in type and design. In total, there is the potential to increase quality affordable housing, eliminate blight, strengthen community pride, develop quality building fabric that enhances the city’s architectural profile, and reinforce the city’s tax base.

become a unique, multi-block urban retail district with the potential for higher-density, higher-value infill development, while 6th Street offers a more expansive development platform.

The HACC Midtown Campus, begun in the 2000s along Reily Street, could have increased the daytime population of Midtown with new students and faculty, reversing decades of population decline from urban renewal efforts. As HACC’s focus shifts to consolidating class and faculty space in the Wildwood Campus, other institutional development along 6th Street—the Federal Courthouse and State Archives—are sustaining a different, multi-use approach to development along Reily Street. This new development can establish a more defined northern edge to Midtown’s commercial core, with distinct differences in use and building massing to the north and south, and form a link between existing retail and entertainment areas and new development along 6th and 7th Streets.

Due to the existing transportation infrastructure, coordinating land use with transportation is particularly important in this area. While wider roadways such as Reily Street, 6th Street, and 7th Street accommodate vehicular access, many of the narrower, parallel routes promote pedestrian use and slower speeds. Garages and mass transit infrastructure should be concentrated along the major access routes, while smaller side streets can redesign as “shared streets” that prioritize pedestrians, bicyclists, and vehicles equally. This change, in turn, supports a more distinctive architecture and streetscape in the Market Mews.

The Market Mews has the potential to be a thriving mixed-use district in the city; optimizing development in this area is an important component of a sustainable, prosperous future for Harrisburg.

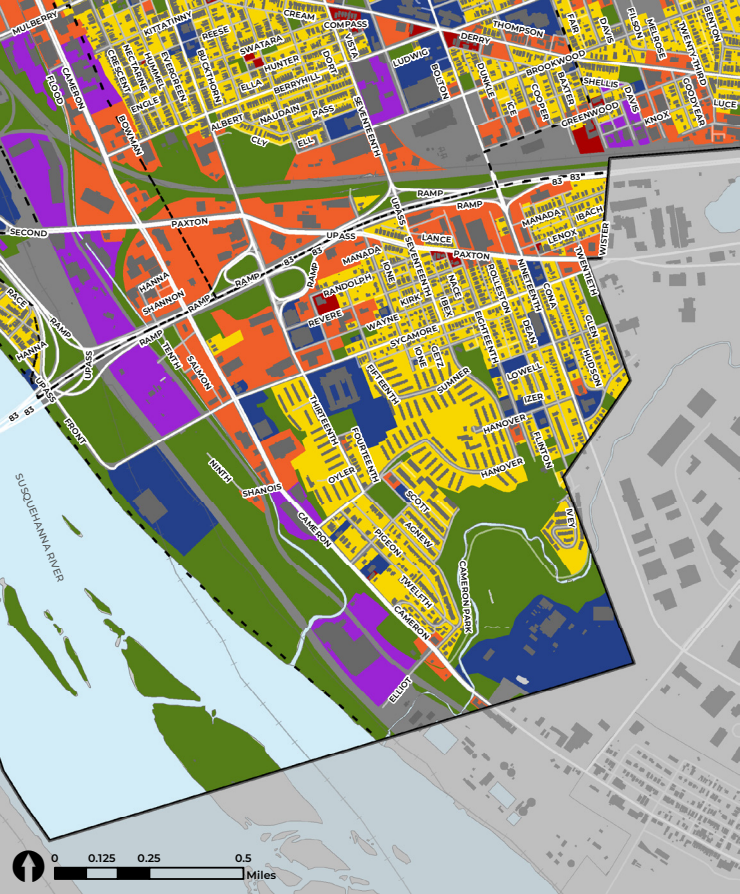
## SOUTH HARRISBURG

The South Harrisburg district boundary includes I-83 to the north, the city line to the south and east, and the Susquehanna River to the west. This area encompasses several current and past neighborhoods and developments including Lochiel, Cloverly Heights, Hall Manor, and Hoverton

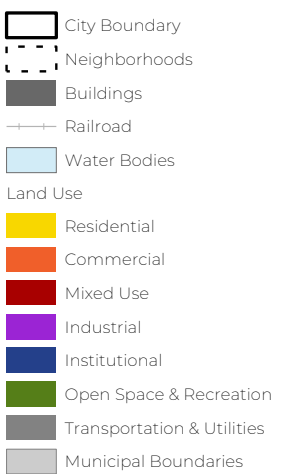
Homes, as well as the former Phoenix Steel sites along Paxton Creek.

South Harrisburg features a range of disparate land use patterns—residential areas in the central and eastern portions, flanked by industrial areas to the west and south, with auto-centric commercial development to the north. Further complicating land use in South Harrisburg is environmental conditions, both naturally-occurring and human-made. Karst limestone geology underlays the entire area, which manifests through sinkholes and depressions that make development more expensive and compromise long-term viability. The majority of property west of Cameron Street is in floodplain formed from the confluence of the Susquehanna River, Paxton Creek, and Spring Creek. The City’s imperative to better manage floodplains, guided by its participation in FEMA’s Community Rating System (CRS), must consider development siting, structure, access, use, and property management (for additional information on the City’s participation in the CRS program, see **CHAPTER 06—PARK, OPEN & CIVIC SPACE**). In addition to these natural complications, industrial development has created a legacy of adverse impacts on the community. Properties west of Cameron Street might contain brownfield conditions, but they have not performed a comprehensive study. Finally, the proximity of South Harrisburg to the Harrisburg Incinerator imparts environmental justice issues for residents.

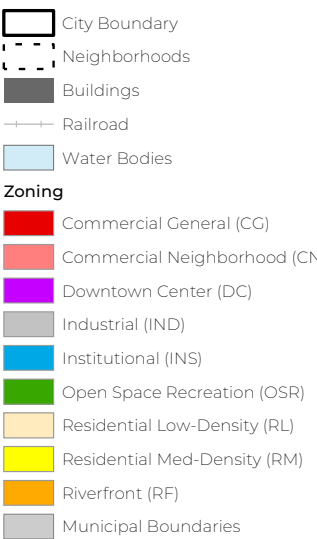
Although I-83 and Paxton Street, to a lesser extent, act as barriers to reconnecting South Harrisburg with neighborhoods to the north, there is a different kind of opportunity to increase connectivity and activity to the city: the I-83 widening project. Under this proposal, large areas of South Harrisburg could be naturalized as open space to provide ecological buffers for the community to maintain viable neighborhoods and enhance economic, equity, and environmental sustainability. The I-83 widening project would provide opportunities to improve multimodal connections to Allison Hill at 13th, 17th, and 19th Streets; the latter two street crossings would give direct access to the retail,



MAP 2-8. South Harrisburg Land Use



MAP 2-9. South Harrisburg Zoning



service, and recreational opportunities within the revitalized Allison Hill community corridor.

## ALLISON HILL

The Allison Hill district boundary includes Arsenal Boulevard and Herr Street to the north, 19th Street to the east, I-83 to the south, and the bluff along Cameron Street to the west. This district breaks into three smaller neighborhoods: North Allison Hill (from Route 22 to State Street), Central Allison Hill (from State Street to Market Street), and South Allison Hill (from Market Street to the railroad tracks). Primary land uses found within Allison Hill are townhouse and semi-detached residential buildings surrounding neighborhood commercial corridors and a small industrial core area that is a legacy of the area's economic past.

Allison Hill reasonably delineates land uses between the residential communities east of 19th Street and north of State Street, the industrial areas along I-83, and the commercial corridors that radiate out from Cameron Street and form north-south connections. This spatial separation can impair access to services, employment, and public spaces for residents. Creating

vibrant, mixed-use communities that support these amenities within the existing community fabric can serve to strengthen neighborhood cores.

While there are several commercial corridors within Allison Hill (i.e. Market, Derry, and 17th Street), they function as both commuter thoroughfares and neighborhood commercial corridors. This duality introduces unsafe pedestrian/motorist conflicts and reduces the streetscape experience for residents and visitors. Establishing a central civic space for Allison Hill along the abandoned rail spur between 17th and 18th Streets would create a pedestrian-oriented space that could spur revitalization and reuse of the adjacent industrial properties.

## MARKET STREET—IMPROVED EAST-WEST CONNECTIONS

Market Street is one of only three streets, and the only surface street, that directly connects Downtown to the Hill Wards. In essence, it alone performs the same role connecting the CBD to Allison Hill as Front, 2nd, 3rd, 6th, and 7th Streets connect the CBD to the River Wards. The block downtown provides three lanes of outbound traffic; thus, it fails to provide clear, direct passages throughout the city, which must be corrected.

Over the past 40 years, most stretches of Market Street have seen a marked change: the placement of intensive parking infrastructure on City Island and the transformation of Market Square to a highly-articulated streetscape with planters protecting pedestrians from higher-speed, one-way traffic. Three quadrants of space feature building entry courts, while the remaining quadrant is public space. The hotel on the square has permanently appropriated use of the space at the center of the public square by fencing it for use as valet and VIP parking. This appropriation is inconsistent with the idea of a central public square.

A bus transfer center occupies the southeast quadrant. The effect of the current design eliminates any space clearly articulated for the public. The evolution of Market Square from a public space to private territory bodes poorly for the recommendation of long-term conservation of new public space, which suggests that public assets require mechanisms for long-term, high-level protection.

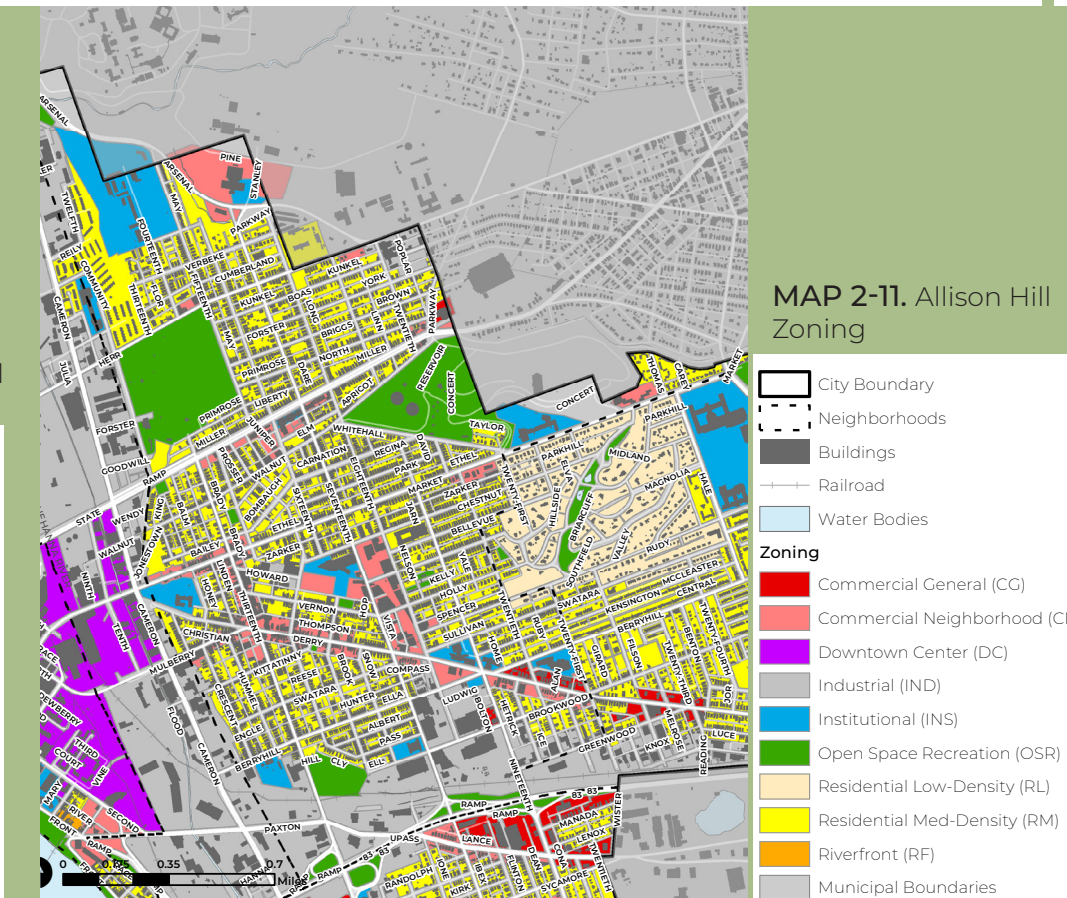
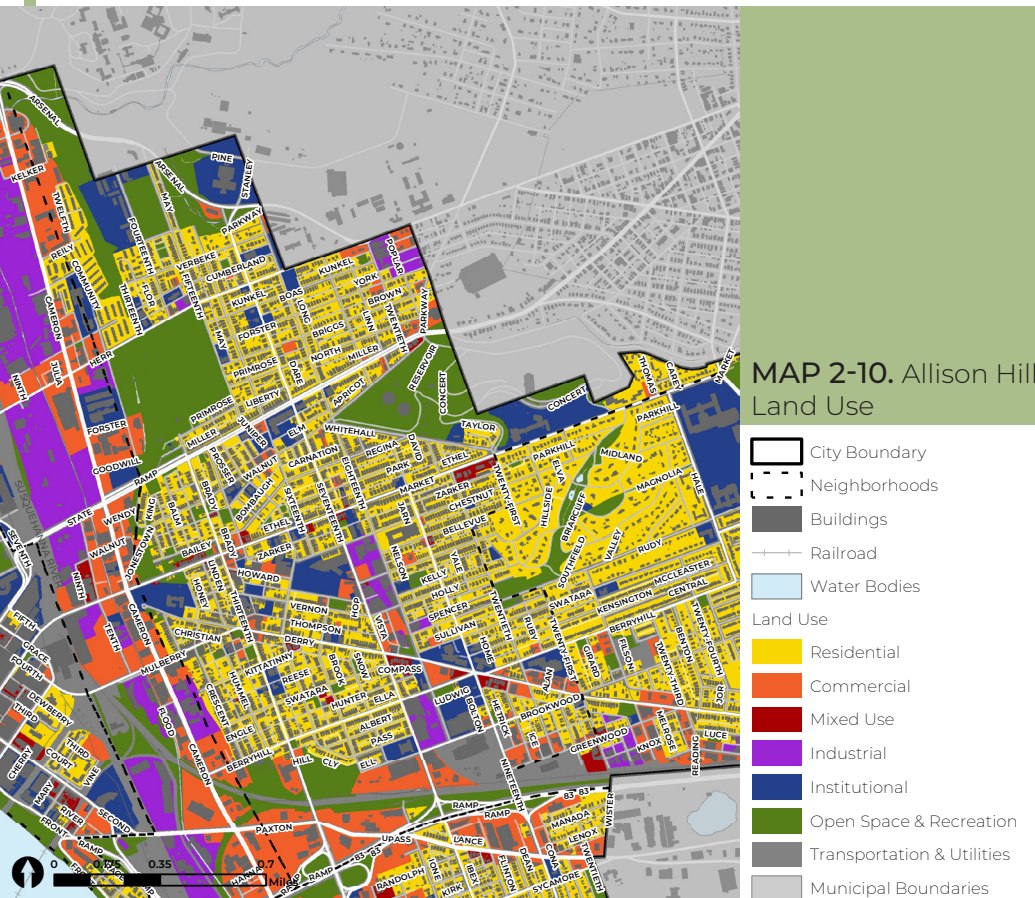
Examples of incremental erosion of the streetscape include:

- ▶ The conversion of Market Street east of 2nd Street to three lanes of one-way outbound traffic

- ▶ The chaotic pedestrian environment created at 5th and Market Streets by a variety of independently planned bus movements, the neglected subway, and the cutting of the YWCA driveway into the Bluff
- ▶ The neglect of the Market Street Slope between Cameron and 13th Streets

These changes combine to transform Market Street from Harrisburg's former Main Street to a disjointed thoroughfare that thwarts attempts at the passage between East Harrisburg and the core of the city. This transformation has undesirable secondary effects—the traffic pattern diminished activity in the Downtown, the street has few pedestrians, and retail struggles.

Incremental transportation improvements intended to assist in peak hour traffic, but these single-purpose efficiencies destroy the natural functioning of the street grid that connects the downtown and city neighborhoods. Turning the city's main street to one-way outbound traffic effectively destroys its ability to function as a primary urban connector and, likely, contributes to the difficulty maintaining retail anchors on the city's former main shopping street.



Reorganizing Market Street represents a commitment by the City toward a civic environment that favors pedestrian convenience over vehicular convenience. Coordinating improvements along Market Street for near-simultaneous completion could rapidly redefine important relationships in the city.

Between Market Square and South 25th Street, Market Street should function as a normal urban street with special emphasis on Market Square to 18th Street as a pedestrian-focused streetscape. Distinct sections of the street should develop in conjunction with public space; for example, downtown Market Street should be an extension of Market Square.

A completed Market Street would help to unify Allison Hill and the downtown with continuous street retail lining the street from the Susquehanna River to at least 15th Street. The City Square will create a new center for Harrisburg, connecting pedestrian traffic between the east and the west.

Proposed developments along Market Street include the following:

- ▶ **Market Gateway West.** Market Street provides an entry sequence and gateway to the city from the county.
- ▶ **City Island Improvements.** The area of the south of the Walnut Street Bridge, including the parking lots and parking garage, should be reconsidered to reduce surface parking and increase green space. The top of the garage could be converted into a fun space, perhaps hosting restaurants or other activities.
- ▶ **Riverfront Park.** There should be consideration given to the establishment of refreshment kiosks in the Park near the bridge, as part of the general initiative to increase the use of Riverfront Park and City Island.
- ▶ **Market Square Improvements.** These improvements remove the bus transfer center, provide the Square with a straightforward plan with good paving, and possibly excavate the Square to provide a subterranean garage under the open space.
- ▶ **Two-Way Market Street.** As part of the overall plan to normalize the grid, traffic from 2nd to 5th Street should convert to two-way movements. This conversion will result in traffic calming in the Downtown's pedestrian core. Traffic flows to and from east Harrisburg should also be encouraged.
- ▶ **Downtown Gateway.** A converted two-way 3rd Street will connect it to I-83, creating an alternate route to the CBD.
- ▶ **5th & Market Street Improvements.** The relocation of the bus transfer center to the HTC creates an opportunity to replace the location of the bus services on Market at 5th Street. As part of the initiative to remove all but local destination traffic from the CBD, it is desirable to remove the buses to the track level of the Transportation Center, freeing the

current inter-city bus loading area to become a plaza. In doing so, 5th and Market Streets can repurpose as an alternative transit plaza.

- ▶ **Underpass Improvements.** Ideally, the railroad underpass can enjoy a lighting design project to enliven the space during both day and night. The underpass requires, at minimum, sealing from water draining from above, regular painting, lighting, and at least daily cleaning and maintenance.
- ▶ **City Square.** This development is a proposed TOD centered around the HTC. City Square provides a critical link between Allison Hill and Downtown. The project includes over 2 million square feet of mixed-use development and a large public space, next to the proposed Paxton Creek Greenway.
- ▶ **Paxton Creek Greenway.** Paxton Creek is prone to flooding. The city would benefit from reclaiming the creek from a concrete-lined channel to a more naturalized stream bed. This reclamation provides a cost-effective way to address flash flooding and also provides a linear park in the middle of the city, linking the north and south sides and connecting to the greenbelt.
- ▶ **Market Slope.** The block with the single greatest potential for radical transformation is the 'Market Slope' from Cameron to 14th Streets. This area ties in with the Terraces neighborhoods. The introduction of carefully designed, terraced, mixed-use buildings increases access to housing from Bailey Square and commercial/retail space from Market Street.
- ▶ **Bailey Square.** The proposed Bailey Square could become one of a series of public plaza spaces that define substantial community nodes along Market Street: Market Square, City Square, Zarker Square, and Meander Park.
- ▶ **Market Street Corridor Reinvestment.** A residential investment program can test along Market Street from 15th to 20th Streets. These properties experience a high level of absentee landlord ownership. Reinvestment in this area's housing stock should renovate the building stock and conversion from absentee landlords to resident ownership.
- ▶ **Market Gateway East.** Design improvements to the Market and South 25th Street intersection should promote traffic calming, particularly by the high school. Market Gateway East is a complicated area, with four roads converging and the parkway emerging from the east end of Reservoir Park, extending to Derry Street. The area should consider a roundabout gateway and landscape treatment to access, identify, and celebrate the greenbelt.
- ▶ **Living Street.** A living street accommodates pedestrians, bicyclists, and motor vehicles; however, pedestrians have priority over cars. On these streets, the living environment dominates rather than vehicular infrastructure. Living streets improve the quality of life for residential streets by designing them for people, not just for traffic.

- ▶ Meander Park. Located between 17th and 18th Streets, Meander Park appropriates open space to create a hardscape plaza that connects to Market Street, and focuses on community food distribution, including farmers' markets and shared commercial kitchens. In addition to the food cluster, there will be a focus on repurposing industrial buildings as innovation centers.

## PUBLIC SPACE CREATION

Meander Park converts a former rail spur into a vibrant public space that incorporates a landscape full of recreational activities. It unites former manufacturing buildings that will undergo conversion into space for innovative companies, maker space, and start-up enterprises in areas such as communication, technology, logistics, health, and nutrition research. Meander Park will incorporate a variety of food distribution and food-service facilities to serve the neighborhood, city, and region. It will include:

- ▶ A new farmers' and producers' market
- ▶ Specialty food shops
- ▶ Restaurants
- ▶ Shared commercial kitchen
- ▶ Opportunities for food stands and food trucks
- ▶ Collective food pantry distribution
- ▶ Culinary training programs
- ▶ Grocery stores
- ▶ Picnic areas

Most importantly, it will become a central civic space of Allison Hill, a place where the city can come together and celebrate the richness of its neighborhoods.

The landscape design features more passive activities in the central area increasing in intensity to the skate park at the southern end of Meander Park. Similarly, water

features transition from small and passive in the north to more active water features and play areas to the south.

The southern part of Meander Park will connect the special development area focused on active youth along I-83, with the interior neighborhoods of Allison Hill. The 17th and 19th Street exits and the roadways connecting the traffic between the Hill neighborhoods and the interstate will be re-planned to ease congestion and slow traffic while maintaining smooth traffic flows to and from the interstate.

Instead of wasting the land in between the highway off-ramps, these spaces can become beautiful, eye-catching gateways to Harrisburg. Successful gateways have developed in many other cities around the nation. The new Allison Hill market structure design should be tall enough to see from I-83 and distinctive enough to become a symbolic regional landmark.

The Schreinerstown and Pleasant View areas are relatively isolated from the core areas. These areas likely require their own community commercial area for fresh foods, goods, and services.

An area plan should connect with a State Street Study, which should include studies to complete the east end of the State Street axis. The plan could include multi-family housing, a green market, and a retail center. These would take advantage of the location at the entrance to Reservoir Park and the terminus of State Street as a formal, processional boulevard. The community center's design should focus on a symbolic element (such as a fountain) that simultaneously marks the end of the processional at Reservoir Park's water source. Providing potable public water is one of the earliest roles of civic government and makes a fitting expression of successful government.

## EAST HARRISBURG



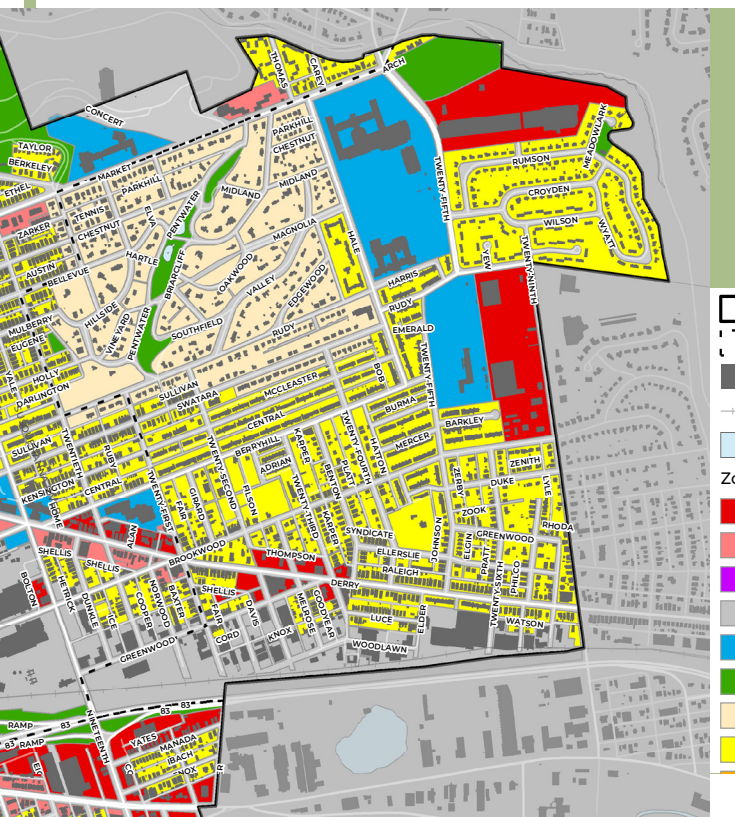
The East Harrisburg district boundary includes Reservoir Park and Market Street to the north, the city line to the east, the railroad tracks to the south, and 18th Street to the west. Smaller rowhouse neighborhoods and detached homes in Bellevue park make up this area, in addition to commercial corridors along South 29th and Derry Streets, an industrial corridor adjacent to the railroad tracks, and larger institutional uses such as John Harris High School, the Marshall Math Science Academy, and the former Bishop McDevitt High School.





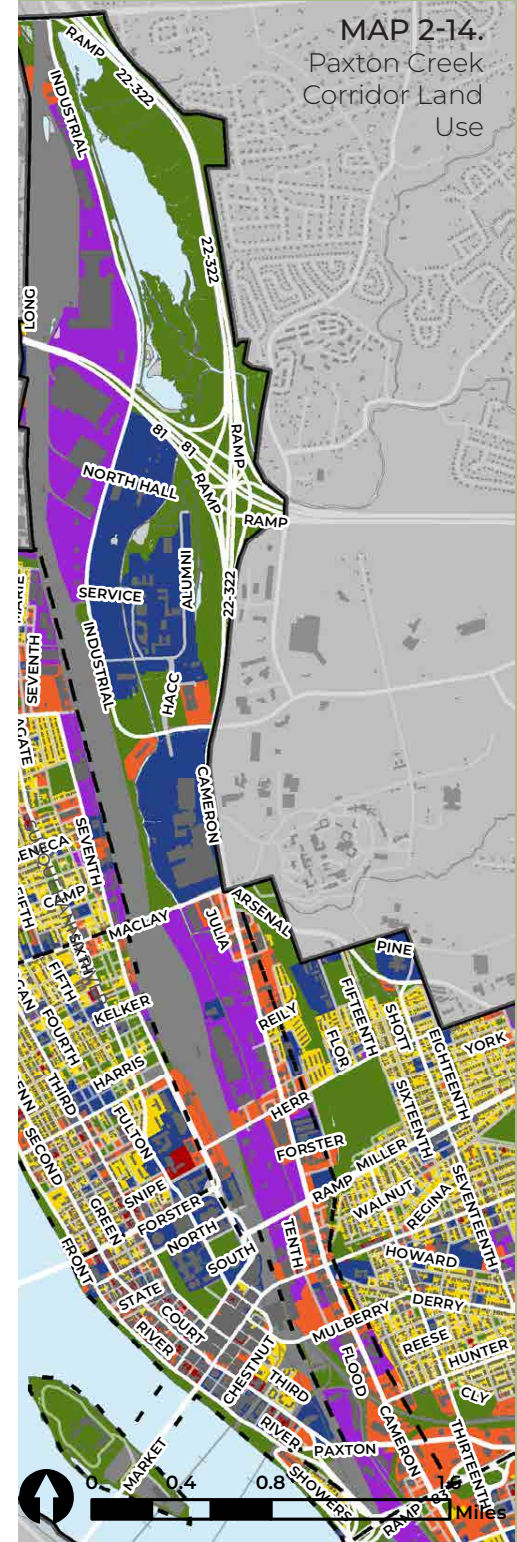
**MAP 2-12. East Harrisburg Land Use**

- City Boundary
- Neighborhoods
- Buildings
- Railroad
- Water Bodies
- Land Use**
- Residential
- Commercial
- Mixed Use
- Industrial
- Institutional

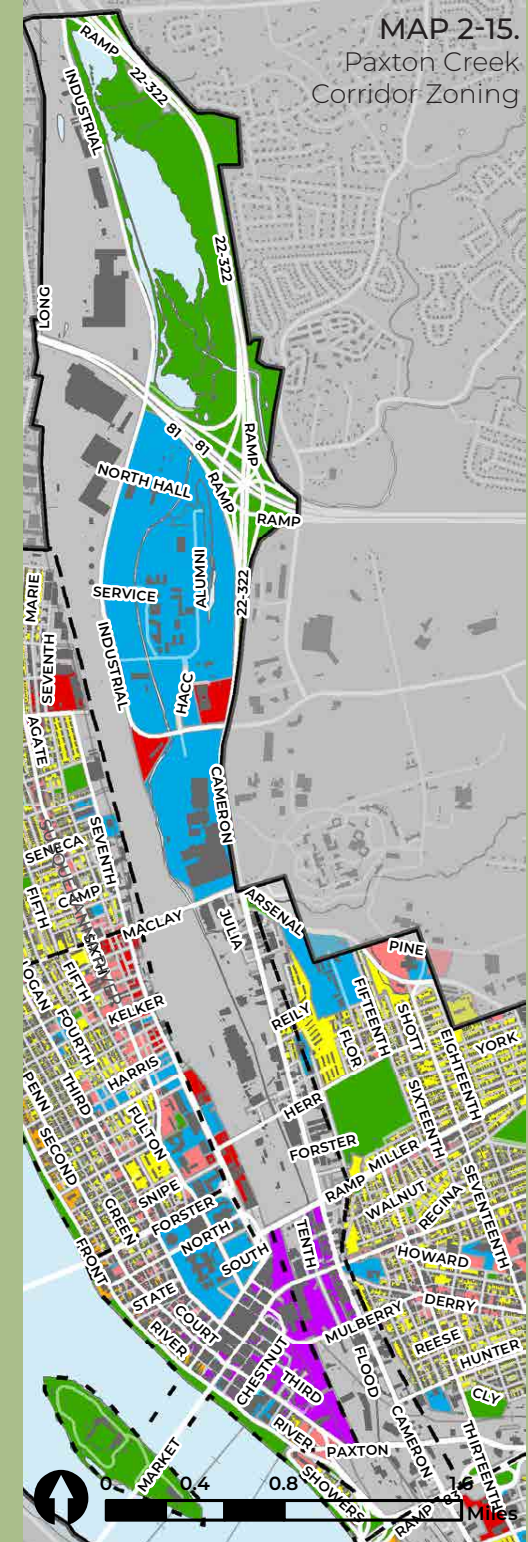


**MAP 2-13. East Harrisburg Zoning**

- City Boundary
- Neighborhoods
- Buildings
- Railroad
- Water Bodies
- Zoning**
- Commercial General (CG)
- Commercial Neighborhood (CN)
- Downtown Center (DC)
- Industrial (IND)
- Institutional (INS)
- Open Space Recreation (OSR)
- Residential Low-Density (RL)
- Residential Med-Density (RM)



**MAP 2-14. Paxton Creek Corridor Land Use**



**MAP 2-15. Paxton Creek Corridor Zoning**

## PAXTON CREEK CORRIDOR



The Paxton Creek corridor is unique in that its geographic and environmental conditions stimulated an economic and development history that created a section of Harrisburg very different from the rest of the city.

## ZONING

The Zoning Code and Zoning Map are the regulatory tools used to direct the type and location of development in a way that implements **HBC2020's** vision. These tools strive to support land uses thriving under current economic conditions while successfully adapting to the future, possibly unforeseen circumstances. An effective Zoning Code and Zoning Map strike a balance between the requirements of different land uses.

The current Zoning Map, adopted in July 2014, features medium-density residential areas surrounding a downtown commercial and institutional core from which neighborhood commercial corridors radiate; open space and institutional uses intersperse throughout the city. Two industrial corridors running along Street and I-83 divide the city along north-south and east-west axes. The current Zoning Code presents a much more simplified and mixed-use guide for Harrisburg than the 64-year-old document that preceded it, which strictly separated uses through a complex, pyramidal zoning structure, and the map that accompanied it that divided the city into a patchwork of conflicting districts.

Traditional zoning created undesirable economic and use segregations. Euclidean zoning, which separated everyday uses and grouped similar uses, stemmed from a need to insulate residential areas from noxious uses. Modern planning practice recognizes these as undesirable and unsustainable goals in our current communities. While Harrisburg's residential areas developed along industrial uses, later land use decisions separated residential from industrial areas and commercial uses. There are far fewer noxious uses in Harrisburg currently, reducing the need for separating land uses as a health and safety issue. Current models of urban living emphasize a more uniform distribution of residential, commercial, and retail uses, creating mixed-use neighborhoods. Since Harrisburg's form is already well-established, there is less need for a zoning system whose primary purpose is to separate the locations of industrial and residential uses. Although new development is necessary and inevitable, the focus of the City's regulatory efforts should begin shifting from regulating growth to conserving the successful elements of the built environment and promoting complementary infill development. One of the ways communities can approach this is through form-based zoning. Alternatives combine elements of both zoning philosophies in a hybrid format.

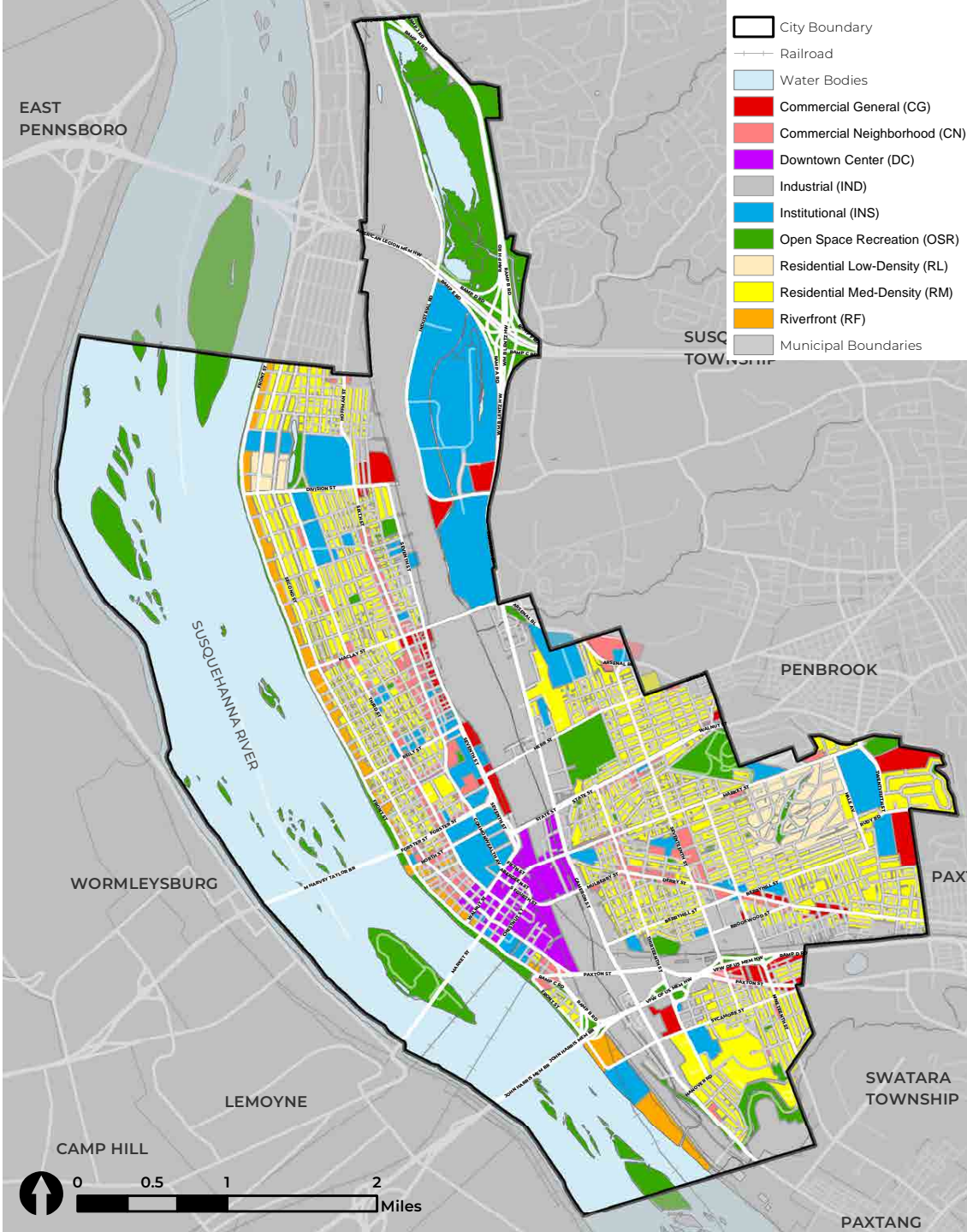
Moving forward, Harrisburg should focus on two modes of land management:

- ▶ Conservation of established urban fabric—this will strengthen the distinctive form and character of already established neighborhoods within the city; and
- ▶ Focused reinvestment in vacant and underutilized land—this is critical to increasing the concentration of cultural and economic services in the city's core, increasing its attraction as the preferred place of business and leisure for the region. It will also support neighborhoods throughout the city, enhancing those communities with additional services and amenities.

Harrisburg should explore transitioning from its current, traditional zoning system to a form-based code as an option for the next Zoning Code update.

## ZONING MAP

The 2014 Harrisburg Zoning Code and Map attempt to transition clearly defined but disparate land uses, represented through a patchwork of 29 zoning districts often only a few blocks in area, to a more complex mix of uses expressed through fewer (9) zoning districts with expansive footprints. The current zoning provides Commercial Neighborhood (CN), Commercial General (CG), and Institutional (INS) districts interspersed through a backdrop of Residential Medium Density (RM) districts that compose the majority of the city, indicating a move toward more mixed-use neighborhoods. Promoting the complex patterns of mixed uses and incomes that a successful, equitable future requires can be difficult through this zoning structure. Future zoning updates should adopt a more holistic mapping that accommodates the natural mix of uses that generate vibrant mixed-use districts.



MAP 2-16. 2020 City Zoning

## FORM-BASED CODE

Harrisburg provides a good example of conventional 'Euclidean' zoning: it isolates the industrial zone in the Paxton Creek corridor. With the majority of industries long departed, it is time to consider alternative approaches to land use regulation, such as form-based zoning, which maintains harmonious neighborhood character while allowing a wide variety of housing types and neighborhood businesses to co-exist. It can also create more opportunities within communities by supporting greater economic diversity while ensuring that new businesses and development support neighborhood character.

Form-based codes address the relationship between building facades and the public realm, the form and mass of buildings relating to one another, and the scale and types of streets and blocks. Form-based codes present the regulations and standards in text, clearly-drawn diagrams, and other visuals.

A form-based code is a land development approach that fosters predictable built results and a high-quality public realm by using the physical form, rather than separation of uses, as its organizing principle and, as such, offers a compelling alternative to conventional zoning. This approach contrasts with conventional zoning's focus on the management and segregation of land uses and the control of development intensity through abstract and uncoordinated parameters (e.g., floor-to-area ratio [FAR], dwellings per acre, setbacks, parking ratios, traffic level of service [LOS]), to the neglect of an integrated built form. Not to be confused with design guidelines or general statements of policy, form-based codes are regulatory, not advisory. Ultimately, a form-based code is a tool; the quality of development outcomes depends on the quality and objectives of the community plan that a code implements.

## KEY ISSUES

- ▶ Incompatible development legacies demonstrate the need to closely regulate additional riverfront redevelopment to optimize its public benefit.
- ▶ Neighborhoods have different needs for future improvement, whether focusing on maintenance and compatible infill or requiring more comprehensive redevelopment investment.
- ▶ The city must guide development outcomes and optimize long-term economic performance and sound urban form.
- ▶ Traditional zoning created undesirable, inflexible, and inefficient economic and use segregations that the city must address.

# GOALS & OBJECTIVES

**GOAL LU-1** Prepare Harrisburg for a period of substantial reinvestment.

- Objective LU-1.1 Establish an overall urban design for the Downtown.
- Objective LU-1.2 Revitalize Market Square.
- Objective LU-1.3 Identify and plan targeted investment areas.
- Objective LU-1.4 Encourage the adaptive reuse of vacant buildings.
- Objective LU-1.5 Discourage new investment in floodplains and other hazardous areas.

**GOAL LU-2** Strengthen Harrisburg's role as the downtown of the Central Pennsylvania region.

- Objective LU-2.1 Establish a competitive market for all classes of commercial office space in the CBD.
- Objective LU-2.2 Increase residential development in the Downtown.
- Objective LU-2.3 Identify and encourage adequate space for the long-term expansion of businesses and institutions in planning efforts for the CBD.
- Objective LU-2.4 Encourage high-density, mixed use development in downtown expansion areas.

**GOAL LU-3** Improve east-west connections across the city.

- Objective LU-3.1 Develop Market Street as Harrisburg's primary east-west multimodal connection.
- Objective LU-3.2 Plan traffic to remove unnecessary vehicles from the downtown grid so that those intending to use the CBD street grid can travel with ease.

**GOAL LU-4** Create a great public space that is the center of goods, services, employment, and recreation for the Hill District.

- Objective LU-4.1 Reposition abandoned property in Allison Hill to become the Meander Park and Innovation Zone.
- Objective LU-4.2 Provide area plans for the Hill District north of State Street.

## GOAL LU-5

Establish the area between the Susquehanna River and 3rd Street as a conserved cultural landscape.

- Objective LU-5.1 Augment the high-quality buildings and continuous historic fabric found in this area with compatible, high-quality infill on vacant lots.
- Objective LU-5.2 Prevent opportunistic demolition while property values artificially deflate.
- Objective LU-5.3 Integrate the mobility operations of Front, 2nd, and 3rd Streets.

## GOAL LU-6

Plan for mixed-use neighborhoods that integrate historic fabric with progressive architecture and urban design.

- Objective LU-6.1 Prepare a progressive, detailed master plan of vacant 6th Street Ridge properties.
- Objective LU-6.2 Identify and strengthen small areas of distinct characteristics and cohesive building fabric between 3rd and 7th Streets.
- Objective LU-6.3 Prioritize 6th Street as a multimodal corridor and the proposed Division Street crossing to revitalize Camp Curtin and the Division Street corridor.
- Objective LU-6.4 Coordinate 6th Street boulevard and bikeway improvements with the Division Street and planned Maclay Street crossings, encouraging revitalization of the Camp Curtin neighborhood and coordinate community commercial development on Division and Maclay Streets to serve area residents with convenient access to affordable, high-quality food sources, retail, and services.
- Objective LU-6.5 Prepare an area plan for Camp Curtin, encompassing the area from the Susquehanna River to 7th Street and Maclay to Division Streets.
- Objective LU-6.6 Establish a strong regional, perhaps national, identity for the Broad Street Market District.

## GOAL LU-7

Modernize the Zoning Code to provide a more flexible and sustainable method of development and land use.

- Objective LU-7.1 Adopt a form-based zoning approach to encourage development that is compatible with the surrounding built environment while permitting a flexible approach to uses.
- Objective LU-7.2 Use land use and zoning changes to expand economic opportunity and encourage more efficient development patterns.
- Objective LU-7.3 Encourage the adaptive reuse of underutilized industrial/commercial areas as flexible creative business spaces or incubator zones.
- Objective LU-7.4 Support the establishment of creative space throughout the city to provide equal access to all residents and businesses.

- ▶ LU.11 Implement Market Street's reorganization as a whole, connective experience crossing through the city's most vital locations.
- ▶ LU.12 Populate the proposed Meander Park with recreational opportunities including splash parks, spray parks, basketball courts, handball courts, and a skate park.
- ▶ LU.13 Re-plan 17th Street as a low-speed, high-capacity street connecting I-83 to Elmerton Avenue via Sycamore Drive, connecting institutions, campuses, and innovation zones atop the city's eastern bluff.
- ▶ LU.14 Convert 18th Street to predominantly pedestrian use, connecting neighborhood schools in the south to Reservoir Park in the north.
- ▶ LU.15 Prepare an area plan for Pleasant View Circle with a focus on goods and services.
- ▶ LU.16 Identify and program key sites for strategic reinvestment along the Riverfront Corridor.
- ▶ LU.17 Facilitate the redirection of investment intended for commercial and professional office uses to one of the city's defined commercial/mixed-use redevelopment areas.
- ▶ LU.18 Develop a special area and action plan to stabilize and preserve Front Street's important cultural landscape, which extends from the Susquehanna River to Susquehanna Street and includes all 2nd Street properties to define and direct development.
- ▶ LU.19 Develop a long-range plan for Riverfront Park and Front and 2nd Streets as a unified landscape and amend the special purpose district to reflect the civic importance of this unique cultural landscape and conserve and refine its form.
- ▶ LU.20 Address vacant lots and underutilized tracts either through the direct development by a Front Street trust or through clearly defined development requests for proposals that provide clear design guidelines.
- ▶ LU.21 Explore designing two-way 1st, 2nd, and 3rd Streets as an integrated system of flexible streets.
- ▶ LU.22 Explore traffic calming on Front and 2nd Streets as part of the riverfront landscape plan.
- ▶ LU.23 Consider a roundabout at Division Street to encourage the calming of incoming traffic and direct it away from Front Street onto other streets within the grid network.
- ▶ LU.24 Engage residents to develop unique streetscapes that enhance the linear communities of Green, Penn, and Susquehanna Streets, considering living street or woonerf treatments.

## ACTIONS

- ▶ LU.1 Develop regulations and building guidelines to encourage high-density development in downtown expansion areas.
- ▶ LU.2 Adaptively reuse former industrial/commercial areas as flexible, creative spaces/incubator zones.
- ▶ LU.3 Explore the capacity of the HRA to serve as the master developer coordinating and sequencing CBD expansions.
- ▶ LU.4 Direct the preparation of a detailed plan to describe, coordinate, and sequence CBD expansions with an emphasis on creating a vehicle-optional city center, integrating with the TOD.
- ▶ LU.5 Commission market studies defining short-, medium-, and long-term absorption of commercial office space, retail, hospitality, and housing within the city.
- ▶ LU.6 Develop minimum height and density requirements with absorption studies as a basis for the CBD's urban design and its extensions, additionally describing the character and aesthetic goals of the area.
- ▶ LU.7 Identify sites for premium residential uses in the CBD.
- ▶ LU.8 Begin a dialogue with large landholders to determine future internal demand for expansion space.
- ▶ LU.9 In coordination with the HDC, explore the creation of a long-range planning process for HDC-controlled areas of the CBD as a first step in planning for CBD expansion.
- ▶ LU.10 Convert Market Street to standard, two-way traffic flow.

- ▶ LU.25 Develop a flood control plan for Shipoke.
- ▶ LU.26 Plan for the Division Street corridor, which presents an opportunity to consider the revitalization of the Uptown Plaza shopping center and the commercial area to the north.
- ▶ LU.27 Prepare an area plan for the Division Street corridor, incorporating Uptown makerspace and Division Street/Uptown Village.
- ▶ LU.28 Commission a Maclay Street corridor study and include the Muench Makerspace area, coordinating with the Camp Curtin area plan and the Division Street/Wildwood corridor.
- ▶ LU.29 Coordinate planning of the Maclay Street Bridge to accommodate multi-use paths that will connect Reservoir Park to the Susquehanna River, designing the bridge to serve multiple functions including transportation conduit, transitional gateway, and welcoming pedestrian link between the River District and Farm Show Complex.
- ▶ LU.30 Coordinate Division and Maclay Street corridor plans.
- ▶ LU.31 Plan and implement a system of green and civic spaces in the Camp Curtin neighborhood.
- ▶ LU.32 Coordinate 6th Street Boulevard transitway and bikeway planning efforts.
- ▶ LU.33 Prepare an area plan for the Muench Makerspace/Uphill Apartments area.
- ▶ LU.34 Prepare an area plan to complete Capital Heights.
- ▶ LU.35 Assemble a qualified, progressive design team to carefully plan and implement completion of the mixed-use Midtown Mews/ Makerspace area.
- ▶ LU.36 Prepare a Reily Street corridor plan and coordinate with Midtown Market District and 6th Street Boulevard planning efforts.
- ▶ LU.37 Incorporate the Market District in River destination planning, strengthening Verbeke and North Broad Streets and the connector between the Market District and River destinations.
- ▶ LU.38 Restore the use of a street grid through New Fox Ridge and Cumberland Court for pedestrian and alternative transportation.
- ▶ LU.39 Plan for the redevelopment of Cumberland Court as a higher-density southern extension of the Market District, coordinating with 6th Street and Market District planning efforts.
- ▶ LU.40 Update market studies to identify the merchandising mix and amenities necessary to attract commercial leases and regular regional visitors.
- ▶ LU.41 Work with the investment and development communities to introduce policies that can ease the downtown toward market pricing.
- ▶ LU.42 Consider establishing and maintaining a build-out model of the downtown and its neighboring areas to help guide future planning efforts.
- ▶ LU.43 Consider developing urban design guidelines or a full form-based code to inform investment in the downtown expansion areas.
- ▶ LU.44 Explore strategies to locate commercial uses in innovation/ incubator zones in the CBD or one of its planned extensions.
- ▶ LU.45 Create a new Market Mews revitalization plan to transform the current distressed area surrounding the Broad Street Market into a progressive, sustainable mixed-use, mixed-income community.
- ▶ LU.46 Identify and plan a spatial arrangement of governmental and institutional uses throughout the city and make sure these are reflected appropriately on the Zoning Map.
- ▶ LU.47 Develop regulations and building guidelines to encourage high-density development in CBD expansion areas.
- ▶ LU.48 Rezone land in flood- and sinkhole-prone areas as ecological reserve and riparian buffers.
- ▶ LU.49 Define surplus land area in South Harrisburg and Paxton Creek Valley designated for conservation as ecological reserves and riparian buffers.
- ▶ LU.50 Explore land use changes that facilitate the accommodation of research, product development, and small business generation.
- ▶ LU.51 Repurpose underutilized commercial/manufacturing areas near education campuses for off-campus research and development incubators.
- ▶ LU.52 Consider adopting or incentivizing appropriate sustainable construction scoring systems for new construction such as LEED, Net Zero Energy Building Certification, etc.
- ▶ LU.53 Plan new green infrastructure for redevelopment areas and create guidelines for new, quality investment in limited areas designated for redevelopment including City Square/TOD area, the 6th Street corridor, Bailey Square, Meander Park, and Downtown Gateway.

# COMMUNITY FACILITIES

Community facilities and public services are those provided for the public good. In Harrisburg, public and private agencies provide these services. Public facilities include land, buildings, equipment, and whole systems of activity provided on behalf of the public; these include the City Government Center, fire stations, various parks, recreation buildings, and educational campuses. Some facilities are necessities, such as clean drinking water and adequate sewerage treatment and disposal, while others are highly desirable for cultural and educational enrichment, such as libraries and parks. The quality of community facilities contributes to the quality of life in Harrisburg and these facilities are essential to creating a functional, sustainable community.

## CITY GOVERNMENT CENTER

Harrisburg's city hall, located at 10 North 2nd Street and officially designated as the Reverend Dr. Martin Luther King, Jr. City Government Center, opened in 1981. The building connects via an elevated walkway to an office building at 123 Walnut Street, known as the Public Safety Annex, which houses the City Engineer's Office, facilities for the Bureau of Police, and administration offices for the Bureau of Fire. Harrisburg's City Government Center is an example of Brutalist Architecture—a style that does not suggest an open and welcoming government—and received influence from Boston's City Hall.

Beyond its architectural shortcomings, the facility's design and construction do not support an environment that promotes the most efficient and effective delivery of government services.

As discussed further in the Emergency Services sections below, the Public Safety Annex's layout is obsolete. Similarly, the City Government Center's mechanical systems are nearing the end of their design life. The old HVAC system results in poor building air quality, lighting and electrical systems are inefficient and difficult to upgrade, and most of the building's furnishings and finishes are worn and tired. The building's technology is aging. Comprehensive rehabilitation of the existing structure or relocation to a new facility may be required to enable the most efficient and effective provision of public services to the community.

In addition to its physical presence, the City Government Center entails the provision of services to the community by accommodating public meetings, including those of the City Council, Planning Commission, and Zoning Hearing Board; providing accessible art and cultural space in the Atrium; and hosting events in the plaza in front of the building. Expanded and enhanced programming can increase the facility's role in the community and its impact on citizens. In addition to the police, fire, and city government services, additional programming might include more community meeting and activity spaces, an extension of the County's library network, pop-up

markets in the plaza, or a pre-K childcare facility. A modern City Government Center should work toward a 24-hour presence for city residents, providing services, education, amenities, and activity.



## EMERGENCY SERVICES

The City protects the health and safety of its residents in numerous ways, including ordinances setting standards for construction, inspections ensuring building and service safety standards, requirements for business licensing and operations, and other regulatory actions. These tools, combined with the management of land use and development, aid in maintaining Harrisburg as a place that is safe and welcoming for its residents and visitors.

The City's most direct contribution to public safety, though, is through its first responders such as police, fire, and emergency medical services; these emergency services are an essential element of creating a positive living environment. Police officers, firefighters, river rescue officers, and the emergency medical service responders staffing ambulances can be the literal difference between life and death. In less dire circumstances, these public servants provide reassurance, contact with needed resources, and education for the community to preserve everyone's safety and security. These agencies having the staff and tools they need to serve the city in a safe and efficient manner is paramount to maintaining and improving quality of life in Harrisburg.

## POLICE

The City's police operations consolidate in the Public Safety Annex at 123 Walnut Street. The facilities are obsolete: the roof leaks, mechanical systems exceed their design life, technological and forensic systems need updating, and parking and access to the facility are not easy for the public or staff.

Outside of the primary, downtown facility, current police facilities in the community include substations located at:

- ▶ South 15th & Drummond Streets—Manned by officers and volunteer personnel and currently used as a paperwork, meeting, and lunch break area
- ▶ Hall Manor & Howard Day Homes—Fully manned substations exist within these HHA facilities
- ▶ A community policing office at South 3rd & Blackberry Streets

The city needs a new police facility that consolidates emergency services administration and provides updated laboratory and training facilities. The City should evaluate space and programming needs before moving to a different location or building a new facility. It identified the following preliminary space needs:

- ▶ Consolidating and combining police and fire headquarters
- ▶ Expansion of police space for consolidation efforts
- ▶ Evidence room and new holding cells
- ▶ Laboratory facilities
- ▶ Records center
- ▶ Equipment cages

During this planning process, the Police Bureau recommended three substations and a series of mobile substations for deployment throughout the city during festivals or other events or in areas with short-term needs for a more significant police presence. Given the location of existing substations, the city should prioritize a new permanent facility in the Uptown area, which currently does not have one. The Bureau also noted that there was not a trauma center for officers within Harrisburg. In addition to the establishment and continued operation of facilities throughout the city, individual properties can address public safety through the adoption of CPTED principles.

## FIRE

Harrisburg has the only professional firefighting force in the area. The administrative offices of the Fire Bureau are in the Public Safety Annex at 123 Walnut Street; in addition to these offices, the department operates out of three locations:

## CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN

Crime Prevention Through Environmental Design (CPTED) is a multi-disciplinary approach to reduce crime through urban and environmental design/management and the use of built environments. Strategies aim to reduce victimization, deter offender decisions that precede criminal acts, and build a sense of community among inhabitants to gain territorial control of areas and reduce opportunities for, and fear of, crime. A fundamental premise is that criminals do not wish to be observed—natural surveillance or 'eyes on the street' increases perceived risk. If a crime does occur, there is a greater chance that it will be witnessed and reported. An example is a parking garage built with panoramic windows facing a street, allowing pedestrians and motorists to see inside and vice versa. Other components include access control, territoriality, maintenance, and activity. Some examples of these techniques include:

- ▶ Placing lighting to allow people to be recognized from 25 feet away, avoid glare, and use a white color that provides better sight ability.
- ▶ Pruning shrubs to no more than three feet high and trees up seven feet from the ground to maintain the shade and the curb appeal; provide a clear, unobstructed view; and prevent criminals from easily hiding.
- ▶ Installing fences or walls that limit property access to a single, highly-visible location and do not obstruct the view of the street.
- ▶ Maximizing natural surveillance in businesses by keeping windows clear of posters, signs, and other obstructions.

## HARRISBURG RIVER RESCUE EMERGENCY SERVICES

Harrisburg is home to the headquarters of Harrisburg River Rescue Emergency Services (HRRES), which serves a regional mission to "provide volunteer emergency search and rescue services to persons suffering because of fire, flood, accident, or other disaster." HRRES also offers courses on boating safety and water rescue. HRRES is widely considered one of the best equipped and best trained all-volunteer units in and around Pennsylvania.

In September 2011, Tropical Storm Lee flooding forced HRRES out of its station on Cameron Street. For 2.5 years after the flood, HRRES operated from a small leased space in what is now the City's Public Works building at 1820 Paxton Street until the organization purchased a warehouse located at 725 South 22nd Street. In addition to serving as a base for apparatus, equipment, and offices, the new facility serves as a training center and emergency shelter. Facility renovations enlarged the garage bays and bay doors; provided space for a new Chief's office, business office, small training room, and a shower facility that also serves as a decontamination area; constructed a kitchenette and ADA-compliant restrooms; and upgraded the electrical system and security key fob system for all exterior and office doors.

The former showroom transformed into a large multi-purpose room that will allow the space to be used for training, meeting space, and social gatherings. The city can also use it as an emergency shelter during a time of crisis or as a command center for emergency responders and public officials.



- ▶ Fire Station No. 1—1820 North 6th Street
- ▶ Fire Station No. 2—140 North 16th Street
- ▶ Fire Station No. 8—9 South 13th Street

During this planning process, the Fire Chief noted that current coverage allows the department to respond to most of the city within 240 seconds. Industrial Road properties and parts of Shipoke are just outside the 240-second response time area. There have been discussions about combining the services of Harrisburg’s Fire Station No. 2 with Penbrook; Station No. 2 has a five-minute response time radius to Penbrook. Another station on 29th Street would provide a larger coverage area. The Chief added that Allison Hill is the most densely populated census tract in a five-county area and that it and Uptown are hotspots for at-risk structures.

The Fire Chief also noted that a bridge between Division and Elmerton Streets would significantly decrease response times to Uptown. **CHAPTER 04—MOBILITY & ACCESS** and **CHAPTER 06—PARK, OPEN & CIVIC SPACE** provide additional discussions of the importance of a Division Street crossing to Industrial Road.

In the future, as regionalization of fire protection services accelerates, Harrisburg will be the central force protecting Paxtang, Penbrook, and other nearby municipalities throughout the region.

Additional fire facilities’ growth or improvement considerations include exploring expansion to accommodate the consolidation of area stations/services, the need for community-oriented neighborhood fire facilities; the need for a downtown station; and story constraints.



## PARKS & RECREATION

Park and recreation facilities provide myriad community benefits including public health, environmental protection, solitude in natural settings, and public gathering spaces. Parks provide public health opportunities for exercise and relaxation and mitigate climate, air, and water pollution impacts. Regarding environmental protection, a coordinated and connected system of parks can help preserve essential ecological functions and corridors and protect biodiversity; shape urban form and buffer incompatible land uses; and reduce public costs for stormwater management, flood control, transportation, and other forms of built infrastructure. Public parks also allow citizens to connect not only with nature, but with each other, whether it be neighbors at a nearby playground or the broader community at a municipal or regional park during a special event. The design, setting, and overall distribution of public parks should reflect both a sense of place in the greater landscape and provide facilities suitable for a wide range of recreation and leisure activities.

Harrisburg currently offers a wide variety of public parks and recreation opportunities. **TABLE E6-3** includes basic information on parks and recreation sites. **CHAPTER 06—PARK, OPEN & CIVIC SPACE** provides more in-depth information about parks, open, and civic spaces.



Wildwood Lake



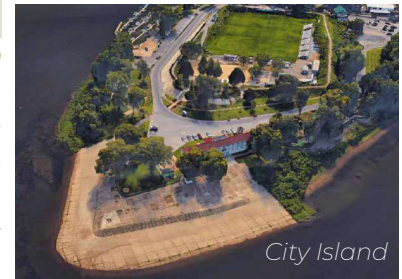
Kaitan Lake Park



Sunken Garden,  
Riverfront Park

## EDUCATIONAL FACILITIES

The purpose of reviewing educational facilities in **HBG2020** is not to supersede the School District in planning for school facilities, but rather to raise awareness of the critical nature of coordinating school facilities with community planning, open and recreation space planning, and transportation planning. Additionally, there are private institutions not within the public education hierarchy—their diversity and distribution throughout the city impacts the growth and



City Island



activity of communities. Higher education facilities operated by colleges and universities allow adults to pursue continuing education, provide resources for the local work force to expand their knowledge and skills, and incubate new ideas and companies that contribute to Harrisburg’s overall economic portfolio.

## PRIMARY & SECONDARY EDUCATION

Integrating school and community planning can benefit both the School District and city neighborhoods. This coordination has not occurred regularly in recent decades, in part due to an overall absence of citywide strategic planning; however, the fortunes of the city closely relate to its public schools. The quality of the school system is a critical variable guiding Harrisburg’s future—quality education is essential for the city’s youth and resident attraction and retention. The tax revenue on which the School District depends makes up a majority of the city’s annual property taxes.

Harrisburg School District operates ten schools, most of which are in good condition. The District renovated many of its school buildings within the last decade; however, most campuses lack sufficient outdoor space for recreation adjacent to the school building. This recreational space has always been valuable to schools; the more recent emphasis on children’s physical health has increased the importance of outdoor space.

School buildings are among a community’s primary assets. Harrisburg was fortunate to have a system of school buildings constructed in the first two decades of the 20th century. When they opened in 1926, the William Penn and John Harris High School complexes rivaled any high school—and many university—facilities in the nation. Over time, changes in demographics, the focus of public-school administrations, and misunderstandings in the relationship of school facilities as core facilities of healthy communities comprised the schools’ physical plant. Working together, the City and School District can better understand the impacts and assets on their communities and best prepare for the long-term rehabilitation or reuse of these facilities so that they optimize their value on surrounding neighborhoods.

**TABLE 2-1.** Public Schools Serving the City of Harrisburg

School	Location	Gr.
Ben Franklin Elementary	1205 North 6th Street	K-4
Camp Curtin Academy	2900 North 6th Street	5-8
Cougar Academy	1601 State Street	1-12
Downey Elementary	1313 Monroe Street	K-4
Foose Elementary	1301 Sycamore Street	K-4
Harrisburg HS – John Harris Campus	2451 Market Street	9-12
Harrisburg HS – SciTech Campus	215 Market Street	9-12
Marshall Math Science Academy	301 Hale Avenue	5-8
Melrose Elementary	2041 Berryhill Street	K-8
Rowland Academy	1842 Derry Street	5-8
Scott Elementary	1900 Derry Street	K-4

**Source:** Harrisburg School District

**TABLE E6-1** provides additional information on the public schools. In addition to the public schools listed, there are also several private or parochial schools serving the city, listed in **TABLE E6-2**.

A brief overview of the Harrisburg School District physical plant illustrates some opportunities for better school facility strategic planning. For example, the District placed schools in office buildings, while renovating abandoned school buildings into housing or other institutional uses.

The design of schools and office buildings are very different in terms of floor-to-floor heights and room proportions; each suits its particular use as individual offices or classrooms where dozens of students assemble. This choice of incompatible space indicates that, in recent decades, school facility investments followed a more opportunistic, transactional approach, rather than a strategic approach that creates mutual benefit for the District’s

## NEIGHBORHOOD SCHOOLS

Traditional cities and towns enjoy two enormous assets that suburbs cannot match: easily walking from one place to another and the sense of place and belonging that comes from having long-established neighborhoods.

Walkable neighborhood schools are an indispensable element of vibrant towns. Having a nearby school is a major reason why families move into a traditional neighborhood. As schools serve successive generations, they become a cherished landmark that gives the neighborhood its identity and appeal.

Moreover, a wealth of educational literature shows that students, especially those from LMI families, perform much better in the small, family-friendly setting that neighborhood schools foster.

Unfortunately, hundreds of neighborhood schools in urban communities have been closed in recent decades, usually replaced by generic mega-schools that require student bussing. Arguments for these replacements include efficiency, the need for modern facilities, and the desire for a campus-like setting. Saving existing neighborhood schools is essential. The EPA and the National Trust for Historic Preservation created a national initiative to construct new neighborhood schools in addition to preserving America’s existing walkable neighborhood schools. Harrisburg’s stock of existing, vacant facilities could benefit from such a program.

schools and their communities. The city's school-aged children must become the beneficiaries of economic development, not the tools of it.

The William Penn Campus, a landmark that anchors the north end of the city, is currently for sale as a surplus property of the School District. The building is still well-suited to accommodate institutional and educational uses, as well as adaptive reuse for residential and commercial space; its extensive, undeveloped grounds also provide the opportunity for new, mixed-use development.

**CHAPTER 05—ECONOMIC DEVELOPMENT** provides additional discussions on school buildings, properties, and characteristics.

## HIGHER EDUCATION

### HARRISBURG AREA COMMUNITY COLLEGE

Harrisburg Area Community College (HACC) maintains two campuses in the city: the main campus near Wildwood Park and a smaller satellite in Midtown. The Wildwood Campus contains eleven academic buildings, a bookstore, and athletic facilities, isolated from the city's main neighborhoods and located in a bucolic setting with a campus arboretum. Recently, HACC added an extensive law enforcement and public safety training campus extension to its north. The Wildwood Campus is the administrative center for four additional campuses located throughout south-central Pennsylvania—Lancaster, York, and Gettysburg—and many non-traditional, off-campus sites located in regional high school and vocational technical institutions.

The proposed connection between Division Street and Industrial Road will physically connect HACC to the city's Camp Curtin and Riverside neighborhoods and create stronger interactions between the institution and the community.

### HARRISBURG UNIVERSITY OF SCIENCE & TECHNOLOGY

The Harrisburg University of Science & Technology (HU), established in 2001, is a national leader in emerging fields in STEM industries such as project management, data sciences, and digital media and has a nationally-recognized sports program. More recently, HU has grown its cultural footprint within Harrisburg by organizing and funding an annual concert series with bands playing at venues throughout Downtown.

HU's base is a fourteen-story, purpose-built tower at 326 Market Street, attached to the Strawberry Square complex, and built in 2009. Substantial growth over the past few years, resulting in a pressing need for more classroom space and expanded educational programs, led to the proposal for a new, eleven-story, multi-use building at 222 Chestnut Street near their current facility. Additionally, HU has offices and small business space scattered throughout downtown Harrisburg; as the institution expands in the future, it might look to partner with the Harrisburg School District

to lease space in existing facilities or potentially purchase surplus school buildings.



### DIXON UNIVERSITY CENTER

The Pennsylvania State System of Higher Education—Dixon University Center (DUC) has a small campus in Uptown Harrisburg at 2986 North Front Street, between the Susquehanna River and the U.S. Marine Corps Reserve facility. It currently offers undergraduate and graduate programs, continuing education and professional development, and customized training solutions for adult learners looking for part-time and flexible education. DUC's academic institutions currently include five of the Pennsylvania State System of Higher Education universities: Bloomsburg University of Pennsylvania, Indiana University of Pennsylvania, Lock Haven University of Pennsylvania, Millersville University of Pennsylvania, and Shippensburg University of Pennsylvania. It also includes six private institutions: Elizabethtown College, Environmental Training Institute, Evangelical Seminary, Immaculata University, Lebanon Valley College, and Rochester Institute of Technology. With underutilized parking lots and vacant lots to the east near Italian Lake, there is potential for this institution to expand in the future.



## LIBRARIES

Libraries provide far more than books; they are community centers providing educational opportunities and employment resources. The more access residents have to educational materials, the more opportunities

they can expect. Libraries provide low- or no-cost computer time, training classes, cultural programs, reference materials that help educate any person regardless of age, and the enjoyment that books, CDs, or DVDs provide to a family or individual. Public libraries are a resource that must be supported to encourage vibrant and sustainable communities.

Harrisburg is home to three public libraries operated by the Dauphin County Library System, whose administrative offices are in the lower level of the McCormick Riverfront Library.

- ▶ McCormick Riverfront Library occupies a striking Colonial Revival building along the riverfront at Walnut and Front streets. The building was constructed in 1912-13 and opened to the public on January 1, 1914. It contains 36,000 volumes in 7,000 square feet of space. The building offers a community room and public computer lab. In 2020-2021, the library will undergo expansion into the neighboring building at 27 North Front Street to accommodate more office space.
- ▶ Madeline L. Olewine Memorial Library opened on September 6, 2006, in the middle of the Uptown neighborhood at 2410 North 3rd Street. It contains a collection of 30,000 volumes in 6,400 square feet of space.
- ▶ Kline Library, located at 530 South 29th Street, is a facility of 5,500 square feet that contains 27,303 volumes. The building offers community rooms and child activity areas. It opened in 1967 as the Kline Village Branch and relocated to its current building in 2000.

The libraries are well-maintained buildings—both branch libraries in the city are relatively new facilities dating from 2000 and 2006. The McCormick Library renovated in 2009.

The Pennsylvania State Library, located in the southeastern corner of the State Capitol Complex, is also available to the public. This specialized library collects, preserves, and provides access to materials for, by, and about Pennsylvania for the information and research needs of all branches of state government, libraries, and the public. The library is a unique resource for city residents.

Aside from these facilities, there are other options for bibliophiles throughout the city. The Harrisburg School District libraries make resources available to students and their families, and libraries are also present in private schools throughout the city. Additionally, the recent trend of little free libraries—small boxes designed to hold a few shelves of books—have popped up throughout the city.

## MEDICAL SERVICES

The Medical Care Law restricts the sites of medical practice to hospitals and clinics. Hospitals are practices with 20 or more beds, and clinics are practices with 19 or fewer beds or none at all. Hospitals must provide appropriate treatment to the injured or sick and have substantial facilities. The Medical

Care Law provides requirements for staff and facility standards that differ according to the hospital type (e.g., general hospitals, special functioning hospitals, regional medical care support hospitals, psychiatric hospitals).

Clinic facility regulations are much less strict than those for hospitals.

## HOSPITALS

Competing health systems operating out of three regional hospitals provide medical service coverage within Harrisburg: UPMC/Pinnacle Health System located at Harrisburg Hospital in Downtown; Holy Spirit Hospital located in East Pennsboro Township; and the Penn State Milton S. Hershey Medical Center, located in Hershey.

Harrisburg formerly had two community hospitals: Polyclinic Hospital located in the Uptown neighborhood and Harrisburg Hospital, located downtown on Front Street. The two merged in the 1970s; general hospital services were consolidated in Harrisburg Hospital, while Polyclinic served as a specialty hospital for psychiatric services and women. Pinnacle Health eventually purchased the hospital facilities; more recently, Pinnacle Health merged with the University of Pittsburgh Medical Center (UPMC) in late 2017 to create the current operator (UPMC Pinnacle).

The main UPMC Pinnacle campus in Downtown Harrisburg offers nationally-recognized bariatric, diabetes, heart, neurosurgery, and orthopedic surgery programs, and serves as the city's only emergency room facility. It provides approximately 400 patient beds. The downtown campus is an amalgam of additions and expansions that began with the long-demolished original hospital building in 1873, which continued to the present. The confined nature of the current site has impacted growth—the facility is denser, and expansions generally occur through land acquisitions to the south. Additionally, UPMC Pinnacle has built several satellite locations throughout the surrounding region.

Although its footprint at Polyclinic Hospital has decreased, UPMC Pinnacle still provides several services on-site, including general surgery, internal medicine, family practice, radiology and imaging, laboratory services, and treatment for addiction recovery. With a smaller footprint, large parts of the Polyclinic Hospital Campus are underutilized, providing an opportunity to re-envision the role of the facility in light of needs throughout the city, such as affordable housing, and within the context of the surrounding neighborhood.



## CLINICS

In addition to the main UPMC campus in Downtown Harrisburg, healthcare is also available to residents at Hamilton Health Center, a sizeable regional clinic operating since 1969 whose facility is in the heart of South Allison Hill at 110 South 17th Street. Hamilton Health Center is a multicultural, multilingual, family-friendly, community healthcare center providing medical, dental, and behavioral primary healthcare services to individuals, regardless of their income status. In addition to the medical services it offers, the campus is a hub of activity, providing meeting space for neighborhood groups and engaging with the community in a variety of ways. In recent years, Hamilton Health Center's campus grew to accommodate the increased demand for its services. This trend likely will continue, helping drive community planning efforts and stimulate investment in the surrounding neighborhood.

Aside from the facilities on their main campus, Hamilton Health Center offers services through several school-based health centers:

- ▶ Foose Elementary School Clinic (1301 Sycamore Street)—This clinic provides medical, dental, women, infant, children, immunization, and pharmacy services; insurance and benefit enrollment; Healthy Start Program; HOPE and Sister Friend; Baby Love; and school-based health centers.
- ▶ Downey School-Based Health Center (1313 Monroe Street)—This clinic provides access to care for dental and medical services and to promote overall student health, so they can fully benefit from their educational programs.
- ▶ Camp Curtin School-Based Health Center
- ▶ Karen F. Snider Student and Family Health Center—This center focuses on providing mental health services for school district students, families, and faculty.
- ▶ Mission of Mercy Clinic Harrisburg (124 South 13th Street)—This clinic offers medical and dental services.

As long as city residents have access to high-quality healthcare services, issues involving hospital facilities are generally not in **HBG2020**'s purview; however, these extensive medical facilities form powerful economic and community hubs and have profound effects on their surrounding neighborhoods. Coordination between City government and the hospital administration is critical to optimize the community and economic benefits from these facilities' presence and spur urban revitalization efforts around their campuses.

## SENIOR SERVICES

Harrisburg has five senior centers where older adults gather for fellowship and activities during the day. Center participants plan programs with the help of staff and volunteers. Activities may include board games, cards,

exercise, dance, trips, special events, and health programs. City residents who are at least 60 years old (and their spouses regardless of age) may attend the centers.

- ▶ Dauphin Heinz-Menaker Senior Center—1824 North 4th Street
- ▶ Dauphin Jewish Community Center Senior Adult Program—3301 North Front Street
- ▶ Jackson Lick Towers Senior Center—1301 North 6th Street
- ▶ Dauphin B'nai B'rith Apartments—130 South 3rd Street
- ▶ Senior LIFE Facility—1910 Manada Street

## FOOD FACILITIES

Harrisburg has a variety of food resources dispersed throughout the city—from farmers' markets to grocery stores to restaurants to corner stores to food pantries—to meet the varying needs of its residents. The historic Broad Street Market in Midtown provides access to fresh meat, fruits, vegetables, and dairy products from vendors throughout the region while providing a start-up platform for small food-service businesses and restaurants. The Giant Supermarket in East Harrisburg and Derry Family Supermarket in South Allison Hill provide access to an even wider variety of fresh foods and dry goods in those communities. Itinerant and displaced individuals and households have access to food pantries such as Downtown Daily Bread. There is also a robust restaurant culture in Harrisburg, from Downtown's Restaurant Row, which services residents, State office workers, and visitors, to eateries spread throughout the city's neighborhoods that reflect the many ethnic groups that call the city and region home. More recently, the presence of food carts and food trucks has increased, filling a niche in the food scene, expanding options for residents to access different cuisines, and creating new paths for entrepreneurs looking to establish a presence in Harrisburg.

There is also an imbalance in the distribution of these outlets—while there are larger markets providing access to a variety of products, other neighborhoods lack access to anything beyond a convenience store. This disparity results in “food deserts” throughout neighborhoods where it is difficult to buy affordable or good-quality fresh food. Restaurants may not be affordable for many households, while food banks and pantries struggle to meet the demand from their communities. Lacking access to affordable fresh food is correlated with disparities in health, education, and economic outcomes. The City should take a central role in coordinating a system for fresh food distribution. Coordination would improve equitable access to healthy food by offering fresh fruits and vegetables in smaller neighborhood corner stores, promoting larger market stores in community cores, and distributing full-service grocery stores throughout the city, ideally at transportation hubs. Connecting these facilities to the existing network of local food pantries and distribution centers can increase households' access to quality, healthy food,

reduce food waste, and benefit residents in a variety of ways. Identifying new links in the city's food chains can also increase economic opportunities and improve the sustainability and resiliency of the city's neighborhoods. These systems have the potential to grow and become some of Harrisburg's major economic activities for small business generation.

## MARKET, GROCERY STORES & RESTAURANTS

One of the primary issues highlighted in public engagement meetings was improved access to fresh food; in particular, there was strong support for a grocery store in Harrisburg.

Harrisburg is fortunate to have one of the oldest, continually-operating farmers' markets in the county—the Broad Street Market—that is comprised of two individual buildings separated by an open plaza. Construction of the older stone building occurred in 1863, and the brick building shortly after in 1878. The Broad Street Market has been a vital presence in Midtown since the Civil War, when it helped feed hundreds of thousands of Union soldiers stationed at nearby Camp Curtin, to present day, where it functions as the commercial hub of the neighborhood. Currently, there are approximately 40 vendors in the building, providing everything from meat and produce to finished meals and retail consumer goods.

Harrisburg also accommodates one regional grocery store (Giant Supermarket in East Harrisburg's Kline Plaza) and a smaller one addressing the needs of the local community (Derry Family Supermarket in South Allison Hill). There are also similar, smaller retail establishments in neighborhoods throughout the city, such as Family Dollar stores or Sayford Supermarket, that provide packaged food and home goods to nearby residents. Neighborhoods throughout Harrisburg often feature several small convenience stores that mainly serve packaged food, such as chips and soda, and sometimes include prepared food offerings like hot dogs and hamburgers. Although these establishments do provide food options for surrounding residents, they are also indicative of "food deserts" and generally lack access to quality, affordable fresh food like fruits and vegetables.

The city's restaurant scene is one of its primary economic drivers. Many downtown restaurants and bars, particularly along 2nd Street's Restaurant

Row, cater to the large customer base of State office workers who are replaced by residents, visitors, and party-goers during nights and weekends. In neighborhoods surrounding the downtown, restaurants often feature a more diversified cuisine from the many different cultural and ethnic groups that call Harrisburg home; in many cases, these eateries are a critical step in the economic opportunity ladder for such groups. Small, locally-owned restaurants are also an excellent addition to the local social, cultural, and economic fabric of a neighborhood commercial corridor or neighborhood center.

## FOOD BANKS, PANTRIES & KITCHENS

Harrisburg has ten food banks for food distribution, dispersed throughout the city. Channels, which boasted a particularly effective operational model featuring the on-call pick up of excess food from restaurants for immediate redistribution, ceased operations in mid-2015; however, some of its programs were picked up by other organizations. More recently, in Summer 2019, the food pantry operated by Allison Hill Ministries at the Derry Street UMC shuttered with the closing of the church as part of a region-wide consolidation. The loss of these organizations highlights a need to identify a more permanent and sustainable model in Harrisburg. A large central facility (or several facilities dispersed throughout the city) could allow food pantries to co-locate with other chains in the food network such as farmers' markets and grocery stores. The facility could also feature accessory uses such as a shared commercial kitchen and a culinary school, that benefit from the stock and talents of these associated uses. These facilities could integrate meals-on-wheels and other community food distribution programs to expand their outreach and benefits. More importantly, the food pantry could integrate into the patterns of normal food distribution to the broader community. Many food pantries take deliveries and provide distributions once or twice a week; consolidating the food pantry stock would allow for standard delivery schedules and primary distribution locations. Additionally, existing sites could be retained as distribution locations to ensure that these can be accessed on foot by individuals in any part of the city.



## URBAN AGRICULTURE

Harrisburg has a well-dispersed network of community gardens, primarily driven by grassroots efforts from community members and some non-profit organizations. Examples range from backyard gardens for personal consumption, to small lots open to residents within a neighborhood, to well-organized efforts from groups such as Joshua Farm. Although many of the smaller gardens cultivate on land leased annually from HRA, some have been operating for many years and established permanence in the community. Individually, these gardens exist as an informal and unconnected urban agriculture network; collectively, they have the potential to fill some of the “food desert” gaps in neighborhoods throughout the city. Finding ways to support the continuation of community gardens at the neighborhood level should be a focus moving forward.

## KEY ISSUES

- ▶ Many government buildings are outdated and need renovation and re-envisioning, including updates to mechanical, electrical, and technological systems.
- ▶ Government buildings can and should better integrate with the community.
- ▶ Surplus educational facilities can better match educational institutions’ redevelopment needs through adaptive reuse or repurposing.
- ▶ Public health campuses can drive neighborhood reinvestment, increase economic opportunities, and expand healthcare access.
- ▶ There is a need for greater access to fresh food throughout the city.

## GOALS & OBJECTIVES

**GOAL LU-8** Provide convenient access to government and community facilities and services and enhance their

impact on surrounding neighborhoods.

- Objective LU-8.1 Improve access to essential community facilities and services by distributing new facilities throughout neighborhoods with increased access by walking, bicycling, or mass transit.
- Objective LU-8.2 Increase activity at government facilities through expanded programming and services.
- Objective LU-8.3 Improve outreach and engagement to residents and businesses through technological solutions.
- Objective LU-8.4 Ensure convenient access to library facilities and services, both online and onsite.
- Objective LU-8.5 Adopt regulations and support programs that improve the safety and appearance of neighborhoods.
- Objective LU-8.6 Support neighborhood senior centers and help them increase services and programming through sustainable operations.
- Objective LU-8.7 Ensure siting any new emergency facilities occurs carefully and not within the flood zone.

## GOAL LU-9

Upgrade essential community facilities.

- Objective LU-9.1 Ensure the City Government Center stands as a national model for progressive and sustainable government facilities.
- Objective LU-9.2 Improve the long-term sustainability profile and ensure efficient operations of government facilities and provision of services through technology upgrades and energy-efficiency improvements.
- Objective LU-9.3 Provide state-of-the-art public safety facilities for the Police Bureau.
- Objective LU-9.4 Ensure Fire Bureau facilities are best located and designed to provide rapid response fire protection services to all residents.
- Objective LU-9.5 Coordinate with Dauphin County on improvements to city-based library facilities.

## Goal LU-10

Provide convenient access to healthcare and medical facilities for all city residents.

- Objective LU-10.1 Ensure basic healthcare and medical services are located within walking distance of all city residents or can be accessed via bicycling or mass transit.

Objective LU-10.2 Coordinate with city-based healthcare providers to understand long-term development plans and anticipate impacts on the transportation network.

Objective LU-10.3 Identify strategies for bringing healthcare to residents and work with healthcare providers to enact such plans.

Objective LU-10.4 Coordinate with healthcare providers to maximize the provision of services within existing facilities and ensure that new development enhances surrounding neighborhoods.

**Goal LU-11** Optimize the use of public-school facilities as integrated components of community life.

Objective LU-11.1 Retain existing educational building stock and reserve school facilities for educational or institutional use or ensure such uses integrate with mixed-use development.

Objective LU-11.2 Support small schools as community centers to stabilize neighborhoods and provide locations for neighborhood activity.

Objective LU-11.3 Coordinate a dialogue between Harrisburg School District, higher education institutions, and alternative school programs for the reuse of surplus school buildings.

Objective LU-11.4 Consider adaptive reuse strategies for all school facilities to better engage the private sector in their redevelopment.

**GOAL LU-12** Increase convenient access to fresh, healthy, and affordable food for all city residents.

Objective LU-12.1 Identify food distribution and use chains within Harrisburg to better understand existing fresh food networks.

Objective LU-12.2 Collaborate with food producers, non-profit distribution facilities, and restaurants within the city to establish relationships and make networks more efficient.

Objective LU-12.3 Establish food distribution networks that provide the city's residents with convenient access to fresh, healthy, and affordable food and support new facilities throughout the city.

Objective LU-12.4 Support urban agriculture initiatives to increase residents' access to healthy, affordable food.

**ACTIONS**

▶ LU.54 Ensure that the City Government Center becomes a national model for progressive governmental facilities through improved building networks, energy-efficiency measures, and data storage and analysis infrastructure.

▶ LU.55 Develop an activity programming plan for City government facilities embracing buildings as centers for the community, rather than strictly administrative functions.

▶ LU.56 Develop data platforms to improve the organization of and access to City records across all departments for more efficient response to the public.

▶ LU.57 Develop CPTED design standards for inclusion in updated Zoning Code and SALDO regulations.

▶ LU.58 Ensure that new public lighting projects are designed and installed to CPTED and Dark Sky Lighting standards.

▶ LU.59 Establish a police headquarters facility that meets the modern public safety and crime-fighting needs of the Bureau, including an evidence room, laboratory facilities, and equipment cages.

▶ LU.60 Establish a network of police substations/precincts throughout the city and several mobile substations to better integrate essential public safety and administrative services into the city's communities.

▶ LU.61 Install a Blue Light police call system throughout the city.

▶ LU.62 Evaluate the current co-location of the City's Police and Fire administration offices and proposed changes to enhance operational efficiency.

▶ LU.63 Explore regional consolidation opportunities for police and fire services and consider these opportunities when programming new facilities.

▶ LU.64 Prioritize the design and construction of the Division Street/Industrial Road crossing to improve fire response times.

▶ LU.65 Coordinate with the Fire Bureau and HRRES to construct additional boat launches to ensure faster response times to river-based emergencies.

▶ LU.66 Engage the School District in a comprehensive planning discussion to review the status of its school buildings, anticipated needs, and long-term maintenance strategies.



- ▶ LU.67 Coordinate with the school district to establish a database of all surplus school facilities and develop a plan to identify opportunities for existing building stock reuse or redevelopment.
- ▶ LU.68 Engage higher education facilities (e.g., HACC, HU, DUC) in discussions regarding the potential reuse of vacant school buildings, particularly the William Penn High School, for new or expanded educational programs.
- ▶ LU.69 Approach regional academic partners (e.g., HU, HACC, Messiah, Penn State) regarding efforts to digitize City and School District records for purposes of space management, research efficiency, and facilities maintenance.
- ▶ LU.70 Explore options for Kline Library's relocation or the establishment of new library extensions within neighborhood centers to increase access to the community.
- ▶ LU.71 Work with the Dauphin County Library System to expand computer literacy classes, increase access to computers, and identify additional programs to help city residents improve their knowledge base and enhance skills that increase their participation in the regional job market.
- ▶ LU.72 Explore coverage of affordable medical services in the city and promote the establishment of new facilities at designated multimodal hubs in neighborhoods throughout the city.
- ▶ LU.73 Collaborate with UPMC Pinnacle on a long-range expansion strategy for the redevelopment of the southern Downtown gateway in anticipation of PennDOT's I-83 widening project.
- ▶ LU.74 Coordinate with UPMC Pinnacle on a redevelopment and revitalization strategy for the Polyclinic Hospital campus and surrounding community, particularly adjacent underutilized institutional properties to the north, including housing opportunities or additional medical programming.
- ▶ LU.75 Discuss the addition of a trauma center to UPMC Pinnacle's Downtown campus.
- ▶ LU.76 Evaluate senior center distribution throughout the city and coordinate with senior housing and service providers to promote accessibility for all neighborhoods.
- ▶ LU.77 Consider the co-location of senior centers with children and youth facilities.
- ▶ LU.78 Encourage the development of a vertically-integrated, citywide food distribution network encompassing community gardens, food pantries, markets, distribution hubs, and restaurants to make fresh food accessible to all city residents.
- ▶ LU.79 Develop a plan for the establishment of a local food market, in coordination with Hamilton Health Center, as part of the Meander Park concept.
- ▶ LU.80 Prepare a small area plan for the redevelopment of the Broad Street Market area as a regional attraction for food and culture.
- ▶ LU.81 Explore food banks and food pantry consolidation or co-location within shared facilities to reduce overhead, improve efficiency, and share warehousing and storage space.
- ▶ LU.82 Explore shared commercial kitchen co-location with other food distribution centers.
- ▶ LU.83 Explore the capacity for regional food distribution through a Harrisburg-based hub.
- ▶ LU.84 Organize personal and community gardeners to establish small, neighborhood farmers' markets throughout the city to increase access to fresh, healthy food.

# 03 HOUSING



# INTRODUCTION

Housing affects the quality of life of every community and its residents. It is a basic human need, an indicator of an area's economic vitality, and often helps determine whether potential home buyers/renters choose to make a city their home. Diversity in the housing supply supports people in all stages of life. It is essential that a city understands the condition of its housing supply and takes measures to promote a healthy housing mix that builds stable neighborhoods, supports economic development, and forms the foundation of a community where everyone can live, work, and play.

Harrisburg has challenges to overcome within its housing system; however, there are also opportunities to leverage. Compared to the Dauphin County and Central Pennsylvania region, the city offers greater affordability, making the prospect of housing security easier to attain. Affordability may be particularly attractive to first-time homebuyers; however, a significant portion of city households (43%) experience some type of housing problem (e.g., substandard housing, overcrowding, cost-burdened).<sup>21</sup> Investments maximizing their market position should stabilize the quality of housing stock, diversify the available housing typologies, undertake broad neighborhood revitalization, address identified challenges, and create a long-term housing development strategy.

To increase neighborhood investment and encourage placemaking, Harrisburg should address risks to the city's housing infrastructure, particularly for its aging housing stock, and offer vibrant neighborhoods to attract a diverse population representing all ages, incomes, backgrounds, and lifestyles. Tackling challenges will help improve neighborhood sustainability and will require input from numerous stakeholders: residents, public resources, and private partnerships.

In addition to housing stock age, Harrisburg residents are increasingly concentrated economically, racially, or ethnically, and are experiencing housing poverty and living in blighted communities. According to the last *Analysis of Impediments*, there were seven census tracts identified as areas of racial or ethnic concentration, most of which also exhibited concentrations of poverty. Harrisburg's households have a median income of \$31,525, well under those of the county, state, and nation (\$52,371, \$50,398, and \$51,914, respectively)<sup>47</sup> and over 29% make between 0-30% of area median income<sup>21</sup>, leading to limited housing access. For these reasons alone, expanding housing choices across the city is imperative.

Without confronting these challenges, Harrisburg risks enduring patterns of disparate racial and economic outcomes. This type of regional concentration is linked to lower levels of income, educational attainment, and safety. Addressing these housing challenges will position the City to address some of these socioeconomic issues. The condition of Harrisburg's housing stock and neighborhoods links to the number of vacancies and related population

decline the city has experienced for over twenty years. Housing must be safe, affordable, and attractive to retain Harrisburg's current residents and attract new residents to the city.

## TRENDS IN HOUSING

For the first half of the 20th century, Harrisburg was one of the most beautiful and progressive cities in the country. The combined City Beautiful era improvements of the Capitol Complex and Warren Manning's citywide parks and infrastructure plan transformed Harrisburg from a gritty, industrial city into an urban jewel.

Harrisburg's distinctive neighborhoods are described more in detail in **CHAPTER 02—LAND USE**. The city experienced rapid growth until the 1930s, at which point most of its housing stock existed. The structure of housing stock in the city is evident: older row housing is located in and surrounds the downtown core. Early suburb areas of detached houses are on the city's northern and eastern edges. Large areas of duplex housing constitute the transition between row houses and detached houses. Although there were few new houses added to these areas since the 1930s, there have been some larger multi-family developments constructed more recently, particularly the Hall Manor neighborhood in South Harrisburg and larger apartment buildings in the downtown.

# EXISTING HOUSING STOCK

As of 2018, U.S. Census data showed that Harrisburg's total housing stock comprised 25,450 units. This current inventory reflects the first increase in housing units the city has seen in more than two decades (see **TABLE 3-1**). The city experienced a loss of 276 units between 1999-2000 and an increase of 1,359 units between 2000-2010. Since 2010, the city's housing stock has increased by 1,136 units, or 4.7%, according to the most recent American Community Survey.

**TABLE 3-1.** Total Housing Units

Jurisdiction	Year			
	1990	2000	2010	2018
Harrisburg	24,590	24,314	24,314	25,450
Dauphin County	102,684	111,133	119,264	123,740
Pennsylvania	4,938,140	5,249,750	5,537,308	5,673,599

**Source:** 1990-2010 U.S. Census; 2014-2018 American Community Survey

Assuming the average overall household size of 2.35 provided in the 2014-2018 American Community Survey continues until 2040, one can project the number of households that will be needed to support the projected population shown in **TABLE 1-1**. **TABLE 3-2** shows that the number of reported housing units within the city currently will satisfy the population projection: there will be 5,762 more units than needed, based solely on average household size. Projections do not take into account housing types, but looks solely at the overall number of units in the city.

**TABLE 3-2.** Projected Housing Units

	2010		2020		2030		2040	
	Units <sup>1</sup>	+/- <sup>2</sup>	Units <sup>1</sup>	+/- <sup>2</sup>	Units <sup>1</sup>	+/- <sup>2</sup>	Units <sup>1</sup>	+/- <sup>2</sup>
Units Needed	21,076	+4,374	20,348	+5,102	20,177	+5,273	19,688	+5,762

**Source:** Wallace Montgomery projections/estimates based on PDEP Population Projections Report, 2010-2040.

## OCCUPANCY

Within the city, total housing units consist of all occupied and vacant units intended for occupancy as separate living quarters for a single household. Separate living quarters are those where the occupants live and eat separately from other people in the building and have direct access from outside the building or through a common hall.

**TABLE 3-3** compares the 2000-2018 occupancy status of dwelling units. For both the 2000 and 2010 Census, approximately 85% of the city's housing stock had occupants, leaving the remaining 15% vacant. By 2018, the total number of occupied units increased (to 20,520), but the occupancy rate declined to 80.6%, with a vacancy rate of 19.4%. A certain amount of housing vacancy is predictable and necessary to meet buyer and renter demand, as well as to guard against uncontrolled spikes in housing costs. Harrisburg has a higher vacancy rate than the state and more than double the county (11.4% and 9.7%, respectively). It also shows a different composition in its occupancy characteristics: nearly 2/3 of the city's units are rentals, and only 1/3 of both the county and state's are rental units (see **TABLE E2-4**).

**TABLE 3-3.** Housing Occupancy

Occupancy	2000		2010		2018	
	No.	%	No.	%	No.	%
Occupied Units	20,561	84.6%	20,754	80.8%	20,520	80.6%
Owner Occupied	8,703	35.8%	8,300	32.3%	7,096	27.9%
Renter Occupied	11,858	48.8%	12,454	48.5%	13,424	52.7%
Vacant Units	3,753	15.4%	4,919	19.2%	4,930	19.4%
<b>TOTAL UNITS</b>	<b>24,314</b>	<b>100.0%</b>	<b>25,673</b>	<b>100.0%</b>	<b>25,450</b>	<b>100.0%</b>

**Source:** 2000 & 2010 U.S. Census; 2014-2018 American Community Survey

Vacancy rates also tend to differ between owner- and renter-occupied units. In 2018, Harrisburg's 4.4% homeowner vacancy rate was more than twice as high as rates for the county (1.7%) and the state (1.6%). The city's rental vacancy rate (7.2%) was also higher than rates for the county (5.8%) and state (5.8%).

**TABLE 3-4** provides a breakdown of vacancies in the city. The U.S. Census classifies vacancies into six categories: for rent; for sale only; rented or sold, not occupied; seasonal, recreational, or occasional use; for migrant workers; and other vacant. The largest vacancy category in the city is 'other vacant,' with 3,006 units in 2018. A housing unit is classified as 'other vacant' when it does not fit into any other vacancy category. Common reasons for an 'other vacant' label include no one living in the unit while under repair or renovation, no desire to rent or sell the unit, using the unit for storage, or former occupants now reside in a nursing home or with family members. Other reasons include foreclosure or preparing for estate settlement. Large numbers of 'other vacant' units raise the question of whether their owners have given up on selling or renting these units. The second-largest vacancy segment is units vacant 'for rent,' with 1,048 units available in 2018.

**TABLE 3-4.** Housing Vacancies

Vacancy Status	2000		2018	
	No.	%	No.	%
Occupied Dwelling Units	20,561	84.6%	20,520	80.6%
Vacant Dwelling Units	3,753	15.4%	4,930	19.4%
For Rent	1,624	6.7%	1,048	4.1%
Rented or sold, not occupied	308	1.3%	377	1.5%
For sale only	499	2.0%	334	1.3%
For seasonal use	203	0.8%	165	0.6%
For migrant workers	29	0.1%	0	0.0%
Other vacant	1,090	4.5%	3,006	11.8%
Homeowner Vacancy Rate	5.4%		4.4%	
Rental Vacancy Rate	12.0%		7.2%	
<b>TOTAL HOUSING UNITS</b>	<b>24,314</b>	<b>100.0%</b>	<b>25,450</b>	<b>100.0%</b>

Source: 2000, 2010 U.S. Census; 2014-2018 American Community Survey

According to 2016 city data, there were 363 condemned buildings in Harrisburg. Condemned buildings are not counted toward vacant units by the U.S. Census, since they are not capable of being occupied and, thus, would not affect overall vacancy. Condemned buildings need to be carefully assessed as contributing or non-contributing to the overall streetscape and continuity of the neighborhood fabric. Owners or developers should restore contributing buildings if at all possible.

There are large concentrations of vacant structures in Allison Hill, particularly near the Terraces along the bluff just east of Cameron Street. Potential TOD investments surrounding the HTC have the capability of substantially changing the demand for and market value of these properties. An additional location of concentrated vacancy is throughout the State Street corridor, a point that was discussed numerous times throughout HBG2020's public engagement process. Revitalization of this corridor would require not only reinvestment in the housing stock and improvements to Reservoir Park, but collaboration with the state to address the streetscape and implement pedestrian and bicycle infrastructure.

## TYPOLOGY

Harrisburg's residential neighborhoods represent rare and valuable assets in Central Pennsylvania: affordable, spacious, quality building stock that exists in established neighborhood settings, convenient to the regional civic center. There are several means to preserve and enhance these

neighborhood's character, including the City's Zoning Code, Building Code, and Design Guidelines.

**FIGURE 3-1.** Housing Spectrum



## DETACHED HOUSE NEIGHBORHOODS



In contrast to the formal similarity that defines the housing in duplex neighborhoods, detached houses typically present as a collection of distinctly individual styles (e.g., Contemporary, Tudor). While there is variety in style, the quality of construction, detailing, and massing on the site is generally consistent from building to building. Maintaining consistent quality and value within these distinct neighborhood areas is paramount as

inconsistent infill structures can impact neighborhood character.

## DUPLEX NEIGHBORHOODS



Duplex neighborhoods mix traditional side-by-side duplex units, large single houses combining the volume of two side-by-side duplex units (duplex converted to single-family), with six-unit apartment buildings using the same lot size as a single two-unit duplex building (duplex converted to six apartments). This mix provides a range of housing typologies that became rare in post-WWII zoning regulations and provides a model for housing diversity utilizing a consistent

neighborhood aesthetic. Interestingly, these neighborhoods from the 1910s-1930s provide a range of housing types that contemporary urban designers struggle to achieve.

## DENSE ROW HOUSE NEIGHBORHOODS

The city's densest residential neighborhoods nearest the Capitol Complex and Downtown and contain a large number of the city's row houses. Many



were built pre-1900, before the City Beautiful Movement, although newer areas express this typology throughout the city. Dense residential areas exhibit strong character and diverse building styles, and provide the amenities found in traditional urban neighborhoods—tree-lined streets and walkable proximity to community-commercial areas.

## MIXED-USE COMMUNITY-COMMERCIAL AREAS

Providing high-quality community-commercial areas is an important urban amenity. Neighborhoods throughout the city have limited areas of mixed-use community-commercial zoning located along North 3rd, North 6th, South 13th, South 17th, and Derry Streets. These areas offer the most significant opportunity for transformational investment through the introduction of new building types and uses: they can readily incorporate new building types such as housing, live-work, multi-family, retail, and light manufacturing uses. The availability of commercial corridor funds from the state should target these areas.

## NEW BUILDING TYPES

Replicating former housing types in disinvested areas is strongly discouraged. Nostalgic recreations of historic neighborhood forms and housing types are more likely to compete with the existing stock that may already be experiencing vacancies. Careful introduction of new, compatible housing types is more likely to restore an area to a vibrant, diverse neighborhood, which offers more housing opportunities to a greater variety of household compositions. The City encourages creativity for new, higher density, mixed-use housing types that have not existed previously. Redevelopment offers opportunities for alternate housing types, targeted at underserved populations, that provide opportunities to establish new neighborhoods and attract new residents.

## NEW DEVELOPMENT AREAS

Where land use is transitioning, the City should consider preparing more detailed area master plans to prepare for redevelopment more thoroughly. Some areas where this may be beneficial include the Division Street corridor, North 6th Street, South Harrisburg, 17th Street corridor, and Cameron Street.

## HISTORIC HOUSING

Harrisburg is rich with historic building stock, with a large portion built over a century ago. Even more so than individual historic buildings, Harrisburg's contiguous historic building fabric provides cultural significance and character. Together, these constitute a unique and irreplaceable asset.

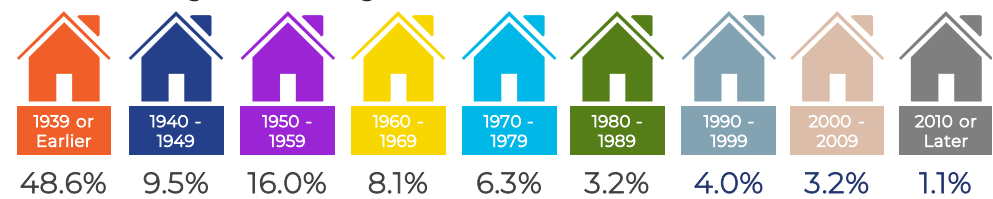
In the short-term, historic houses can be more complicated and expensive to maintain than new housing; however, given their robust qualities, they can last indefinitely if properly maintained. Their unique cultural value represents one of the city's most significant long-term assets. Through the public engagement process, residents expressed a desire to build internal capacity for specialized maintenance of historic housing stock. Once learned, these skills can be exported to surrounding communities and become a new industry for residents.

## QUALITY

### HOUSING AGE

The age of housing in a city is a vital characteristic in understanding how to promote neighborhood stability; it is also commonly used to signal potential deficiencies. While Harrisburg's historic housing stock is a valuable asset, it also presents unique challenges for property owners and residents. **FIGURE 3-2** shows the age range of housing structures within Harrisburg. Construction of approximately 82% of the city's housing stock occurred before 1970, with the highest percentage constructed in 1939 or earlier.

**FIGURE 3-2.** Age of Dwelling Units



Source: 2014-2018 American Community Survey

The age of a housing structure can be useful in the evaluation of its structural conditions. Although the age does not necessarily imply its condition, it does point to areas where repairs, heating costs, and plumbing and electrical systems could need repair, upgrade, or replacement.

### HOUSING UNIT DESIGN & SIZE

**FIGURE 3-3** demonstrates the variety of housing types within the city. The most common residential unit design is the single-family attached dwelling, accounting for 47.9% of all housing unit types in 2018.

**FIGURE 3-3.** Housing Unit Design



Source: 2014-2018 American Community Survey

The city's dwelling units are dominated by those composed of six rooms, making up approximately 19-21% of all dwelling units from 2000-2018. Single room units have grown since 2000, adding 297 rooms. Two-room units decreased by just under 60% since 2000, when this type of unit made up 6.7% of all unit types; by 2018, it made up only 2.6% of all dwellings (see **TABLE E2-7**).

The number of persons per household is an important index of general household sizes and an indicator of the type of housing that might be needed. Between 2000-2010, the average total household size remained stable, while renter-occupied household size increased from 2.23 to 2.29 and owner-occupied household size decreased from 2.44 to 2.37 persons per household. Since 2010, these trends have continued with the total average household size increasing to 2.35, renter-occupied household size increasing to 2.39 and owner-occupied household size contracting to 2.27. The shrinking owner-occupied household sizes may be attributed to smaller families, fewer children living at home, or rising personal incomes, allowing more single persons to maintain their own households.

## HOUSING PROBLEMS

The U.S. Department of Housing and Urban Development (HUD) defines substandard as one or more of the following, including use by more than one household:

- ▶ Dilapidated
- ▶ Lacking indoor plumbing or a usable toilet or bathtub
- ▶ Lacking electricity or having inadequate or unsafe electrical service
- ▶ Lacking a safe or adequate source of heat
- ▶ Lacking a kitchen (when it should)
- ▶ Declared unfit for habitation by the government

Plumbing references units that have indoor hot and cold piped water, a flush toilet, and a bathtub or shower for the exclusive use of the unit's occupants.

The percentage of total dwelling units in Harrisburg that lacked complete plumbing for exclusive use was only 0.5% in 2018; the total number has decreased from 230 in 2000 to 98 in 2018, indicating that housing conditions are being modernized through ongoing improvements.

The U.S. Census defines "crowding" as more than one person per room. **TABLE 3-5** depicts crowded conditions from 2000-2018. Between 2000-2010, crowded dwelling units within the city decreased from 4.5% to 1.8%. Since 2010, crowded housing conditions have increased from 65 units to 560 units, an increase of 195 units or 53%.

**TABLE 3-5.** Occupants per Room

No. Occupants	2000		2010		2018	
	No.	%	No.	%	No.	%
1 or less per room	19,675	95.5%	20,389	98.2%	19,960	97.3%
1+ person per room	918	4.5%	365	1.8%	560	2.7%

Source: 2000 U.S. Census; 2006-2010, 2014-2018 American Community Survey

## ABSENTEE LANDLORDS

Throughout the public engagement process, a primary concern voiced by residents was the behavior of absentee landlords. While some absentee landlords are good building managers, many have earned reputations for exploiting deteriorating real estate, leading to the complete deterioration, abandonment, and condemnation of building stock. Poorly managed properties can lead to increases in undesirable behavior and crime. Repeatedly, citizens complain about the 'one building' on the block that creates problems of health, safety, and welfare, as well as suppressing property value for the block and within the city's neighborhoods.

Absentee landlords tend to reinvest in their properties at levels below the threshold of sustainable building maintenance, which can lead to depressed rents for the surrounding neighborhood.

Importantly, the absentee landlord model would not work if there was not a strong market for inexpensive housing. The City should develop policies to discourage absentee landlords or at least require a responsible local management proxy.

## BLIGHT & DEFERRED MAINTENANCE

Another housing issue highlighted during the public engagement process was blight. In 2016, there were 363 condemned properties in the City's database, with the likelihood that more may qualify for condemnation. Out of the 363 condemned properties, 160 (44%) are in the South Allison Hill neighborhood.

Over time, deferring maintenance creates blight conditions that lead to deterioration of entire neighborhoods. The loss of this historic building stock due to demolition is irreplaceable. The collective loss of these asset's value to the city is incalculable for numerous reasons:

- ▶ Physical irreplaceability. Once destroyed, an individual asset can never be replaced, permanently damaging the integrity of contiguous historic housing fabric
- ▶ Cultural incomparability. When new construction replaces historic buildings, it generally does not compare to the original structure's scale, materials, or detail and erases its value to the cultural landscape
- ▶ Economically. Demolition of historic housing stock eliminates its future use; without replacement by a substantially more massive and expensive structure, the city's aggregate property value will experience a permanent reduction
- ▶ Sustainability. Often, the greenest building is the one already built; historic building stock loss results in waste of the original building's resources as well as additional resource needs and pollution creation for structure replacement

Given the significant deferred maintenance issues encountered in the Allison Hill and Camp Curtin neighborhoods, the city could lose large swaths of its attractive, irreplaceable, historic building stock. Given the slow growth of population and housing units currently being experienced in Central Pennsylvania, it is unlikely that replacement buildings would be of similar size, durable/fireproof construction, and similar levels of fine masonry or carpentry detail. The potential loss would forever diminish the character of these neighborhoods.

Given observed patterns of reinvestment since the 1970s, demolition can be synonymous with the city's permanent shrinkage; thus, careful consideration should guide the decision to demolish a building as the most likely outcome may be a vacant lot and removal of improvements from the City's tax roles in perpetuity. Addressing deferred maintenance should be the preferred strategy to retain long-term assets at reasonable short-term costs, when at all feasible. Encouraging reinvestment in the existing building fabric, enriching it through reinvestment, will create a more vibrant cultural landscape by incentivizing renovation, adaptation, and reuse over demolition.



## KEY ISSUES

- ▶ The vast majority of residential building construction occurred before 1969, meeting the initial threshold for National Register eligibility by being at least 50 years old.
- ▶ The city has concentrated areas where deferred maintenance and blight have become issues.
- ▶ The city has a high number of vacant housing units.
- ▶ Rental occupancy characterizes most occupied housing units.

## GOALS & OBJECTIVES

### GOAL H-1

Preserve the existing housing stock.

- Objective H-1.1 Stabilize and preserve existing buildings.
- Objective H-1.2 Stimulate absorption of vacant and distressed properties.
- Objective H-1.3 Increase code enforcement capacity.
- Objective H-1.4 Address health issues associated with older building stock.

### GOAL H-2

Increase resident homeownership so that 50% of all housing units are owner-occupied by 2030.

- Objective H-2.1 Stabilize neighborhoods through homeownership.
- Objective H-2.2 Encourage homeownership as an investment, an asset, and as a means to store and create value and wealth.



Objective H-2.3 Encourage residents within a neighborhood to become more engaged and invested stakeholders.

**GOAL H-3** Adopt a housing reinvestment strategy to improve the condition of the existing housing stock.

Objective H-3.1 Along with ensuring a supply of affordable housing, increase the value and marketability of existing housing stock to renew demand for housing while simultaneously preserving/protecting historic housing and helping homeowners to minimize their costs.

Objective H-3.2 Provide for a variety of housing types and values throughout the city, meeting the needs of current and future residents.

**ACTIONS**

- ▶ H.1 Develop a vacant building registry.
- ▶ H.2 Create a program to promote vacant and distressed properties to investors.
- ▶ H.3 Increase staff to perform inspections of building construction, electrical standards, plumbing, health and sanitation, and property maintenance codes.
- ▶ H.4 Develop programs that provide structural inspections.
- ▶ H.5 Broaden programs that fund lead paint removal/mitigation and mold remediation.
- ▶ H.6 Identify options for better access to mortgages through loan pools focused on non-traditional mortgages.
- ▶ H.7 Identify non-traditional homeownership options (e.g., co-operatives).
- ▶ H.8 Develop strategies and policies and work with housing partners to improve the quality of existing housing.
- ▶ H.9 Create opportunities for the construction of new market-rate homes.
- ▶ H.10 Promote a variety of housing types that are attractive and affordable to potential homebuyers.
- ▶ H.11 Identify opportunities for reinvestment in contiguous areas of distressed property.

- ▶ H.12 Support and promote programs offered by the City and its housing partners that provide homebuyer/owner counseling, down payment assistance, and help homeowners conduct home improvements and maintenance.
- ▶ H.13 Develop neighborhood reinvestment (or action) plans to promote the revitalization of neighborhood commercial centers, introduction of contemporary housing types, streetscape improvements, and infrastructure rehabilitation.
- ▶ H.14 Identify incentives and resources to address deferred maintenance of existing housing stock, promote modern upgrades and improvements to existing homes, and create opportunities for renters to purchase homes within the city when they are ready.
- ▶ H.15 Continue to support current HUD/CDBG programming for homeowner and front porch repairs.
- ▶ H.16 Identify alternative sources of funding for homeowner upgrades and building repair.
- ▶ H.17 Continue to work with and promote housing partners to leverage funds for housing rehabilitation.
- ▶ H.18 Identify areas throughout the city as the most appropriate locations for new construction.
- ▶ H.19 Amend the Zoning Code to provide for greater variety of housing options (e.g., reducing or eliminating setbacks).
- ▶ H.20 Consider allowing higher residential densities in moderate density multi-family zones for housing that is limited to elderly or disabled households (e.g., active adult or age-restricted communities), due to their lower traffic generation and parking impacts. Any such change must comply with the Housing for Older Persons Act of 1995.
- ▶ H.21 Achieve a mix of housing types that are attractive, affordable, and accessible to a diversity of ages, incomes, household types, household sizes, and cultural backgrounds.
- ▶ H.22 Encourage and support the accessible design and housing strategies that provide seniors the opportunity to remain in their neighborhood (i.e. age-in-community) as their housing needs change.
- ▶ H.23 Conduct targeted, equitable, and effective code enforcement for safe and healthy housing free of known hazardous conditions, ensuring that renter-occupied housing is maintained and operated according to minimum standards established in the City's Building Maintenance Code. Actively encourage compliance and seek to inspect regularly.

# HOUSING VALUES & APPRECIATION

## OWNER-OCCUPIED UNITS

### VALUE

Housing affordability is vital to the city's economic viability. One way to gauge affordability is to compare the change in median housing value over time among various jurisdictions. **TABLE 3-6** provides this comparison from 2000-2018. Approximately 7,096 of the city's 25,450 housing units (34.6%) in 2018 were owner-occupied. The city's median owner-occupied housing value is much lower (by approximately half) than that of the county or state; however, it increased since 2000. Between 2000-2018, Harrisburg's median housing value increased by \$22,000 (38.7%).

**TABLE 3-6.** Median Housing Value

Jurisdiction	Value		
	2000	2010	2018
Harrisburg	\$56,900	\$79,200	\$78,900
Dauphin Co.	\$99,900	\$153,100	\$165,200
Pennsylvania	\$97,000	\$159,300	\$174,100

**Source:** 2000 U.S. Census; 2006-2010, 2014-2018 American Community Survey

In 2018, approximately 48% of owner-occupied housing units in Harrisburg fell within the \$50,000-\$99,999 value bracket, with the median housing value being \$78,900. As illustrated in **TABLE E2-15**, this bracket is the largest, followed by homes valued between \$100,000 and \$149,999, representing 17.3% of the owner-occupied housing stock.

### REAL ESTATE TAXES & APPRECIATION

In Harrisburg, 97% of homes with a mortgage pay over \$1,500 in real estate taxes annually. The highest median real estate taxes on mortgaged property in the city is in Uptown, west of 3rd Street, a neighborhood characterized by large, high-quality, detached single-family houses. The higher tax rates reflect the area's recent appreciation.

When looking at properties without mortgages, the numbers are slightly different. In the downtown, 50% of properties pay \$1,500 or more in real estate taxes; however, nearly 25% do not pay any real estate taxes. Real estate taxes for properties without a mortgage in Allison Hill are the lowest in the city, with median tax payments of \$975; approximately 40% of properties in Allison Hill pay less than \$800 in real estate taxes annually.

The Dauphin County Office of Tax Assessment is primarily responsible for the valuation of real property. Based on those assessments, the City establishes millage rates to generate revenue, applies those rates to individual property assessments, and thereby produces individual property tax levies, which fund the City's budget. The last time Dauphin County conducted a countywide reassessment was in 2001—known as the 'base year,' this assessment is what the City uses to apply its millage rate. To maintain property tax revenues and fund the City's budgetary needs, the City has increased millage; thus, property taxes on new construction is comparatively higher than for older properties. The most competitive approach for the City would be to reassess all buildings and re-balance millage rates to encourage new construction.

Data from the Census confirms that the median housing value has decreased from 2010 to 2018; other data sources show that homes lost value over the last ten years, as home values declined by 12.1%. In the latest quarter, appreciation rate data shows rates of -0.8%, which equates to an annual appreciation rate of -3.3%. This data also indicates that during the last 12 months, Harrisburg's appreciation rate, at 2.7%, has been at or slightly above the national average. Notably, Harrisburg's appreciation rate in the latest quarter is one of the lowest in the country. Relative to the state, the data shows that Harrisburg's latest annual appreciation rate is higher than 60% of other cities and towns.<sup>27</sup>

Appreciation offers an opportunity to reset valuation, bringing 'underwater' properties back into balance and creating equity value in the property to provide collateral for home improvement. Policies promoting appreciation could encourage the emergence of an equity pool that the City could use to leverage to address deferred maintenance, leading to a cycle of reappraisal and increased valuations. Using the waiting method does incur a consequence of increased improvement costs—policy initiatives such as streetscape improvements, landscape maintenance, etc. could also accelerate appreciation.

It is important to note that attempts to re-balance property tax valuations or accelerate appreciation may have adverse effects on the city's lower-income populations or increase the cost burden these populations are already facing when it comes to housing costs. Any changes in policies that would lead to increases in taxes or rents, especially for lower-income people, should not be entered into without extensive consideration and public outreach.

Harrisburg has a unique profile as the State Capital and County Seat. Many government-owned parcels do not pay taxes. These uses also tend to attract nonprofits and other tax-exempt service providers.

# RENTER-OCCUPIED UNITS

**TABLE 3-7** examines the city’s median monthly contract rent. Harrisburg’s median monthly contract rent saw an increase between 2000-2010, from \$402 to \$560 per month, an increase of \$158 (39.3%). Both the county and state experienced similar increases in both amount and percent during this period. Since 2010, contract rents have continued to increase, showing an increase of \$274 (48.9%). Again, both the county and state saw similar gains, although the state’s gains were somewhat higher; the 2018 monthly contract rent was \$834.

**TABLE 3-7.** Median Monthly Contract Rent

Jurisdiction	Value			Change, 2000-2018	
	2000	2010	2018	\$	%
Harrisburg	\$402	\$560	\$834	+\$432	+107.5%
Dauphin Co.	\$473	\$626	\$922	+\$449	+94.9%
Pennsylvania	\$438	\$593	\$915	+\$477	+108.9%

Source: 2014-2018 American Community Survey

In 2018, approximately 58% of renter-occupied housing units in Harrisburg fell within the \$500-\$999 monthly contract rent bracket, with the median monthly contract rent being \$834. As illustrated in **TABLE 3-8**, this bracket is the largest, followed by median monthly contract rents of \$1,000-\$1,499, representing 23.5% of the renter-occupied housing stock. An additional 231 rental units indicated that they did not pay a cash rent in the preceding year.

**TABLE 3-8.** Monthly Contract Rent

Value	Harrisburg		Dauphin County		Pennsylvania	
	No.	%	No.	%	No.	%
Less than \$500	2,103	15.9%	4,091	10.3%	187,321	12.7%
\$500 to \$999	7,663	58.1%	20,055	50.5%	673,644	45.8%
\$1,000 to \$1,499	3,098	23.5%	12,259	30.9%	419,580	28.6%
\$1,500 to \$1,999	283	2.1%	2,611	6.6%	123,757	8.4%
\$2,000 to \$2,499	23	0.2%	458	1.2%	38,683	2.6%
\$2,500 to \$2,999	0	0.0%	73	0.2%	13,543	0.9%
\$3,000 or more	23	0.2%	136	0.3%	12,861	0.9%
<b>TOTALS</b>	<b>13,193</b>	<b>100.0%</b>	<b>39,683</b>	<b>100.0%</b>	<b>1,469,389</b>	<b>100.0%</b>

Source: U.S. Census Bureau—2014-2018 American Community Survey

# NEW RESIDENTS

As of 2018, the city had a population of just under 50,000 citizens. Based on population growth figures (see **CHAPTER 1**), the city will likely continue losing residents through 2040, although the 2020 Census will provide a clearer picture of the city’s residential growth. Pennsylvania has one of the lowest frequencies of home sales in the nation, although property in the city and region are selling for more and staying on the market less than in the past. Sources of population growth within the city are unlikely to originate from current regional residents, except for those identified as ‘empty nesters.’ To build on its existing residential population base, the City should attract emigrant and young adult populations. These groups will typically enter the city as renters—housing policy should ensure a wide variety of rental options are available to new residents. After some time, if these renters determine that they like the city, they will be the most likely parties to purchase housing or other property in Harrisburg. This strategy, linking growth for population and housing, is a speculative project that requires the success of multiple factors:

- ▶ Delivery of a wide range of quality, affordable rental spaces
- ▶ Development of strong, sustainable community cores
- ▶ Delivery of a broad range of quality investment housing options

Harrisburg can exceed population projections if the City chooses to set policies and develop strategies to offer high-quality housing options that are unique within the region.

# KEY ISSUES

- ▶ There is an imbalance of supply and demand for housing with more houses available for sale than there are buyers for purchase; however, recent trends indicate this is becoming more balanced.
- ▶ The city’s median housing value is very low when compared to the county and state, and while it has increased, it has not grown at the same rate as these comparison jurisdictions.
- ▶ Projections indicate that the city’s population will continue to decrease through 2040.

# GOALS & OBJECTIVES

**GOAL H-4** Adopt an inclusive and equitable development strategy to introduce mixed-value housing opportunities, especially in neighborhoods experiencing disinvestment.

Objective H-4.1 Allow options for mixed-value housing in all neighborhoods.

## ACTIONS

- ▶ H.24 Amend the Zoning Code to allow mixed-value housing options to occur in all neighborhoods.
- ▶ H.25 Provide educational opportunities to current and potential residents on the processes and availability of housing.
- ▶ H.26 Monitor housing categories to ensure all housing types are available throughout the city.

# NEW CONSTRUCTION & REDEVELOPMENT

In 2018, the Harrisburg area had its strongest year for the number of residential building permits issued since 2007, according to the latest data from the U.S. Census Bureau (see **TABLE 3-9**). Through the end of 2018, the Harrisburg-Carlisle metropolitan area reported permits for 2,013 units, up from 1,564 in 2017.

Over the last five years, there have been building permits issued for an average of 1,684 total housing units, according to this data. The peak years for Harrisburg-Carlisle were 2004-2007, when building permits were issued for an average of 2,340 total housing units annually. Permit value totaled nearly \$352 million in 2018, up from \$302 million in 2017.

**TABLE 3-9.** New Housing Unit Permits, Harrisburg-Carlisle Metro Area

Year	No. Units					Total Units	No. Structures 5 or More Units
	1	2	3-4	5 or More			
2018	1,344	2	65	602	2,013	36	
2017	1,270	20	36	238	1,564	19	
2016	1,239	6	19	363	1,627	24	
2015	1,195	4	11	405	1,615	26	
2014	1,201	4	0	397	1,602	22	
2013	1,331	4	12	320	1,667	26	
2012	1,215	8	18	675	1,916	43	
2011	952	4	12	145	1,113	9	
2010	1,315	10	10	277	1,612	15	
2009	1,199	22	0	301	1,522	22	
2008	1,472	22	22	348	1,864	30	
2007	2,030	10	13	176	2,229	9	
2006	1,886	6	18	120	2,030	12	
2005	2,328	30	15	331	2,704	41	
2004	2,306	48	33	11	2,398	2	
<b>ALL YEARS</b>	<b>22,283</b>	<b>200</b>	<b>284</b>	<b>4,709</b>	<b>27,476</b>	<b>336</b>	

Source: U.S. Census Bureau Building Permits Survey, 2004-2018

The city accounts for only a fraction of these new housing building permits. Following the housing market downturn in 2008 and the recession in 2009, new residential construction in the city has nearly stopped.

The Tri-County Regional Planning Commission (TCRPC) issues an annual Regional Building Activity Report that provides information on building permit activity for residential, commercial, and industrial development in Cumberland, Dauphin, and Perry Counties. Harrisburg has seen a slow increase in residential building activity since the nationwide collapse of the housing market in 2008, adding 154 new dwelling units. In 2012, 2013, 2015, and 2016, the city did not add residential units, according to that report (see **TABLE E2-18**).

If Harrisburg is to be a sustainable city, consistent with the economic stability of the region, it needs to ensure the permanence and sustainability of new design and construction. Recent residential construction models include low-cost, stick-built, suburban-style building types. City housing should be of a higher quality than traditional suburban housing models due to closer proximity of units and concerns about fire and life-safety issues surrounding higher density areas. It is also important that new housing construction designs accommodate the largest potential resident base—new construction should be ADA accessible, with zero-step entries, ADA-compliant bathrooms, and ideally bedrooms on the first floor.

Higher quality housing requires slightly increased construction costs, sale prices, and rents. These need to be justified by convenience and quality of life benefits provided by ready access to transit and vibrant community commercial areas. The greatest value to increase marketability would be to encourage reinvestment in existing houses, providing higher standards of efficiency and finishes, as well as continued maintenance and upkeep.

Housing reinvestment policies should relate to a community reinvestment plan that includes commercial revitalization, new housing typology introduction to older neighborhoods, streetscape improvements, infrastructure refreshment, and a plan to ensure the local schools function as community-enhancing assets.

## KEY ISSUES

- ▶ Harrisburg has seen a slow increase in residential building activity since the nationwide collapse of the housing market, only reaching pre-collapse permit activity levels.
- ▶ Newer construction typically includes low-cost, stick-built, suburban-style models that are incompatible with and incomparable to historic housing construction.

## LOCAL ECONOMIC REVITALIZATION TAX ACT PROGRAM

To promote and encourage new development as well as rehabilitation of existing structures, the City enabled the Local Economic Revitalization Tax Act Program (LERTA) by passing Ordinance No. 4-2015 on May 12, 2015. The City believes that this tool will assist in the eventual tax base increase, the creation of jobs, and overall city redevelopment. The Harrisburg School District and Dauphin County each passed the same resolution.

Pennsylvania has used LERTA since 1977—it allows counties, municipalities, and school districts to waive taxes on the increased value of improved properties in distressed areas. LERTA is supposed to act as an incentive because without it, some development may not occur—having taxes waived on improved value for a set period may be the key to making a project financially feasible. Since Harrisburg’s adoption, the 10-year property tax break has helped spur the rehabilitation of small, existing residential properties; however, few developers have applied the abatement to new or commercial construction.

### ELIGIBILITY REQUIREMENTS

All properties within the city are eligible for improvement. The owner of any property (commercial/residential) is eligible for tax abatement on property tax increases resulting from the redevelopment or substantial improvement of a property due to reassessment of the property by Dauphin County. Any person or business owning a property within the city is eligible to apply.

The program provides a 100% tax waiver for residential improvement projects and a minimum 50% tax waiver for commercial properties over a decade; commercial developers could earn a higher waiver (up to 100%), depending on the number of permanent jobs created.

### OPPORTUNITY ZONES

The federal Qualified Opportunity Zone (QOZ) program spurs economic development and job creation in low-income communities by offering tax incentives for investment into designated distressed census areas. Individuals who make investments through special funds in these zones can defer or eliminate federal taxes on capital gains.

Pennsylvania’s QOZs were selected based on their distressed economic status, recommendations from local partners, and the likelihood of private-sector investment in those specific census tracts. Six census tracts within Harrisburg were designated.

Any taxpayer with eligible capital gains subject to federal capital gains taxes can invest in QOZ projects, properties, and businesses. All investments must occur within a designated QOZ; they do not require minimum or maximum participation thresholds or job creation or retention commitments.

# GOALS & OBJECTIVES

## GOAL H-5 Incentivize development throughout the city.

- Objective H-5.1 Promote Harrisburg as a place to invest in housing.
- Objective H-5.2 Attract housing development of many forms.

## GOAL H-6 Develop area plans and targeted redevelopment area plans prior to undertaking significant development efforts.

- Objective H-6.1 Develop and implement area plans.
- Objective H-6.2 Prepare plans for targeted redevelopment areas.
- Objective H-6.3 Adopt citywide design standards for new construction and substantial renovations.

- ▶ H.34 Evaluate the housing market conditions of each neighborhood to establish a baseline for measuring progress and guiding future strategic investment.
- ▶ H.35 Work with financial institutions, the Pennsylvania Housing Finance Agency, the Foundation for Enhancing Communities, and others to overcome barriers in real estate finance processes that inhibit the development of housing, and the purchase of housing, by owner-occupants.
- ▶ H.36 Prepare plans for targeted redevelopment areas.
- ▶ H.37 Prepare design guidelines to address quality and sustainability aesthetics and accessibility for building types and open spaces.

# ACTIONS

- ▶ H.27 Consider offering local incentives to develop housing, such as Local Economic Revitalization Assistance (LERTA), and promoting existing incentives at the state and federal levels such as the federal QOZ.
- ▶ H.28 Streamline the development process.
- ▶ H.29 Use existing tools such as the City of Harrisburg Land Bank, HRA, and the Vacant Property Review Board to assemble land for future development.
- ▶ H.30 Prioritize demolition in targeted housing areas for redevelopment and site assembly.
- ▶ H.31 Identify local, state, and federal funding and tools to spur new, private investment to create and improve housing stock, attract new businesses to serve residents, and generate new employment opportunities.
- ▶ H.32 Prioritize any public subsidies toward activities that will make genuinely transformative impacts.
- ▶ H.33 Promote the holistic coordination of City resources to support neighborhood revitalization, creating a special focus across City departments from basic infrastructure and upkeep to development incentives, code enforcement, public safety, and efficient development standards.

# AFFORDABLE & ATTAINABLE HOUSING

Affordable housing needs in Harrisburg are significant. High housing costs reduce economic opportunities, access to jobs and services, and the ability of lower-income households (including the elderly and persons with disabilities) to live in communities and neighborhoods of their choice. The affordability gap results in concentrations of lower-income households in older neighborhoods that have higher levels of substandard housing and overcrowding.

The city's overwhelming housing issue, which has a real-world connection to family instability and homelessness, is excessive housing costs. Harrisburg needs to expand its supply of quality affordable housing for renters, homeowners, and neighborhood stabilization, as well as a general need to improve the overall quality of existing housing stock.

There are several barriers to increasing affordability within the housing sector:

- ▶ Income and wages are not keeping pace with rising housing costs and the overall cost of living
- ▶ Federal resources for housing programs, such as Housing Choice Vouchers (HCV, Section 8), do not match the need experienced
- ▶ Homeownership is out of reach for many residents
- ▶ There is a backlog of infrastructure and public facility investment needs

These issues were highlighted in previous research and were also reflective of responses received from the community needs survey, stakeholder surveys, and feedback received at community forums.

The conventional public policy indicator of housing affordability in the United States is the percent of a household's income spent on housing. According to HUD, housing expenditures that exceed 30% of household income are an indicator of a housing affordability problem. Housing expenditures include mortgage or rental payments, taxes and insurance, fuel, and utilities. Households that expend more than 30% of their income for housing are 'cost-burdened' and must make reductions in expenditures for other necessities including food, clothing, and medical care. Those households that spend more than 50% of household income on housing costs are 'severely cost-burdened.'

**TABLE 3-10** shows cost-burdened owner-occupied households in Harrisburg between 2000-2018. Between 2000-2010, approximately 29% of owner-occupied households were cost-burdened, paying 30% or more of their household income for housing expenses; by 2018, this decreased slightly to just below 24%.

## SHORT-TERM HOUSING

Beyond traditional forms of housing, new options are emerging every day. While the City's current Zoning Code may permit some of these, others may need further study and changes in regulations to be permitted.

- ▶ **Cohousing**—Cohousing is a community designed to foster connection. Physical spaces allow neighbors to interact with others just outside private homes easily. Common areas, including kitchen, dining space, and gardens, bring people together.
- ▶ **Collaborative Living**—Co-living is a modern form of housing where residents share living space and a set of interests, values, or intentions. Co-living tends to be urban and integrated into a single building, house, or apartment.
- ▶ **Cooperative**—A co-op is a corporation where the owners don't own units outright; instead, each resident is a shareholder.
- ▶ **Eco-Village**—A community desiring social, cultural, economic, or ecological sustainability. An eco-village strives to produce the least possible negative impact on the natural environment through intentional physical design and resident behavior choices.
- ▶ **Hostel**—A hostel is a form of low-cost, short-term shared sociable lodging where guests can rent a bed, usually a bunk bed in a dormitory, with shared use of a lounge and sometimes a kitchen.
- ▶ **Intentional Community**—An intentional community is a planned residential community designed from the start to have a high degree of social cohesion and teamwork. The members of an intentional community typically hold a shared social, political, religious, or spiritual vision and often follow an alternative lifestyle.
- ▶ **Short-Term Housing**—Short-term housing or rentals are self-contained apartments, already furnished, that rent for short periods, usually by the month as opposed to the traditional unfurnished annual rentals.

**TABLE 3-10.** Cost Burdened, Owner-Occupied Households

Year	Total Owner-Occupied	Cost Burdened (30% or more)		Not Cost Burdened (less than 30%)	
		No.	%	No.	%
2018	7,022	1,677	23.9%	5,345	76.1%
2010	8,300	2,377	28.6%	5,885	70.9%
2000	8,109	2,340	28.9%	5,652	69.7%

**Source:** 2000 U.S. Census; 2006-2010, 2014-2018 American Community Survey

**Table 3-11** examines renter-occupied households' cost burdens from 2000-2018. From 2000-2010, the city saw a dramatic rise in renter cost burden. In 2000, cost-burden affected approximately 38.7% of renters. By 2010, the

percentage of households experiencing a cost burden rose to 51.8%. This trend reversed in 2018, with cost-burdened rental households decreasing to 46.6%.

**TABLE 3-11. Cost Burdened, Renter-Occupied Households**

Year	Total Renter-Occupied	Cost Burdened (30% or more)		Not Cost Burdened (less than 30%)	
		No.	%	No.	%
2018	12,801	5,959	46.6%	6,842	53.4%
2010	12,454	6,450	51.8%	5,243	42.1%
2000	11,861	4,588	38.7%	6,694	56.4%

**Source:** 2000 U.S. Census; 2006-2010, 2014-2018 American Community Survey

More than three times as many renters experience a cost burden than owner-occupied households, although this may be somewhat deceptive, as renter-occupied units are approximately 64% of the city's housing stock overall. The renter-occupied units still account for a disproportionate share of cost-burdened households when compared to overall housing units.

## PUBLIC & ASSISTED HOUSING

The Harrisburg Housing Authority (HHA), the entity that oversees the city's public housing program, reports that, as of January 2017, it managed 1,738 public housing units and administered 1,159 HCVs. See **TABLE E2-19** for a detailed inventory of public housing.

HHA reports that, as of January 2017, there were 1,623 households on the waiting list for public housing units (see **TABLE E2-20**) with a 41-month wait projected. Of the total applicants, 95% were small families with two to four members; 92% of applicants on the public housing waiting list were low-income, and 7% were very low-income.

## HOUSING FOR PERSONS WITH HIV/AIDS AND DISABILITIES

In the county, there is no dedicated housing for persons with HIV/AIDS; however, there are housing resources available to persons with HIV/AIDS through the AIDS Planning Coalition of South Central Pennsylvania. The Coalition uses a portion of its Housing Opportunities for Persons with AIDS (HOPWA) funding for tenant-based rental assistance. Funds provide

## HOUSING + TRANSPORTATION AFFORDABILITY METRIC

Traditional measures of housing affordability ignore transportation costs. Typically a household's second-largest expenditure, transportation costs are largely a function of the characteristics of the neighborhood where a household chooses to live. Location matters—compact and dynamic neighborhoods with walkable streets and high access to jobs, transit, and a wide variety of businesses are more efficient, affordable, and sustainable.

### LOCATION EFFICIENCY METRICS

Places that are compact, close to jobs and services, with a variety of transportation choices, allow people to spend less time, energy, and money on transportation.

**16%** Percent of location efficient neighborhoods.

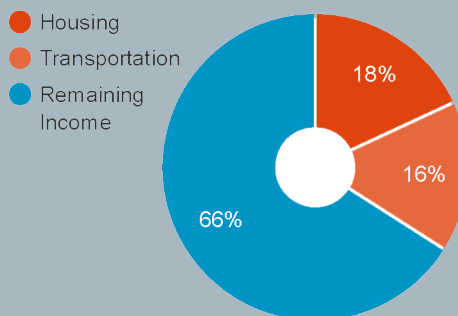
### NEIGHBORHOOD CHARACTERISTICS SCORES (1-10)

As compared to neighborhoods in all 955 U.S. regions in the Index:

JOB ACCESS	ALLTRANSIT PERFORMANCE SCORE	COMPACT NEIGHBORHOOD
<b>9.6</b> very high access to a variety of jobs	<b>7.6</b> good access to public transportation	<b>8.7</b> very high density and very walkable

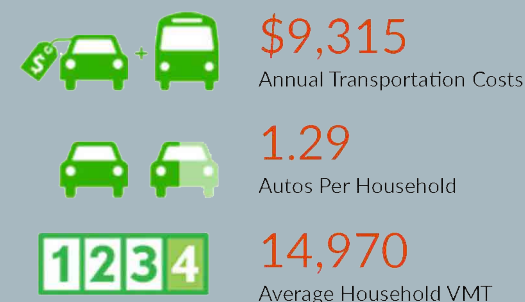
### AVERAGE HOUSING + TRANSPORTATION COSTS % INCOME

Factoring in both housing and transportation costs provides a more comprehensive way of thinking about the cost of housing and true affordability.



### TRANSPORTATION COSTS

In dispersed areas, people need to own more vehicles and rely upon driving them farther distances, which also drives up the cost of living.



### H + T METRICS

#### AFFORDABILITY

Housing + Transportation Costs % Income:	35%
Housing Costs % Income:	18%
Transportation Costs % Income:	16%

#### TRANSPORTATION MODEL OUTPUTS

Autos per Household:	1.29
Annual Vehicle Miles Traveled (VMT):	14,970
Transit Ridership % of Workers:	6%
Annual Transportation Cost:	\$9,315
Annual Auto Ownership Cost:	\$7,027
Annual VMT Cost:	\$2,210
Annual Transit Cost:	\$78
Annual Transit Trips:	60

#### HOUSING COSTS

Average Monthly Housing Cost:	\$884
Median Selected Monthly Owner Costs:	\$956
Median Gross Monthly Rent:	\$766
Owner Occupied Housing Units:	38%
Renter Occupied Housing Units:	62%

#### GREENHOUSE GAS FROM AUTO USE

Annual GHG per Household:	5.58 Tons
Annual GHG per Acre:	43.58 Tons

#### ENVIRONMENTAL CHARACTERISTICS

Residential Density 2010:	13.87 HHS/Res. ac
Gross Household Density:	3.94 HH/ac
Regional Household Intensity:	22,935 HH/mi <sup>2</sup>
Single Family Detached Households:	14%
Employment Access Index:	47,558 Jobs/mi <sup>2</sup>
Employment Mix Index (0-100):	88
Transit Connectivity Index (0-100):	7
Transit Access Shed:	1
Jobs Accessible in 30 Minute Transit Ride:	56.4 mi <sup>2</sup>
Available Transit Trips per Week:	2,079
Average Block Perimeter:	2,415 ft
Average Block Size:	3 ac
Intersection Density:	411/mi

**Source:** Center for Neighborhood Technology



for short-term assistance consisting of a security deposit and one month's rent, as well as long-term rent assistance. The AIDS Planning Coalition, along with HELP Ministries and Delta Housing, provide housing referrals for persons with HIV and AIDS in the county.

The Dauphin County Mental Health and Intellectual Disabilities Program provides funding and administrative oversight for services in the county that support people and their families living with developmental delays, mental illness, and intellectual disabilities. Their mission is to ensure that services are of the highest quality possible, are cost-effective, and are readily available to all who need them.

The Dauphin County mental health system does not provide housing; however, the program does offer residential programs for persons that require clinical support. As few as 200 out of over 4,000 persons in treatment per year receive supervised residential services through the county's mental health system. Since these resources are very costly, only those determined clinically neediest are considered appropriate and there are waiting lists for all programs. Residential programs include room and board costs for the adult individual. All residential programs have specific eligibility criteria and requirements. As a person achieves psychiatric stability through a recovery plan, they transition to less supervised settings with the goal of independent living. All residential programs in the county are transitional living and not permanent living arrangements.

Dauphin County's mental health system provides supportive living services, making it possible to receive housing support to live in the community in a leased or owned residence. Agency providers develop plans to support individuals with disabilities as they live in the community as independently as possible. There is no cost for the support service if the individual enrolls with the Case Management Unit in the public mental health system; the individual is responsible for all living expenses.

Additionally, the county's provider network works with private landlords, HHA, and the County's Housing Authority to identify public housing options for persons with serious mental illness. Shelter Plus Care is the agency's joint project with the County's Housing Authority. Its vouchers are part of the HCV Program, designated specifically for persons with a history of homelessness and mental illness. Documentation must include homelessness and other eligibility requirements under the HCV Program, as well as a commitment to ongoing mental health services.

## HOMELESS FACILITIES

In 2000, the City, Dauphin County, the United Way of the Capital Region, and the Foundation for Enhancing Communities coordinated to create the Capital Area Coalition on Homelessness (CACH). CACH's primary purpose is to be responsible for strategic planning, development, and delivery of a collaborative, coordinated, and inclusive system of high-quality services and shelter for persons who are homeless.

CACH conducts an annual Point in Time Survey, a community-wide counting of persons who are homeless over 24 hours. The 2018 Point in Time Survey identified a total of 445 persons, including 120 children (under age 18), as being homeless—whether sheltered or unsheltered—in Harrisburg and Dauphin County. An additional 240 persons who were once homeless transitioned to permanent housing (i.e. no longer homeless). As of 2018, within the county and city, there were 285 emergency shelter beds, 25 safe haven beds, 180 transitional housing beds, and 218 permanent supportive beds to serve the homeless population (see **TABLE E2-21** for a list of facilities).

## HOUSING ENTITIES

Several public entities and nonprofits support the development and maintenance of affordable housing within the city.

## HCV PROGRAM

HHA currently makes rental housing affordable throughout the city by administering the federal HCV Program (formerly Section 8). This program permits those receiving a voucher to rent a housing unit and pay a maximum of 30% of their income toward rent, with HCV Program paying the remaining portion (if any). The HCVs that HHA administers can pay up to 100% of the Fair Market Rent allowance for the area. HHA has established preferences for admission to the HCV Program that are the same as those for public housing.

In January 2017, HHA reported that it received 1,159 HCVs from HUD for distribution throughout the city. It also reported that there was a waiting list of 701 households. The city's waiting list for HCVs decreased by 45 households (-6%) from 2014-2017.

## CITY OF HARRISBURG BUREAU OF HOUSING

The mission of the Bureau of Housing is to build strong, healthy communities and increase opportunities for people of all income levels to live in Harrisburg. Its initiatives help stimulate housing development, providing a full range of housing choices and opportunities. The Bureau also works with private housing developers to increase the city's supply of quality housing and to ensure economic diversity through new construction and rehabilitation projects. These goals utilize federal, state, and city funds.

The Bureau of Housing also preserves city housing stock by rehabilitating dilapidated homes and building new homes on infill lots, complementing the character and preserving the integrity of Harrisburg's neighborhoods. The Bureau supports market-rate projects and housing for working families, as well as manages key programs to assist homebuyers and help residents make home improvements.

## HARRISBURG HOUSING AUTHORITY

HHA was established in 1938, empowered with the responsibility and authority to maintain the city's public housing program. HHA's mission is to serve the needs of low-income, very low-income, and extremely low-income families within the city. The organization strives to:

- ▶ Maintain the availability of decent, safe, and affordable housing in its communities;
- ▶ Ensure equal opportunities in housing;
- ▶ Promote self-sufficiency and asset development of families and individuals; and
- ▶ Improve community quality of life and economic viability.

## TRI-COUNTY HOUSING DEVELOPMENT CORP.

The TCHDC promotes and develops affordable housing for LMI individuals and families. TCHDC structures activities in direct response to local affordable housing needs and develops projects within the context of building partnerships and supporting homeowners and residents.

TCHDC is the region's only certified Community Housing Development Organization (CHDO). It specializes in rehabilitation and redevelopment projects as well as new home construction. Since its creation in 1990, TCHDC has developed or rehabilitated 668 affordable housing units within its service region. TCHDC operates the Dauphin County Infill Housing Program and the City of Harrisburg Capitol Corridors Program, focusing on rehabilitating abandoned and blighted properties including the installation of new electrical and mechanical systems, as well as new interiors. These programs utilize CHDO-allocated HUD Housing Opportunities Made Equal (HOME) funding and create safe, decent homeownership opportunities for more than 80 LMI families and individuals in Dauphin County.

TCHDC recently completed constructing new energy-efficient and affordable for-sale homes in the Mount Pleasant neighborhood. The project is a significant component of a community-wide, county-, city-, and state-endorsed comprehensive revitalization plan for the area. TCHDC built ten homes with an additional six planned for construction.

## KEY ISSUES

- ▶ Numerous households have excessive housing costs, spending 30% or more of their income on housing expenses.
- ▶ There are many low- and very-low-income families that are on wait lists for both public housing and HCVs.
- ▶ Surveys identified hundreds of homeless persons; while many can transition to permanent housing, homelessness remains a problem.

## GOALS & OBJECTIVES

**GOAL H-7** Ensure quality housing is attainable and available for all city residents.

- |                 |  |
|-----------------|--|
| Objective H-7.1 | Support existing programs, products, and services that improve the earning power of city residents.  |
| Objective H-7.2 | Encourage the preservation of existing low-moderate-income housing.  |
| Objective H-7.3 | Implement a suite of policies for the incorporation of high-quality affordable, accessible, and attainable housing in all neighborhoods and across all residential building types. |
| Objective H-7.4 | Expand the supply of attainable housing by promoting housing-type diversity citywide.  |
| Objective H-7.5 | Promote socio-economic diversity in residential neighborhoods.   |

## ACTIONS

- ▶ H.38 Reduce the number of low-income households in need of housing assistance, recognizing that the provision of housing affordable to low-income households can help provide access to education, employment, and social opportunities; support the creation of a more inclusive Harrisburg; and reduce household displacement.

- ▶ H.39 Take a leadership role in regional efforts to increase affordable housing preservation and production to ensure a balanced regional commitment to affordable housing, while also maintaining the City's commitment to affordable housing.
- ▶ H.40 Promote new LMI housing through market-rate housing production and assisted housing programs.
- ▶ H.41 Support the creation of new LMI housing developed by TCHDC, nonprofit housing developers, and nonprofit organizations that help homeowners conduct home improvements/maintenance and provide homebuyer/owner counseling.
- ▶ H.42 Promote the preservation or enhancement of currently affordable housing to retain opportunities for LMI households.
- ▶ H.43 Partner with HHA for the advancement of its affordable housing goals and objectives.
- ▶ H.44 Provide leadership participation in the CACH, the City's designated lead entity in the coordination and planning for housing and services to families experiencing homelessness. Adopt CACH's *Blueprint to End Homelessness* and actively participate in its update and implementation.
- ▶ H.45 Use housing programs and funds to preserve existing housing that is susceptible to redevelopment or gentrification.
- ▶ H.46 Encourage the acquisition of housing by nonprofit organizations, land trusts, or tenants to protect housing from upward pressures of prices and rents.
- ▶ H.47 Make funds available to LMI homeowners for emergency code-related repairs.
- ▶ H.48 Preserve good-quality housing units that are already serving LMI households with programs that improve substandard units and prevent the deterioration and loss of existing affordable units.
- ▶ H.49 When expanding the supply of new housing units, look for opportunities to increase the number of units designed for accessibility and independent living, as well as the number of units with fully accessible design.
- ▶ H.50 Promote racial and economic diversity in neighborhoods so that lower-income and minority households are not isolated from social, educational, and economic opportunities.

# 04 MOBILITY & ACCESS

# MA



# INTRODUCTION

Mobility refers to the ease, safety, and efficiency by which people travel within the city and surrounding region. A well-connected transportation network with a variety of travel options (such as walking, bicycling, transit, on-demand services, and the automobile) defines a city with high mobility. Mode choice and affordability are particularly important, as investments in mobility for only one segment of users (e.g., drivers) creates significant disadvantages and impediments for those who cannot afford or prefer not to own a car, as well as for children, seniors, and people with disabilities. Many cities and regions throughout the U.S. are now committed to expanding mobility for all users by investing in transit, bicycle, and pedestrian infrastructure, in coordination with enhancements to the vehicular network.

Mobility assesses the number of alternatives provided—more options, more routes, or more lanes. While quantity is important, the quality of service offered more strongly correlates to economic and social outcomes. Mobility relates to infrastructure and, increasingly, technological systems that expand the breadth and flexibility of choices available for making trips. While many regional trips traditionally required vehicle ownership, services (e.g., Uber, Lyft, city bike share program) increased mobility for people who are unable or uninterested in doing so. The potential introduction of e-scooters presents another mode of travel. These options should be accessible to people with disabilities as well. In focusing efforts to provide services that residents, workers, and visitors need and want, the City creates benefits for commuters and businesses that enhance productivity, economic development, and community cohesion.

Access is another critical element to a well-functioning transportation network. It refers to the ability to reach major destinations, goods, services, and activities. While a traditional definition focuses on connecting residents to essential goods and services (e.g., employment, education,

food, healthcare), a broader and more inclusive definition includes quality of life elements as well (e.g., parks, shopping, recreation, nightlife). Access intrinsically links to land use and the decisions to locate housing, jobs, goods and services, and recreational facilities; by encouraging a mix of land uses within walking distance, affordable access to jobs and services increases with minimal cost to the city's transportation infrastructure.

According to the American Automobile Association (AAA), the average annual cost to own and operate a new vehicle in 2017 was just shy of \$8,500<sup>1</sup>, including fuel, maintenance, repairs, insurance, license, registration, taxes, depreciation, and loan interest. The median household income in Harrisburg in 2017 was \$35,300<sup>47</sup>. Transportation costs are affordable if they account for less than 15% of a household's income; for the median household in Harrisburg, owning a car would not be considered affordable under this definition as transportation costs accounted for over 24% of income. Since vehicle ownership is not an option available to every city resident, transforming Harrisburg into a community of choice, or a car-optional city, becomes increasingly important and requires creating and promoting a range of mobility opportunities. The city's Vision Zero Action Plan is a major step toward finding this balance between automobiles and more vulnerable road users—pedestrians, cyclists, children, elderly, etc.

Increasing mobility by expanding public transportation, improving walking and biking conditions, and embracing new technologies and transportation services is a win-win-win for increasing mobility and access, making Harrisburg more affordable for residents, with an added benefit of stimulating economic development.

This chapter provides a set of goals, each with objectives and short-, medium-, and long-term actions, aimed at achieving Harrisburg's 20-year vision. Mobility and access are major

## MOBILITY & ACCESS DEFINED

Mobility and access define the how and the where of transportation.

Mobility is the ability to quickly and comfortably travel within the community and region to reach destinations, using one or more modes of transportation. Improving mobility means increasing the availability of a range of practical and affordable travel options.

Access is the relationship between where people are and where they need to go; it is the ability to reach jobs, goods, and services in a timely, reasonable manner. Access also factors in a person's physical ability to travel, specifically in terms of any disabilities they may have and ADA compliance. Access is enhanced when people live close to their work, school, and other frequent destinations.



components of this vision, intimately connected with land use and other infrastructure, and will be a measure of **HBG2020**'s success. The goals in this chapter are presented within themes that collectively form the city's overall transportation system:

- ▶ Streets and Circulation
- ▶ Pedestrians
- ▶ Bicycles
- ▶ Transit
- ▶ Vehicles & Parking

## TRENDS IN MOBILITY & ACCESS

In recent years, changes in technology have spurred changes in transportation and mobility, and the pace of these changes is likely to accelerate during the life of **HBG2020**. The way mobility is provided and by whom, the vehicles used, how payments occur, destinations, and ownership are evolving factors. Harrisburg's future transportation system may include the following key elements:

- ▶ Greater presence of pedestrians, cyclists, and other modes of non-vehicular transportation as safety and efficiency improvements create a friendlier environment, as well as opportunities to repurpose underutilized street and rail corridors
- ▶ Enhanced mass transit that offers capacity and travel-time benefits between Harrisburg and other cities, supporting higher density housing and employment centers
- ▶ Enhanced first- and last-mile connections to the transit network, encouraging increased pedestrian and bicycle commuting
- ▶ Significantly less land devoted to storing vehicles due to shared, self-directed vehicles operating continuously, reducing the need for long-term parking
- ▶ Clean and green vehicles with no air or noise pollution that do not require gasoline refueling
- ▶ Smart vehicles that adjust their speed to mix with pedestrians and cyclists safely when entering urban areas
- ▶ Established presence of self-directed vehicles that do not require human drivers
- ▶ Smaller, lighter vehicles made possible by significantly reduced crash risk to vehicle occupants, pedestrians, and cyclists
- ▶ 'Go anywhere' vehicles with the ability to operate on any road surface, without any special guideway (e.g., rail)
- ▶ Improved access to a wider variety of transportation options for seniors, persons with permanent disabilities, and persons with temporary disabilities

- ▶ Shared vehicles available for use on-demand that come travel to the user, rather than requiring advance travel to a rental facility
- ▶ Real-time information on people's travel needs, routes, and conditions

In addition to transportation and mobility changes, changes to general thinking about street design to meet today's challenges, and tomorrow's demands, occurred. This new approach capitalizes on the principle that streets are not only arteries for vehicular movement, but public spaces as well. Especially in urban contexts, street design must meet the needs of people walking, cycling, taking transit, doing business, providing services, and driving, all in a constrained space. There are several core principles<sup>14</sup> to shape these streets:

- ▶ Streets for Everyone | Street design should be equitable and inclusive, serving the needs and functions of diverse users and paying attention to people with disabilities, seniors, and children. Streets should put people first—regardless of income, gender, culture, or language.
- ▶ Streets for Safety | Street design should be safe and comfortable for all users. The design should prioritize the safety of pedestrians, cyclists, and most vulnerable users (e.g., children, seniors, people with disabilities). Safe streets have lower speeds to reduce conflicts, provide natural surveillance, and ensure spaces are safely lit and free of hazards.
- ▶ Streets are Multidimensional Spaces | Streets should be multidimensional, dynamic spaces that people experience with all their senses. While the ground (i.e. travel) plane is critical, the edges and canopy play a significant role in shaping the street environment.
- ▶ Streets for Health | Street design should support healthy environments and lifestyle choices. Street designs that support active transportation and integrate green infrastructure strategies can improve air and water quality, reduce stress levels, and improve mental health.
- ▶ Streets are Public Spaces | Street design should reflect quality public spaces as well as pathways for movement. Streets play a significant role in the public life of cities and communities and should indicate places for cultural expression, social interaction, celebration, and public demonstration.
- ▶ Streets are Multimodal | Street design should incorporate a range of mobility choices, prioritizing active and sustainable modes of transport. Safe, efficient, and comfortable experiences for pedestrians, cyclists, and transit riders support access to critical services and destinations and increase street capacity.
- ▶ Streets as Ecosystems | Street design should integrate contextual green infrastructure measures to improve the biodiversity and quality of the urban ecosystem. Natural habitats, climate, topography, water bodies, and other natural features should inform designs.
- ▶ Great Streets Create Value | Street design should reflect their status as an economic asset as well as a functional element. Well-designed

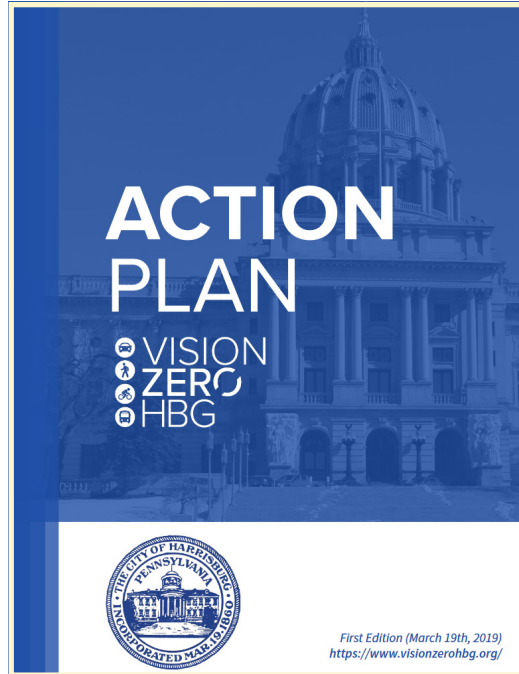
streets in commercial corridors create environments that entice people to stay and spend time, generating higher revenues for businesses and higher value for homeowners.

- ▶ Streets for Context | Street design should enhance and support current and planned contexts at multiple scales. A street can traverse diverse urban environments, from low-density neighborhoods to dense urban cores. As the context changes, land uses and densities place different pressures on the street and inform design priorities.

## VISION ZERO HBG

Vision Zero HBG<sup>8</sup> represents the City's comprehensive approach to eliminating traffic fatalities and serious injuries on city streets by 2030. Adopted in March 2019, it is a citywide program, combining policies and an action plan, that focuses on safety for all users: people who walk, ride bicycles, take the bus, and drive vehicles. The Vision Zero program brings together city resources, including police, communications, transportation engineering, City management and officials, and community members, to meet this goal. Its approach prioritizes safety first in all travel-related activities—aligning directly with the city's culture and core values. Harrisburg's Vision Zero program core elements include evaluation, education, engagement, engineering, enforcement, executive leadership, and equity that all work together to make the program a success. The program has three main goals:

- ▶ Save lives and prevent serious injuries by reducing the number of severe traffic crashes on Harrisburg streets
- ▶ Improve the street system through a systematic approach by prioritizing those who are most vulnerable (pedestrians and cyclists)
- ▶ Reduce traffic congestion, improve air quality, and improve the health of residents by transitioning from motorized to active modes of transportation



Office of Mayor Eric Papenfuse  
MLK Government Center  
10 N. Second St.  
Harrisburg, PA 17101  
(717) 255-3040

Nov. 5, 2018

Dear Friends and Neighbors:

On the evening of March 5, 2018, Cynthia Wilson, a 62-year-old resident of the City, was struck and killed while crossing State Street on a quick shopping trip. Ms. Wilson was the fifth pedestrian or bicyclist killed along this section of State Street in a period of 17 months.

In the days immediately following this crash, my administration took decisive action to address the safety of State Street – recognizing that every three months could mean another lost life. This action led us to the Vision Zero Network, a national, collaborative campaign helping communities eliminate traffic fatalities and severe injuries while providing safe, healthy and equitable mobility for all.

Since the crash that claimed the life of Ms. Wilson, many people have come forward with similar stories. Too many of us have friends or family members injured or killed while walking or biking on City streets. This is unacceptable, and therefore I am making this pledge as a resident, business owner, parent and as your mayor: I pledge by the year 2030, we will eliminate all fatalities and serious injuries related to motor vehicles.

The City began developing our Vision Zero Policy and Program in May 2018, and the forthcoming Action Plan will be a major milestone in this effort. While much of our focus this summer has been on the State Street Rapid Response project, the underlying Vision Zero philosophy is already making its way into better street designs and ordinances city-wide. We also are assigning more resources to enforcement and public outreach.

Collaboration is key to the success of any Vision Zero program. We will need the help and support of people who live and work in the City, including residents and commuters, businesses and employers, neighborhood groups and community associations. We must all come together to eliminate traffic fatalities and severe injuries by the year 2030.

The work has already begun – but there is much to do. Moving forward, we will be soliciting your ideas to improve street safety, to identify problem spots and to develop solutions. We seek your support as we implement new policies and projects. Get involved in your neighborhoods, speak up at community meetings, and help promote the idea that these tragedies are unacceptable and preventable.

By working together, this City will be a safer place to live, work and play.

Sincerely,

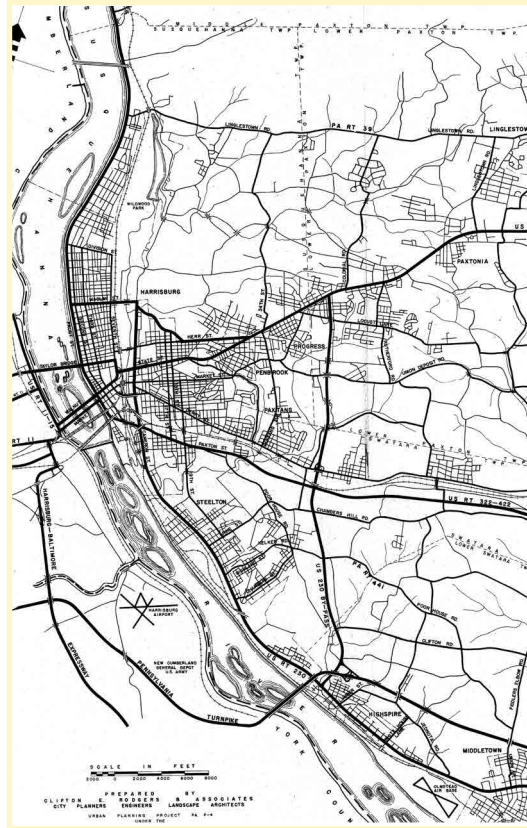
The Honorable Eric R. Papenfuse  
Mayor  
City of Harrisburg

# STREETS & CIRCULATION

Streets support the mobility of various transportation modes, enable the movement of goods, and provide a location for utilities and stormwater infrastructure. They are also spaces for recreation, gathering, socializing, and shopping. Streets reflect a community's character, culture, values, and economic condition. For these reasons, it is critical to recognize, support, and enhance the varied roles streets play, which extends beyond merely facilitating transportation. A balance must support community and economic objectives in addition to mobility needs.

Beginning in the 1950s and following national trends of suburbanization and the rapid growth of automobile use, the exclusive focus on moving cars created an imbalance on many streets in Harrisburg. These changes, reflecting contemporary practices, made non-automobile travel less pleasant, safe, and feasible. Since that time, much of the transportation emphasis has been on moving weekday commuters in and out of Harrisburg; thus, roads design maximized automobile throughput during these peak periods, significantly underutilizing the network during all other times. This imbalance has a detrimental effect on residents and businesses by negatively impacting residents' quality of life, hampering the mobility of other modes of travel, and reducing the accessibility and visibility of local businesses.

During **HBG2020**'s community outreach process, the public expressed the desire to strengthen other modes of travel and design streets to support community and economic development goals. **HBG2020** supports a more balanced, multimodal approach to Harrisburg's streets, emphasizing the street's role as a critical component of the city's social and economic fabric.



1957 Major Thoroughfare Plan

## FEDERAL & STATE NETWORK

Harrisburg is the center of the regional transportation network, served by multiple interstate highways, as well as other limited-access highways. Harrisburg is the northern terminus of I-83, which runs south to York and Baltimore, Maryland. I-81 passes through the city limits on its way from the Canadian border to Knoxville, Tennessee. Harrisburg is also centrally located along I-76, which connects Philadelphia to Pittsburgh. Other limited-access highways directly connect Harrisburg to State College, Hershey, Reading, Lancaster, and Gettysburg.

Four vehicular bridges provide crossing between the city and the western shore of the Susquehanna River: two for interstate highways (i.e. I-81 in the north, I-83 in the south) and two for local streets originating in the downtown (i.e. Market Street Bridge, Harvey Taylor Bridge).

State and federal roads that travel through Harrisburg use the federal functional classification system, which classifies roads according to their intended general volume and their land access frequency (i.e. access to private property, typically by a driveway). This classification system helps identify the purpose and expected use of each of these roadways, but only from a vehicular perspective; it does not describe street characteristics related to bicycle or pedestrian facilities. The Pennsylvania Department of Transportation (PennDOT) manages these roadways.

PennDOT undertakes changes or upgrades to these roads. The City can make recommendations and comment on potential improvements and residents may provide comments directly to PennDOT; however, the State controls final design decisions.

This classification system does not address local streets; there is limited guidance about how to design intersections with city-owned streets and how they support Harrisburg's greater street network. The classification system focuses on roadways and incorporates little to no consideration of multimodal needs, including transit vehicles, bicycles, and pedestrians. Including these factors in future infrastructure planning and design is imperative to providing enhanced access and mobility options to create a car-optional city.



## WHAT ARE COMPLETE STREETS?

Complete Streets are streets for everyone: their design and construction enable safe access for all users. People of all ages and abilities safely access and travel along or across community streets. Complete Streets make it easy to cross the street, walk to shops, and bicycle to work. They allow buses to run on time and make it safe for people to walk to and from train stations.

There is no single design for a Complete Street; each is unique and responds to its community context. A Complete Street may include sidewalks, bike lanes, bus lanes, comfortable and accessible public transportation stops, frequent and safe crossing opportunities, median islands, accessible pedestrian signals, curb extensions, and narrower travel lanes.

### *Proposed 17th Street Corridor Multimodal Streetscape & Green Infrastructure Improvements*



## LOCAL NETWORK

Streets in Harrisburg not managed by PennDOT are owned and maintained by the City. Cities are increasingly opting to create multimodal street networks with prioritization determined by mode or other characteristics to support local conditions or objectives. Harrisburg can develop new standards for its local streets that address their varied roles.

Much of Harrisburg's current street network dates to the City Beautiful era (1905-1920), more than a century ago. This era of infrastructure development valued parks and public spaces, grand streets with large trees, and long trails and paths that circled the city (for more information on the City Beautiful movement, see **CHAPTER 7—HISTORIC & CULTURAL RESOURCES**). This street system's construction occurred before automobiles dominated streets; streets were safe and enjoyable to use at a slow pace, whether on foot, bicycle, horse-drawn carriage, streetcar, or automobile. Harrisburg is fortunate that this network still exists; however, in the latter half of the 20th century, when planning prioritized automotive mobility, the City converted once lively, two-way neighborhood streets, to one-way, fast-moving vehicle movers.

Harrisburg's local street network is primarily a grid system with two distinct grids separated by the railroad right-of-way. In the western grid, located along the Susquehanna River, streets are typically one or two lanes wide with several one-way couplets. In the eastern grid, streets remain two lanes wide and are primarily two-way, although there are some one-way couplets as well. Many of these local streets also support a lane of on-street parking. Throughout the city, there is a network of narrow, named streets that function as alleys and support rear-yard and garage parking.

The railroad tracks and Paxton Creek present a significant obstacle to east-west travel through Harrisburg; there are no surface street crossings for three miles north of the Maclay Street overpass. South of Maclay Street, there are only six crossings in the remaining three miles of the city. Due to the scarce opportunities to cross the tracks, each

of these crossings prioritizes private vehicles with minimal right-of-way available for non-vehicular traffic. Market Street, which runs under the railroad tracks, serves as the city's primary east-west link. It connects John Harris High School, Reservoir Park, Allison Hill, and the YWCA to the downtown, riverfront, and City Island. It is dark, unpleasant, and dangerous to traverse for anyone outside of a vehicle.

## ALLEYS

The City maintains many alleys throughout Harrisburg, in varying states of repair, typically used for rear building, parking, and garbage pickup access. Alleys function as "shared street" spaces, which allow all modes, but travel occurs at slow speeds to ensure the safety of all users. Many cities are beginning to redesign alleys as assets in the pedestrian and bicycle network, with opportunities for art installations, events, and for stormwater capture and infiltration.

## KEY ISSUES

- ▶ Limited crossings of railroad tracks, Paxton Creek, and Cameron Street constrain east-west mobility.
- ▶ While neighborhoods both east and west of the rail corridor developed on a grid-pattern street system, the grid to the east of the tracks is less uniform and contains several diagonal streets, such as Derry and Paxton Streets. They increase delays at intersections for cars, trucks, and buses and create difficult, unsafe, and unpredictable crossing environments for pedestrians and cyclists.
- ▶ Harrisburg lacks street design guidelines and standards for local streets and intersections with state and federal roads.

## GOALS & OBJECTIVES

- GOAL MA-1** Recognize that all modes of travel, including walking, cycling, transit, and

vehicular, contribute to an economically and socially vibrant city.

- Objective MA-1.1 Employ a Complete Streets approach to street design that accommodates all modes and users.
- Objective MA-1.2 Establish local street typologies that provide clear guidance to elected and appointed officials, staff, and residents and other stakeholders.
- Objective MA-1.3 Ensure that street reconstruction, bridge rehabilitation, and street resurfacing projects explore opportunities to improve multimodal accessibility through pedestrian, bicycle, and transit enhancements.

**GOAL MA-2** Design and manage streets to provide accessibility and comfort for all users.

- Objective MA-2.1 Plan and design streets for the safety of the most vulnerable users.
- Objective MA-2.2 Use inclusive design solutions to support the use of streets by seniors, children, and persons with disabilities when designing or modifying infrastructure.
- Objective MA-2.3 Improve the street experience from the user's perspective, not just mode throughput, and advocate for adopting the LOS or VMT measures that incorporate transit and non-motorized mobility at the regional and state levels.
- Objective MA-2.4 Use data to better inform transportation decisions and outcomes that influence equity, public health, economic, and social conditions.
- Objective MA-2.5 Identify intersections inhibiting safety and mobility and develop contemporary improvement strategies (e.g., roundabouts, medians, parklets).

**GOAL MA-3** Emphasize the role of streets as public open space and cultural expressions of Harrisburg's many neighborhoods.

- Objective MA-3.1 Invest in and maintain streetscapes that support the role of streets as public gathering places, through elements such as street furniture, street trees, public plazas, wide sidewalks, and

appropriate traffic control measures to maintain safe travel speeds.

- Objective MA-3.2 Create vibrant public spaces in and near the right-of-way that foster social interaction, promote multimodal access, and enhance the public realm.
- Objective MA-3.3 Facilitate regular open streets programming in all neighborhoods, such as bicycle-only times (i.e. Ciclovias), festivals, farmers' markets, movies, and other events.
- Objective MA-3.4 Identify play streets in each neighborhood with 5-10 MPH speed limits where children feel comfortable using the streets for recreation.
- Objective MA-3.5 Program excess street capacity during non-peak vehicular periods for other modes and uses.
- Objective MA-3.6 Explore community-building programs that enable and encourage neighborhood identity and promote walking and cycling.

**GOAL MA-4** Support the development of a sustainable and resilient mobility system, promoting improved public and environmental health.

- Objective MA-4.1 Reduce greenhouse gas emissions and improve air quality.
- Objective MA-4.2 Diversify the modal split by increasing the percentage of work trips made by travel modes other than driving alone.
- Objective MA-4.3 Enhance the street canopy and landscaping within public rights-of-way.
- Objective MA-4.4 Maximize the use of streets for water capture and infiltration using green stormwater infrastructure strategies.
- Objective MA-4.5 Plan for weather events and other emergency scenarios that may negatively impact streets, lighting, and transportation.

**GOAL MA-5** Improve Harrisburg's street network to enhance connectivity between neighborhoods and expand regional transportation options.

Objective MA-5.1 Explore enhancements across the railroad and Paxton Creek between the east and west sides of the Cameron Street corridor for all transportation modes and make existing crossings more accessible for non-vehicular users.

Objective MA-5.2 Identify opportunities to calm and redistribute traffic throughout the city to reduce congestion, improve safety, encourage multimodal street use, and distribute economic development opportunities.

Objective MA-5.3 To spur economic development across the city, identify opportunities to facilitate converting 2nd Street north of Forster and Market Streets between 2nd and 5th Streets to two-way streets, and enable mobility improvements on these streets for non-automobile users.

Objective MA-5.4 Coordinate with TCRPC to plan transportation projects, promoting agreement with the Regional Growth Management Plan. (RGMP)

**GOAL MA-6** Promote the use of technology to inform and educate city residents and workers about mobility choices.

Objective MA-6.1 Identify opportunities to develop mobile device applications that support transit use, walking, and biking.

Objective MA-6.2 Develop, or work with partners to develop, programs for disseminating real-time information about transit, congestion, and parking.

Objective MA-6.3 Research the feasibility of variable-cost parking, dependent on current supply (may require remote sensing technology) and expected demand.

▶ MA.3

minimum sidewalk widths, type of bicycle facilities, and bus stop features.

Conduct a citywide circulation study to explore the benefits of “squaring the city” through the State Hospital Complex.

▶ MA.4

Develop a more comprehensive street grid by converting 2nd Street and Market Street to two-way travel and extending 3rd Street to I-83.

▶ MA.5

Perform a feasibility study and alternatives analysis to identify opportunities for improving the crossing of the Cameron Street corridor.

▶ MA.6

Create protocols for “before and after” data collection for all street improvement projects conducted by the City and PennDOT.

▶ MA.7

Establish a pilot study program for minor intersection improvements, monitoring and analysis of subsequent changes to safety and circulation, and expanded use of successful improvements across the city.

▶ MA.8

Establish a program for identifying and improving hazardous street intersections, thereby reducing crash risks to pedestrians and cyclists.

▶ MA.9

Create a ‘Car Free Days’ program, promoting the use of alternative transportation to personal vehicle owners each season with incentives for participants.

▶ MA.10

Create an ‘Open Streets’ program promoting the use of streets for purposes other than automotive travel (e.g., festivals, parades, recreation, concerts) in neighborhoods across the city.

▶ MA.11

Advocate for the use of local, regional, state, and federal funding for multimodal accessibility improvements that focus on creating a car-optional Harrisburg. Improve inter-governmental coordination to inform City staff of key programs and funding opportunities, with appropriate parties advocating for funding at the State Capitol and in Washington, DC.

▶ MA.12

Partner with Capital Region Water (CRW) to study the potential implementation of a green alleys program that promotes the use of alleys for stormwater capture.

▶ MA.13

Identify streets most susceptible to environmental risks such as flooding, determine appropriate mitigation actions, and identify and fortify evacuation routes.

## ACTIONS

▶ MA.1 Establish a mode share goal that supports a shift toward sustainable transportation; collect and monitor data on mode share regularly.

▶ MA.2 Develop a local street hierarchy that identifies existing street types within Harrisburg and provide correlating design guidelines that detail appropriate facilities, including elements such as

# PEDESTRIANS

Walking is the most equitable form of transportation; at one point in any journey, no matter the principal mode of transportation, everyone is a pedestrian. A high-quality pedestrian network is critical to increasing mobility in Harrisburg. There are numerous benefits to providing a safe walking environment, including improved public health, more vibrant streets, opportunities for social interaction, a stronger sense of community, higher retail revenues, and better air quality. Since traveling by foot has more immediate cost savings due to the need to pay for gas or transit fare, pedestrian-oriented infrastructure improvements to increase the attractiveness of walking result in cost savings for residents.

Harrisburg's sidewalk and pedestrian network are in varying states of repair and continuity. Some areas have wide, well-maintained, and well-shaded sidewalks with appropriate lighting, while others have narrow sidewalks, poorly-maintained paving, a lack of shade trees, and no lighting. Streets such as 19th Street and Paxton Street are missing stretches of sidewalks, have many driveway curb-cuts, and lack conspicuous crosswalks, which impacts pedestrian mobility and employment accessibility. Several crosswalks are missing or have low visibility to drivers. Some locations have gaps in the sidewalk network; however, there is generally a sidewalk on at least one side of all streets within the city.



Although Downtown is walkable, wide, one-way streets encourage higher speeds and detract from the safety and friendliness of the pedestrian environment. Wide crossings in locations with high pedestrian volumes and drivers unaccustomed to an urban environment make many trips feel unsafe. Buildings with blank walls at the street level make walking less enjoyable and preclude the economic opportunities of activated street frontage. The tree canopy is significantly lacking on most downtown streets, as well as on main arterials throughout the city. Points of east-west connectivity between Downtown/Midtown and North/South Allison Hill provide poor lighting and lack accommodations for pedestrians. The Herr Street and Market Street underpasses are specific obstacles to pedestrian connectivity.

The overarching goal for pedestrian access in Harrisburg is to ensure residents and visitors can walk wherever they want safely and comfortably. There is a foundation of well-designed streets and spaces in the city's central activity areas and along the riverfront; however, maintenance is not consistently performed across the city, leaving opportunities for improvement. As a result, access to pedestrian-oriented areas (e.g., Downtown, riverfront) is limited and typically requires a car or bus trip for those who do not live in adjacent neighborhoods. Residential neighborhoods, areas around schools, transit stops and stations, and activity centers and corridors should prioritize pedestrian enhancements.

## KEY ISSUES

- ▶ The riverfront and the Capital Area Greenbelt are underutilized—they are important recreational amenities and should provide a low-traffic route for pedestrians and cyclists.
- ▶ Pedestrian safety is a concern throughout Harrisburg, particularly at key intersections and along busy corridors.

## GOALS & OBJECTIVES

**GOAL MA-7** Improve pedestrian connectivity, comfort, and conditions throughout Harrisburg to encourage walking as a means of transportation and increase pedestrian activity.

- Objective MA-7.1** Develop appropriate sidewalk width guidelines for various street types, factoring in functional sidewalk widths related to tree pits, street furniture, seating, utility poles, bus shelters, and other constraining elements.

- Objective MA-7.2 Increase sidewalk widths when necessary to maintain sufficient pedestrian mobility.
- Objective MA-7.3 Maintain sidewalks in good condition and minimize obstructions, incorporating adequate lighting and landscaping.
- Objective MA-7.4 Explore the use of alleys to enhance the pedestrian network and increase safe walking route options.
- Objective MA-7.5 When large development projects occur, ensure increased pedestrian connectivity throughout the site.
- Objective MA-7.6 Encourage a mix of land uses that allow residents to accommodate most of their needs within walking distance.
- Objective MA-7.7 Enhance the city's tree canopy within public rights-of-way, considering root systems and their proximity to sidewalks and underground utilities, to mitigate the urban heat island effect for pedestrians during summer months and provide windbreaks during winter months.
- Objective MA-7.8 Improve pedestrian wayfinding, signage, and gateways to enhance access to and along the riverfront and Capital Area Greenbelt.
- Objective MA-7.9 Support programs, such as Walk to Work, that encourage Harrisburg residents and workers to replace less-active modes of transportation with walking.
- Objective MA-7.10 Improve pedestrian accessibility to the HTC and enhance walkability between the HTC and residential neighborhoods, particularly to the east.

**GOAL MA-8**

Provide and maintain a safe pedestrian system that protects its most vulnerable users.

- Objective MA-8.1 Reduce conflicts between all modes of transportation and develop a zero-fatality transportation policy.
- Objective MA-8.2 Develop pedestrian-oriented design guidelines for replacement or rebuilding of right-of-way infrastructure, that include curb adjustments and expansions to minimize crossing distances and

curb radii; pedestrian countdown timers in high volume areas; appropriate pedestrian lighting; high-visibility pavement markings; daylighting intersections so that drivers and pedestrians can establish visual contact; and traffic-calming measures, where appropriate.

- Objective MA-8.3 Create appropriate crossing enhancements at intersections throughout the city such as appropriate crosswalk types, mid-block crossings, and pedestrian signals.
- Objective MA-8.4 Identify opportunities to construct curb extensions and pedestrian refuge medians at appropriate intersections to reduce pedestrian crossing distances.
- Objective MA-8.5 Time signals to allow for sufficient pedestrian crossing time for seniors, children, and people with disabilities.
- Objective MA-8.6 Promote improvements along school travel routes that encourage parents and children to walk or bike to school, employing resources of the Safe Routes to School program when possible.
- Objective MA-8.7 Implement educational programs and measures that increase awareness of pedestrians and cyclists in the streets by private motorists and transportation professionals.
- Objective MA-8.8 Explore opportunities to lower speed limits and install traffic calming devices on residential and neighborhood commercial streets, when warranted, as a means of reducing crash rates and severity.

**GOAL MA-9**

Promote private development that enlivens street life and encourages pedestrian and bicycle activity.

- Objective MA-9.1 Restrict the use of front yard setbacks for parking, particularly within neighborhood commercial corridors.
- Objective MA-9.2 Require new developments provide prominent, street-fronting main entrances and discourage direct access to retail uses through underground parking.

- Objective MA-9.3 Prohibit developments with blank walls at the street level.
- Objective MA-9.4 Require that properties gain driveway access through side streets or alleys to reduce conflicts between pedestrians and vehicles on busy arterials.

## ACTIONS

- ▶ MA.14 Adopt, implement, and maintain a comprehensive, connected Citywide Pedestrian Network Plan that details and prioritizes the creation of new pedestrian facilities within the city.
- ▶ MA.15 Develop and implement a zero-fatality pedestrian safety plan and program (i.e. Vision Zero) that addresses engineering, enforcement, and education.
- ▶ MA.16 Create and adopt sidewalk design guidelines for different street types, with a primary focus on residential neighborhoods, school areas and parks, and neighborhood commercial corridors.
- ▶ MA.17 Promote appropriate local speed limits on residential streets and identify methods of engineering and enforcement to ensure compliance.
- ▶ MA.18 Install pedestrian priority signals (i.e. leading pedestrian intervals) at heavily-used pedestrian crossings to minimize conflicts between pedestrians and turning vehicles.
- ▶ MA.19 Install high-visibility crosswalks within high pedestrian risk corridors such as Cameron Street, Paxton Street, and Derry Street.
- ▶ MA.20 Develop networks of low traffic streets and alleys to create woonerfs, linear parks, and shared streets that form safe, fun, and aesthetically pleasing pedestrian spaces across the city.
- ▶ MA.21 Create a linear sequence of public plaza spaces between 17th and 18th Streets, connecting residential and neighborhood commercial uses to Reservoir Park, as a pilot project for low-traffic, pedestrian-oriented streets (see **CHAPTER 6—PARK, OPEN & CIVIC SPACE** for additional information on proposed Meander Park and public plazas).
- ▶ MA.22 Identify locations to test and implement neckdowns and raised crosswalks as a way of slowing vehicle traffic and raising awareness of pedestrians using the street.
- ▶ MA.23 Develop a pedestrian and bicycle signage and wayfinding program to facilitate safe walking and biking within Harrisburg.
- ▶ MA.24 Install pedestrian-scale lighting within key pedestrian and neighborhood commercial corridors.

Note: Many of the proposed routes represented on this map have been adopted by 'The City as a Park' Working Group from the Regional Bicycle Connections Study, recently commissioned by the Tri-County Regional Planning Commission. See the Regional Bicycle Connections Study report for definitions of each of the proposed route types.

'The City as a Park' Working Group proposed the following routes: Paxton Creek multi-use path; Susquehanna riverbank multi-use path northbound to Fort Hunter from Vanhook St.; protected bicycle path on proposed pedestrian-bicycle-transit bridge connecting Division Street to Industrial Rd./Wildwood Park Dr.; 'sharrow'-marked auto/bicycle shared lane on N. Thirteenth St. from State St. to Harrisburg Cemetery; multi-use path on reconstructed western span of the Walnut Street Bridge connecting Downtown and City Island to the West Shore and a multi-use path on the former Cumberland Valley Railroad Bridge connecting Downtown to the West Shore.

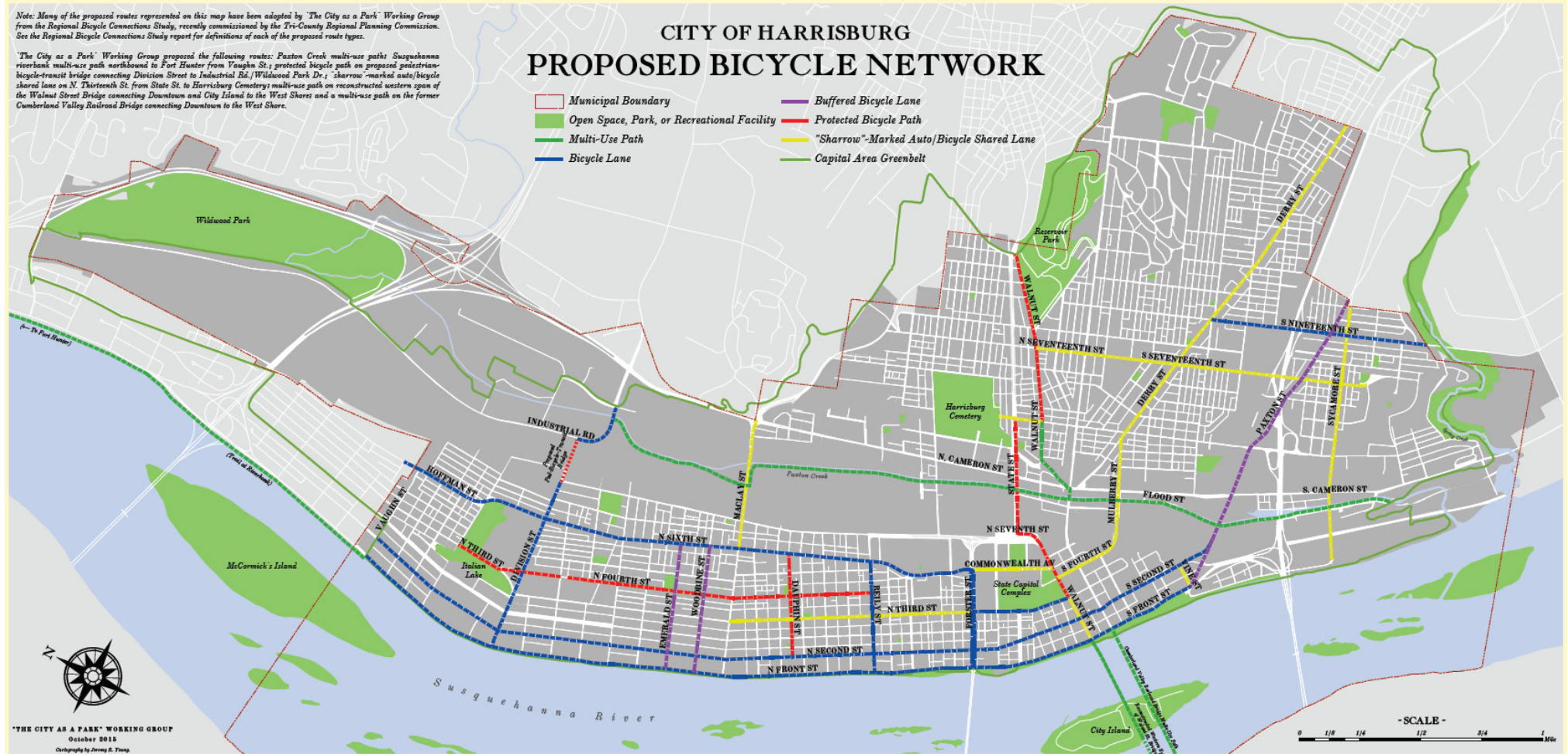


FIGURE 4-1. Proposed Bicycle Network

Harrisburg embodies all the conditions to become one of Pennsylvania's most bicycle-friendly cities. Its flat terrain, small scale, and gridded street network promote bicycle use for recreation, commuting, and errand trips around the city. The concentration of residential neighborhoods in surrounding municipalities such as Penbrook, Paxtang, Lemoyne, and New Cumberland provides a large potential pool of commuters who could shift to bicycle use. In 2016 and 2018, the city received the Bicycle

Friendly Community—Honorable Mention from the League of American Bicyclists. Communities earn Honorable Mention recognition for one year for starting efforts to address the need of cyclists in their community. Over 100 communities that first received an Honorable Mention went on to earn a Bronze designation or better, indicating that their community welcomes cyclists by providing safe accommodations for bicycling and encouraging people to bike for transportation and recreation.<sup>23</sup>

# CAPITAL AREA GREENBELT

Harrisburg has a remarkable asset in the Capital Area Greenbelt, which circles the city via a 20-mile combined on-street/off-street looped network for pedestrians and cyclists. The Greenbelt was designed by Warren Manning in the early 1900s primarily for recreational use and was intended to meander, which does not directly serve the commuting needs of everyday cyclists; however, some do use it as a daily commuting route. Its dual identity and location on the city's periphery is a good foundation for connecting Harrisburg with regional bicycle infrastructure and from which an intra-city network can evolve as Harrisburg becomes more bicycle-friendly.

The underdeveloped Paxton Creek corridor, which runs along the rail corridor through the middle of the city, is an exception to the overall conditions that make Harrisburg conducive to bicycling. This corridor offers a unique opportunity to improve north/south mobility and accessibility for walking and biking, while integrating environmental and social benefits by constructing infrastructure that is separate from automotive traffic on Cameron Street. Paxton Creek is prone to flooding, which damages buildings within its floodplain. Opportunities abound to incorporate flood mitigation features within this greenway corridor; there is a potential to reduce damage from flooding and restore natural environments, while also connecting to the northern and southern portions of the Capital Area Greenbelt. This bicycle/pedestrian corridor can form the backbone of a cross-city network and link nearby neighborhoods with existing and future employment opportunities in the Cameron Street corridor; it can also provide Harrisburg residents with a community asset like Riverfront Park.

While on-street bicycle facilities are limited in Harrisburg, several streets may be suitable for the incorporation of dedicated bicycle lanes, shared vehicle-bicycle lanes or 'sharrows,' or bicycle boulevards, which are networks of low-stress streets that are conducive for cycling. To make

Harrisburg a bicycle-accessible city, it is crucial to have coordinated infrastructure improvements that provide a continuous network to key destinations. Accomplishing this requires ensuring that when a bike lane ends, cyclists are informed how to continue their journey via methods like pavement markings and wayfinding signage. Many of Harrisburg's wide arterial streets offer the most direct accessibility throughout the city. While the city could reconfigure some streets with spare capacity to include bike lanes, similar to the Chestnut Street bike lanes, these improvements take time, thoughtful design, and require funding to develop. As the public and stakeholders noted during the transportation workshop, Harrisburg's alleys and lower-traffic roads that parallel these arterials offer the opportunity to incorporate biking and walking facilities with minimal time and monetary investments needed.



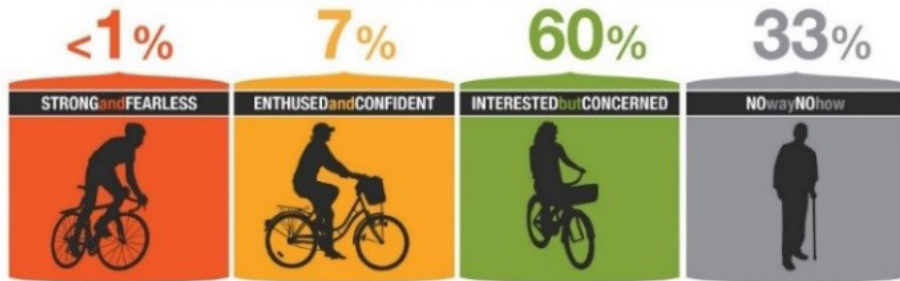
# KEY ISSUES

The 2015 Regional Bicycle Connections Study, commissioned through the TCRPC Regional Connections Study, comprehensively documented bicycling conditions in Harrisburg and the greater region. The study included some of the following key constraints for the Harrisburg bicycle network:

- ▶ There are limited on-street bicycle facilities.
- ▶ There is no regional connection between the Capital Area Greenbelt and other trails.
- ▶ High vehicular travel speeds, particularly on one-way streets, present potential safety issues for cyclists.



## THE FOUR TYPES OF BICYCLISTS



## LEVEL OF TRAFFIC STRESS

Level of traffic stress (LTS) is a way to evaluate the stress a bike rider will experience while riding on the road. It is used to categorize roads by the types of riders above who will be willing to use them based on:



- LTS 1** Most children can feel safe riding on these streets.
- LTS 2** The mainstream "interested but concerned" adult population will feel safe riding on these streets.
- LTS 3** Streets that are acceptable to "enthusied and confident" riders who still prefer having their own dedicated space.
- LTS 4** High-stress streets with high speed limits, multiple travel lanes, limited or non-existent bikeways, and long intersection crossing distances.

## GOALS & OBJECTIVES

**GOAL MA-10** Create a complete network of safe bicycle facilities that encourages using bicycles within the city, which provides public health, environmental, and economic benefits.

**Objective MA-10.1** Develop network options that attract a range of users, from experienced riders to "interested, but concerned" riders, to the young and elderly. Efficiently connect people to destinations by ensuring that infrastructure connects to trip generators.

- Objective MA-10.2** Adopt current best practices and implement bicycle design guidelines to standardize the network component design approach.
- Objective MA-10.3** Pursue funding opportunities to construct bicycle facilities, such as cycle tracks, bike lanes, sharrows, parking accommodations, signal control/signage, bicycle counters/totems, and other elements.
- Objective MA-10.4** Support policies, maintenance, and physical improvements that allow cyclists to utilize transit.
- Objective MA-10.5** When large projects are being redeveloped, require connectivity through the future development for cyclists.
- Objective MA-10.6** Work with TCRPC and PennDOT to incorporate recommendations found in the 2015 Regional Bicycle Connections Study and to regularly review these recommendations to ensure that they are consistent with overall transportation network goals.
- Objective MA-10.7** Explore the feasibility of a public bicycle share system within the city or in partnership with the greater Harrisburg region.

**GOAL MA-11** Provide cyclists with sufficient, well-maintained, end-of-trip facilities throughout the city.

- Objective MA-11.1** Identify safe locations for bicycle corrals, where high-volume bicycle parking is in high-demand areas, such as the downtown.
- Objective MA-11.2** Explore the implementation of bicycle parking and corrals in on-street locations and underused right-of-way to maximize sidewalk space for pedestrian use.
- Objective MA-11.3** Partner with arts organizations to develop bicycle racks that double as public art.
- Objective MA-11.4** Encourage large employers to provide secure, interior bicycle parking, and shower and locker facilities for employee use.

**GOAL MA-12** Prioritize and implement bicycle safety measures.

- Objective MA-12.1** Identify low-volume neighborhood streets that provide connectivity adjacent to arterial streets

where right-of-way constraints do not allow for adequate bicycle facilities.

- Objective MA-12.2    Employ methods to reduce vehicular speeds on bicycle network routes, such as lower speed limits, high-visibility signage, traffic-calming measures, and enforcement.
- Objective MA-12.3    Design safe intersection crossings along key bicycle corridors with improved visibility for cyclists, reduced turning conflicts, and signal priority.
- Objective MA-12.4    Introduce signage and wayfinding elements that facilitate bicycle trips to key destinations and identify potential conflict points with other transportation modes (e.g., vehicles, pedestrians) using pavement markings and signage.
- Objective MA-12.5    Provide bicycle safety outreach and education to residents and businesses.
- Objective MA-12.6    Promote the economic, environmental, and social benefits of bicycling to businesses and residents.

that should occur on various street types, with design features found in the Guidelines eliminating the need for a substantial public engagement process.

- ▶ MA.28    Pursue planning and capital improvement funding for citywide Bicycle Plan implementation through federal, state, local, and private grant resources for active recreation, alternative transportation, and congestion mitigation.
- ▶ MA.29    Continue to improve Harrisburg's Bicycle Friendly Community status using the framework developed by the League of American Bicyclists.
- ▶ MA.30    Regularly inspect and maintain bike lanes and other City-owned and managed bicycle facilities.
- ▶ MA.31    Help business and academic institutions apply for Bicycle-Friendly status through the League of American Bicyclists.
- ▶ MA.32    Partner with a non-profit organization to create a Bicycle Ambassador Program where staff attends public events to promote bicycling awareness and safety.
- ▶ MA.33    Install bicycle-sensitive detectors at signal-controlled intersections on major bicycle routes.
- ▶ MA.34    Develop a program to create regular car-free days (Ciclovias) on select city streets.
- ▶ MA.35    Publish and regularly update a map of the city's bicycle routes and distribute at bus shelters, public events, major trip generators, and City offices.
- ▶ MA.36    Continue to work with the city's transit providers to install bicycle racks on all buses that service Harrisburg and to promote their use for first mile/last mile connectivity among riders.
- ▶ MA.37    Gradually expand the existing bike-share network, based on trip generation and utility, until the system is accessible citywide.
- ▶ MA.38    Work with special event organizers to incorporate bike valet services and provide at all City functions.

## ACTIONS

- ▶ MA.25    Adopt, implement, and maintain a comprehensive, connected Citywide Bicycle Plan that details and prioritizes the creation of new bicycle facilities specific to Harrisburg.
- ▶ MA.26    Perform annual surveys to measure cyclist activity on key routes within the city utilizing cameras, sensors, or in-person methods to determine volume, identify significant safety issues, and inform decisions regarding implementation priorities.
- ▶ MA.27    Adopt Bicycle Facility Design Guidelines that provide detailed guidance for types of roadway treatments and other components

# TRANSIT

Successful transit provision at the city level involves a range of services to meet different accessibility needs. Inter-city bus and train services connect cities and metropolitan regions. Commuter services using rail and bus lines bring people from suburban areas and smaller activity centers into the city's center. Local service, typically provided by bus, moves people within the city and the metropolitan area. A more recent trend, Bus Rapid Transit (BRT), uses dedicated lanes that enable buses to travel longer distances at higher average speeds with less frequent stops. Local bus service typically connects people from residential neighborhoods to BRT lines; the systems work together, seamlessly improving accessibility.

In Harrisburg, Amtrak provides inter-city commuter rail service, connecting to Philadelphia (with service through to New York), Pittsburgh, and Lancaster. Various organizations (e.g., Greyhound, rabbittransit) provide inter-city bus service.

In the Harrisburg metro area, regional commuter bus service is provided by six different transit operators, all striving to serve enough residents to cover operating costs. Key providers for the city include Capital Area Transit (CAT), rabbittransit, Lebanon Transit, and York Area Transportation Authority. As with typical commuter services in other cities, most bus lines begin in suburbs or smaller municipalities surrounding Harrisburg, make a few local stops, travel express to Harrisburg, and then make multiple stops at employment destinations within the city. The transportation agencies cannot afford to logistically meet the demands of all areas, leading to service gaps, low frequencies, and low-quality service. Off-peak and weekend service, as well as reverse commuting trips, occur at limited frequencies or are absent.

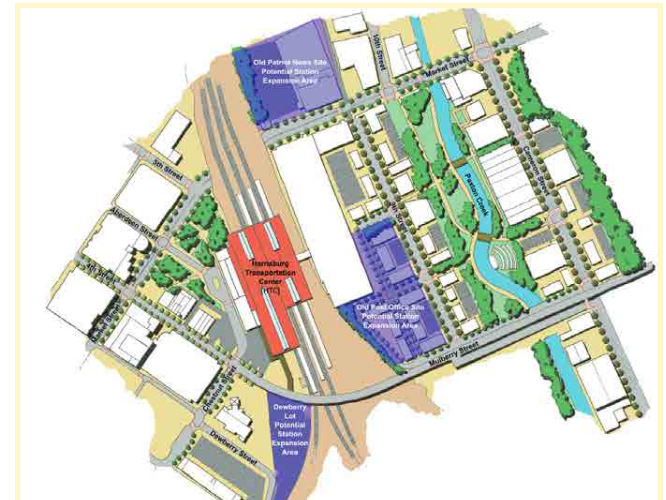
This service disparity is reflected in transit ridership, as less than 10% of Harrisburg residents use public transportation for work trips. Dauphin County residents who use transit experience a commute that is 30 minutes longer than residents

who travel by car. Since regional transit service focuses heavily on peak period, peak direction travel (i.e. trips into Harrisburg in the morning and out in the evening), it is likely that they do not serve smaller and more dispersed employment centers.

Local bus service is minimal and, because there is a focus on bringing commuters to employment locations, makes few stops within or near the city's residential neighborhoods. These bus routes, stops, and frequencies mean that local trips are not feasible, too lengthy, or too circuitous to facilitate transit accessibility. Buses provide limited options and are too infrequent for commuting trips, mainly when those trips occur at night.

## HARRISBURG TRANSPORTATION CENTER

One of Harrisburg's primary transportation assets is the HTC. This train station and inter-city bus transfer hub is centrally located within the city and provides access to Amtrak service along the Keystone Corridor (Pittsburgh-Philadelphia-New York) as well as inter-city bus service. The facility's location within the city's core is an asset and a competitive advantage over other cities, creating opportunities for growth. Beyond providing direct access to regional transit service, this proximity offers an unparalleled opportunity to develop new housing and create jobs around the HTC. Public input highlighted the lack of housing, shops, and restaurants at this location currently; longtime residents recalled that shops, bars, and restaurants serving train commuters were once abundant in the area. Coordinating transportation and land use decisions can expand access by attracting a critical mass of people to areas where transit already exists.

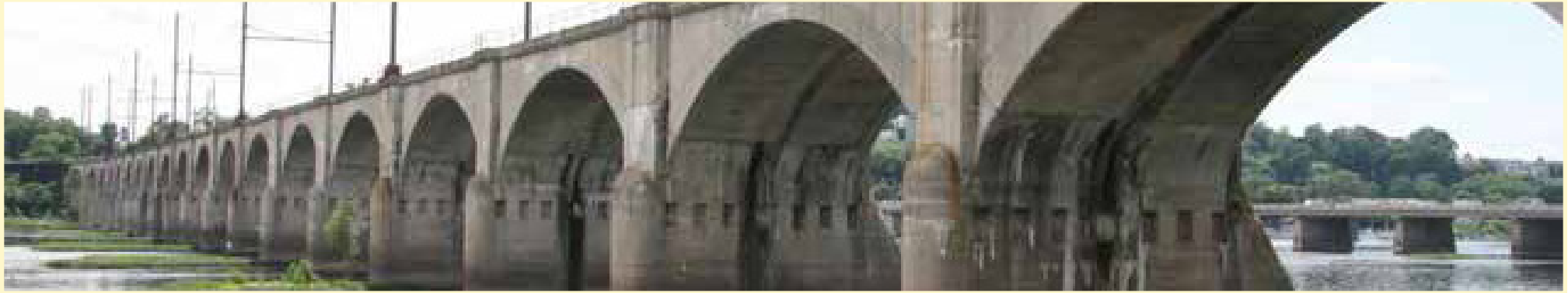


*PennDOT's HTC TOD Master Plan & Site Development Concept Plan*

A concern with the area's prospective development is the current limited HTC-provided mobility. Amtrak and Greyhound are the only regional mobility providers. Walking and biking improvements around the station can connect people to the HTC area and greatly improve mobility for residents who do not own a vehicle. Supporting an appropriate mix of goods and services in the area will enhance accessibility and improve the community and economic benefits.

Another way to improve mobility around the HTC would be to increase local transit access to the station. CAT's main transfer center is currently located nearby at the corner of 2nd and Market Streets. While it is still centrally located, there are significant benefits that could result from developing one central location for local and regional transit, which could be achieved by adapting land around the HTC and relocating local and regional buses to nearby parcels. Harrisburg's 1974 Comprehensive Plan included this recommendation, which the city never implemented.

## CVRR BRIDGE



The Cumberland Valley Railroad (CVRR) Bridge is a crossing that links Harrisburg to Cumberland County on the western shore of the Susquehanna River. The bridge has sat unused for 30 years. A previous idea to use CVRR Bridge by CAT and the Modern Transit Partnership (MTP) proposed a commuter rail connection, Corridor One, between Lancaster, Harrisburg, and Carlisle; however, the Harrisburg/Carlisle segment was dropped from the proposal, scuttling the entire project. As the region continues to grow, there is likely a future function for the bridge's use as part of a mass transit corridor; incorporating pedestrian and bicycling infrastructure in the near-term would provide alternative transit services that should continue in the future iterations of the bridge.

## TRANSIT SERVICE PROVIDERS

### **CAPITAL AREA TRANSIT**

The Cumberland-Dauphin-Harrisburg Transit Authority (Capital Area Transit or CAT) formed in 1973 after the dissolution of the Harrisburg Railways Company. When that company ceased operations, the local municipalities created CAT under the Municipal Authorities Act of 1945 so that mass transit services would continue. The Cumberland and Dauphin County commissioners and the City formed CAT and designated it as the public transportation provider for the greater Harrisburg area. Funding for the public transit agency comes from passenger fares, Cumberland and Dauphin counties, the City, PennDOT, and the U.S. Federal Transit Administration (FTA). In late 1999, CAT's Board of Directors voted unanimously to bring passenger rail to Central Pennsylvania.

### **AMTRAK**

Amtrak provides service to the HTC via the Keystone Service and Pennsylvanian routes, which operate along the Keystone Corridor and Northeast Corridor. The HTC is the western terminus of Amtrak's Keystone Service which provides the bulk of the Amtrak service to and from Harrisburg. Amtrak offers frequent daily service between New York City and Harrisburg by way of Philadelphia.

### **GREYHOUND**

Greyhound provides intercity bus service to the HTC. It provides direct connections to many cities in Pennsylvania and beyond to Ohio, Indiana, New Jersey, New York, Missouri, Maryland, and Washington, DC.

### **RABBITTRANSIT**

The York Adams Transit Authority, doing business as rabbittransit, is the mass transit service of York County. The agency operates 15 fixed routes within York County and express bus routes from Gettysburg to Harrisburg and from York to Harrisburg and Towson, MD, connecting to the central light rail line of the Baltimore area's Maryland Transit Administration. The agency, which has an annual ridership of 1.7 million, also provides paratransit services to people with disabilities, as well as a shared ride service. rabbittransit was formerly known as York County Transit Authority, but it rebranded in 2000 to improve the agency's image. rabbittransit offers commuters the rabbitEXPRESS service, which operates multiple round trips on weekdays between York and Harrisburg, between York and Northern Maryland, and between Gettysburg and Harrisburg.

# KEY ISSUES

- ▶ Transit accessibility within Harrisburg is severely limited and bus routes do not serve trips needed by city residents.
- ▶ CAT and other bus service schedules do not include adequate weekend service and have limited frequency outside of peak periods. While it can be expensive and challenging to provide expanded and more frequent service, there is unmet demand in the city that is inhibited by existing transit accessibility.
- ▶ While Harrisburg does not have direct control or influence over local transit service and operations, the City controls public rights-of-way, which impacts the quality and speed of transit service. Currently, there is minimal priority assigned to transit vehicles within Harrisburg and the surrounding region.
- ▶ The various transit operators have different fare collection systems and pricing structures, which can be a barrier to attracting new ridership and increase transfer times between systems.
- ▶ Some employment destinations outside of Harrisburg are difficult or impossible to reach using transit.
- ▶ There is underutilized infrastructure that could repurpose for increased transit mobility.

# GOALS & OBJECTIVES

**GOAL MA-13** Encourage more robust regional transit service that is based on commuter and employer needs, but also gives service providers a variety of trip types and users throughout the day and across the week.

- Objective MA-13.1 Advocate for an enhanced regional bus system that provides increased service to activity centers beyond major employers, on weekends, for extended hours, and at increased frequencies.
- Objective MA-13.2 Work collaboratively with Dauphin County, TCRPC, and the State to prioritize transit investments based on ridership demand and the need to provide service to transit-dependent populations, exploring opportunities to leverage available funding.
- Objective MA-13.3 Identify opportunities to improve regional transit mobility through separated rights-of-way or lanes for buses.

- Objective MA-13.4 Collaborate with CAT, TCRPC, and regional employment hubs to determine whether new service from Harrisburg to under-served destinations is warranted and whether alternative transportation services could meet demand in the near-term.
- Objective MA-13.5 Identify opportunities for reuse of the CVRR Bridge for regional transit, including local/regional bus service, commuter rail service, and inter-city rail service.
- Objective MA-13.6 Optimize bus operations along transit corridors through traffic signal operations and intersection improvements such as queue jumps and signal priority, which promote faster travel times for buses.

**GOAL MA-14** Support the creation of a local transit service that provides a reliable and convenient transit option for city residents and employees.

- Objective MA-14.1 Create a local bus system that connects neighborhoods and residents with commercial and recreational activity centers within the city to support transit ridership and reduce the volume of single-occupancy vehicle trips.
- Objective MA-14.2 Study ridership opportunities and resident needs to inform a restructuring of local transit service and support the development of a local circulator system to improve accessibility between homes, local employment and education hubs, healthcare centers, food retailers, and regional transit service.
- Objective MA-14.3 Provide comfortable and sufficient waiting areas and shelter for transit riders, including real-time arrival/departure information and system maps.
- Objective MA-14.4 Reduce barriers to public transit by providing tools to help residents plan trips, expanding access to ridesharing services, developing peer-to-peer first/last mile services, and sending and receiving service notifications.

**GOAL MA-15** Support better transit access through first/last mile solutions that connect people with transit.

Objective MA-15.1 Identify potential transit hubs throughout the city and ensure they are adequately accessible by pedestrians and cyclists.

Objective MA-15.2 Develop educational programs and outreach activities that promote transit use and help residents explore the best and safest routes between their homes and transit stops.

**GOAL MA-16** Coordinate transportation and land use decisions to support the City's mobility, housing, economic development, and affordability goals.

Objective MA-16.1 Provide public transit systems and services that effectively promote and accommodate development throughout Harrisburg.

Objective MA-16.2 Design public transit infrastructure that supports walkability and is accessible to people of all ages and abilities.

Objective MA-16.3 Invest in transportation projects that promote an equitable and balanced transportation system where transit, walking, and biking receive adequate funding and growth opportunities.

Objective MA-16.4 Within each neighborhood, identify critical corridors for redesign as transit priority corridors and where future land use will support transit-appropriate density increases.

Objective MA-16.5 Coordinate with TCRPC on land use and transportation decisions that have the potential to affect the region and endeavor to ensure these decisions are consistent with the RGMP.

**GOAL MA-17** Develop and promote the HTC as a critical regional transportation hub linking rail and bus transit.

Objective MA-17.1 Relocate the CAT Transfer Center closer to the HTC to centralize transit services and improve inter-modal mobility and access.

Objective MA-17.2 Explore opportunities to create separated rights-of-way for transit to get into and out of the HTC expeditiously.

**GOAL MA-18** Leverage the HTC as an economic development asset and density center for Harrisburg.

Objective MA-18.1 Create a TOD overlay zone around the HTC as an amendment to the Zoning Code, including increased densities, design guidelines, and economic development incentives.

Objective MA-18.2 Develop a business improvement district (BID) to attract new and diverse businesses to the area and invest in street improvements and walkability enhancements around the HTC.

## ACTIONS

▶ MA.39 Collaborate with CAT and other transit service providers to determine transit priority corridors throughout the city and identify bottlenecks and points of delay.

▶ MA.40 Identify opportunities and locations along transit priority corridors to reduce transit delays through techniques such as signal priority, bus lanes, queue jumps, and station location optimization.

▶ MA.41 Coordinate with TCRPC to conduct a study of local transit needs concerning employment accessibility within Harrisburg and between Harrisburg and regional employment centers.

▶ MA.42 Collaborate with CAT to create a high-frequency local circulator bus service and provide service to residential areas and key activity and employment centers across the city.

▶ MA.43 Analyze transportation conditions, demands, and benefits for new rapid bus service between Harrisburg and the western shore and through the city's center.

▶ MA.44 Encourage CAT and other transit service providers to develop General Transit Specification Feeds (GTSF) to facilitate web access to schedule data, transit trip planning mobile applications, and improved analysis of transit service and operational gaps.

▶ MA.45 Encourage CAT and other transit service providers to equip their vehicles with Automatic Vehicle Location (AVL) to facilitate improved communication of wait times, transit delays, and routing information to transit users.

▶ MA.46 Develop design guidelines for bus stations, including shade, lighting, seating, bicycle parking, signage, shelter, and provision of information.

▶ MA.47 Work with TCRPC, Dauphin County, and PennDOT to explore the local impacts of regional consolidation of transit service providers.

- ▶ MA.48 Evaluate economic conditions along the Harrisburg/Baltimore, MD/Washington, DC corridor and identify the economic feasibility of inter-city rail service to Harrisburg using the CVRR Bridge.
- ▶ MA.49 Convene a meeting with Amtrak, MTP, TCRPC, and PennDOT to discuss regional and inter-city transportation needs.
- ▶ MA.50 Study the feasibility of intra-city busways into and out of the HTC, primarily along underutilized rail corridors and along north-south corridors through the city, including between North 7th Street and Paxton Creek.
- ▶ MA.51 Develop a zoning overlay, creating a TOD overlay zone around the HTC, that includes increased density allowances, reduced parking requirements, design guidelines, floodplain development guidelines, mixed-use development requirements, bicycle and pedestrian accommodations, and affordable housing provisions.

# VEHICLES & PARKING

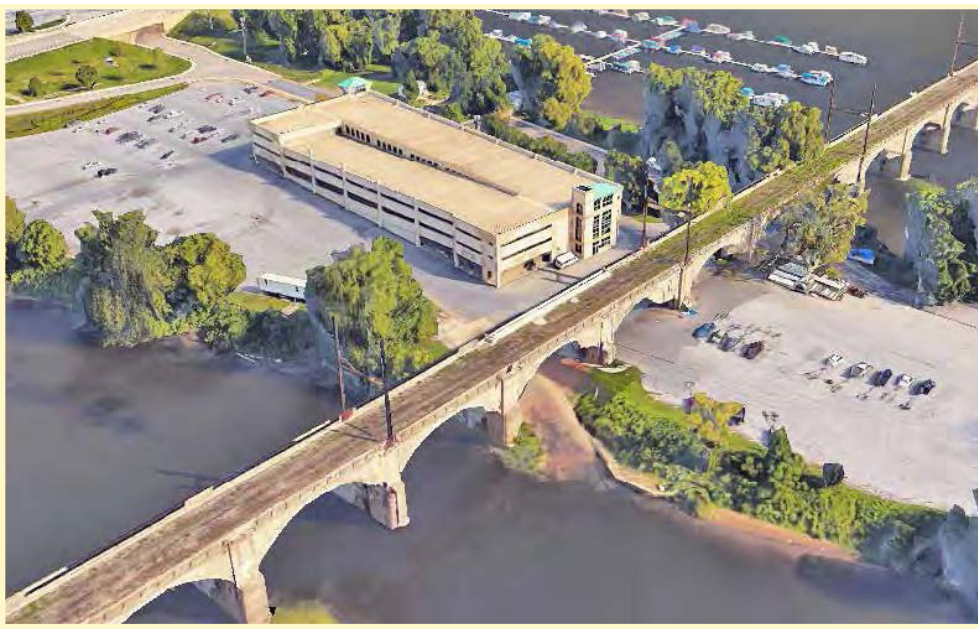
In the past, as noted in the **STREETS & CIRCULATION** section, changes made to Harrisburg’s streets facilitated the expansion of auto-oriented travel and lifestyles. While these changes were effective at moving people to and from the Capitol Complex and downtown during commuting hours, they lessened the city’s quality of life, safety, and non-vehicular mobility and adversely impacted local business. This pattern of development, which centralizes employment opportunities in the city’s core and disperses housing around it, results in underutilized roads and parking facilities for extended periods throughout the day.

While the city’s population may remain steady or grow slightly over the next 20 years, absent concerted efforts to retain current residents and attract new, regional employment is forecast to increase by 21% (37,000 jobs), with approximately one-third of these jobs locating in Harrisburg.<sup>18</sup> The city could accommodate this employment growth without further widening streets to the detriment of other transportation modes. Better management of the vehicular network will be required, including signal technology advances, gateway elements, wayfinding, and changes in vehicular technology that allow cars to travel closer together, thereby increasing roadway capacity. Projected job growth also presents a tremendous opportunity to encourage new workers to live in Harrisburg. A robust and comprehensive regional transit network can provide the workforce with a viable alternative to driving.

## GATEWAYS & WAYFINDING

One way to address safety and quality of life impacts is by informing drivers that they have entered Harrisburg and its urban street grid. When commuters and visitors arrive, they leave the highway and transition to local streets; often, drivers need a reminder that they must adjust their driving speed and behavior and be particularly conscientious of other street users. Reminders can use digital highway signage and speed limit changes, as well as engineering and design measures including landscaping, pavement markings, lane narrowing, signal timing, and road surface changes. The contextual changes a driver experiences between the highway and the city is called a gateway—it signifies a transition between the two environments and alerts the driver to expect changing conditions.





Harrisburg can set parking requirements for various land uses and institute design criteria (e.g., landscaping and shading required for new surface parking lots) for off-street parking through its Zoning Code. The Code also contains a process to reduce or waive parking requirements for new construction to encourage the use of alternative modes of transportation (e.g., transit, biking, walking) and existing off-street parking, where available. These changes can decrease the cost of development and encourage travel by other modes.

Similarly, drivers unfamiliar with Harrisburg need clear visual cues and signage to understand how to use local streets and find parking—key approaches to improving travel and parking legibility. Consistent and well-distributed circulation patterns keep vehicular traffic moving at safe speeds and discourage over-reliance on the use of one or two streets, helping to achieve a balance between vehicle flow and pedestrian and bicycle safety. Clear and consistent signage should guide vehicles toward available parking areas near their destination, reducing time and unnecessary circling to find parking, which causes additional congestion. Drivers should be encouraged to park once within Harrisburg and walk, bike, or take transit for additional trips within the city. Public awareness campaigns and parking and transit pricing strategies can provide this encouragement.

## PARKING

In 2014, as a result of Harrisburg’s participation in Act 47, the City entered a 40-year lease with a private parking operator—Standard Parking (SP+)—for on-street metered spaces and parking garages in Downtown, Midtown, and near the former Polyclinic Hospital on North 3rd Street. There are nearly 9,000 parking spaces that are privately operated by SP+, comprised of more than 1,300 on-street metered spaces and 13 garages. Parking garage rates vary but on-street spaces range between \$1.50 and \$3.00 per hour, with more expensive meters located in high-demand areas (e.g., the Central Business District). With SP+ in charge of parking operations and pricing, the City has limited oversight of parking policies in the downtown and midtown commercial areas; however, as a partner in parking management, SP+ promotes and supports expanding sustainability and economic development in Harrisburg.

## MOVING BEYOND CAR OWNERSHIP

Numerous strategies are emerging from across the globe to increase mobility and access opportunities without requiring vehicle ownership. The current model of car ownership in the U.S. may become outdated as more people shift to a subscription-based approach to vehicular access. Services such as Uber, Zipcar, Lyft, and other on-demand services already provide the benefits of automotive use without the high costs and inconveniences of car ownership. These services may pair with advances in autonomous vehicles (AVs), which are not owned by individuals, but rather companies or municipalities. Newer service models serving as a hybrid between private vehicles and transit, such as commuter vanpools, can significantly expand affordable access to goods, services, employment, and education. Harrisburg has the appropriate concentration of people, services, and jobs to embrace such services. These new paradigms address first/last mile issues by helping people access the city’s public transit and activity centers, providing options for those who cannot afford a car or those who want to live car-free or car-lite.

## KEY ISSUES

- ▶ Harrisburg’s mobility and access are primarily limited to those who own a car, despite the high costs of ownership.
- ▶ The City’s limited control over parking in the downtown and Midtown could lead to an oversupply, based on land use, transportation network, or development pattern changes.

## GOALS & OBJECTIVES

**GOAL MA-19** Support a vehicle network that balances the needs of both residents and workers.

- Objective MA-19.1 Accommodate demand for commuter trips in a manner than reduces negative impacts to city residents.
- Objective MA-19.2 Incorporate gateway treatments, roundabouts, and/or traffic calming measures into interchange



and street reconstruction projects at key entry points to the city to slow traffic and create a sense of place.

Objective MA-19.3 Improve circulation patterns using better wayfinding and signage to specific districts, neighborhoods, and parking to reduce congestion and unsafe driving behavior.

Objective MA-19.4 Develop a transportation demand management (TDM) program that encourages commuters to use transit, carpool, and active modes of transportation.

Objective MA-19.5 Require new developments to provide for sustainable transportation opportunities (e.g., provide covered bicycle parking, minimize parking, provide and maintain sidewalks, study transit need/feasibility).

Objective MA-19.6 Promote and support high-occupancy vehicle (HOV) lanes on I-81 and I-83 to encourage fewer single-occupancy vehicle trips into Harrisburg.

**GOAL MA-20** Expand opportunities for car-optional living by Harrisburg residents.

Objective MA-20.1 Promote and support new alternatives for car ownership, including car-sharing, ride-sharing, and on-demand mobility.

Objective MA-20.2 Monitor the impact of car ownership alternatives on street design needs as well as driveway and parking requirements.

**GOAL MA-21** Accommodate parking demand without providing an oversupply of parking spaces.

Objective MA-21.1 Understand limitations in parking policy flexibility due to SP+ management, explore opportunities to consolidate parking (particularly around the Central Business District), dedicate spaces for car-share vehicles, and provide secure bicycle parking.

Objective MA-21.2 Promote the sharing of parking spaces by multiple uses.

Objective MA-21.3 Monitor parking demand and reduce parking requirements for all uses as appropriate.

Objective MA-21.4

Consider creating off-street parking maximums to discourage an over-supply of parking relative to future demand.

Objective MA-21.5

Transition from opt-out parking requirements to opt-in parking requirements in future Zoning Code amendments, where new development must demonstrate a need for off-street parking, contrary to the current process where developers must prove that off-street parking can be reduced or waived.

Objective MA-21.6

Coordinate with SP+ to explore parking pricing incentives for high occupancy vehicles (HOV) and carpools.

## ACTIONS

▶ MA.52 Identify corridors with excessive, regular speeding concerns and install warranted control devices (e.g., signals, traffic calming), signage, and enforcement devices to reduce speeds.

▶ MA.53 Perform circulation studies to identify opportunities to convert one-way streets to two-way streets or narrow traffic lanes, install bus or bike lanes, and widen sidewalks.

▶ MA.54 Work with SP+ to conduct a Downtown/Midtown parking consolidation study to centralize parking, freeing up urban land for development, and maintaining reasonable accessibility for drivers.

▶ MA.55 Work with SP+, private parking lot owners, and neighborhood groups to provide events, activities, and alternative uses (e.g., farmers' markets in neighborhoods lacking access to fresh and healthy food) for parking lots and facilities during off-peak parking times.

▶ MA.56 Work with owners of existing, legal surface parking lots throughout the city to maximize the use of these facilities for residents and businesses, allowing greater flexibility in right-of-way design.

▶ MA.57 Collaborate with TCRPC, neighboring municipalities, and regional employment destinations to develop a travel demand management (TDM) program.

▶ MA.58 Develop gateway design guidelines for vehicular access points to the city and apply them at a pilot location.

# 05 ECONOMIC DEVELOPMENT



# INTRODUCTION

Economic development is a broad term that addresses overarching goals of increasing the wealth of the local community, creating employment, supporting business development, and increasing private investment through improvements in the built and social environment. It includes the four basic goals of attracting new businesses, retaining existing businesses, growing small businesses, and creating conditions for productive investment throughout the whole city, and even more particularly in areas that have experienced disinvestment.

Economic development success for Harrisburg requires a partnership between the public and private sectors. Communities cannot accomplish strong economic growth without coordinating public funds and policies with private investment. Private investment has many options: businesses and developers can locate anywhere, which drives regional and national competition for those dollars. Harrisburg must use its tools, resources, and partnerships to set itself apart and capture every opportunity to attract private dollars to the city. It must set the stage to attract investment, cultivate successful development, and guide that investment to benefit residents. The City must focus and prioritize its limited resources and develop policies, programs, and regulations to encourage economic development in targeted areas.

There are many aspects of economic development within **HBC2020** that connect to other sections and whose components overlap, creating synergies in community and economic development strategies. The goal of this chapter is to focus on the physical and operational areas of Harrisburg that will enhance the various aspects of economic development. While the city is part of a regional economy and supports its healthy growth, it should focus on local initiatives that will advance its economic competitiveness through:

- ▶ Focusing land use planning and coordinating with transportation goals
- ▶ Developing mixed-use neighborhoods that include commercial corridors
- ▶ Highlighting diverse arts, entertainment, and cultural businesses as economic development drivers
- ▶ Building a STEAM-based (Sciences, Technology, Engineering, Arts, and Math) economic foundation
- ▶ Fostering entrepreneurship and small business development, particularly among minority- and women-owned enterprises
- ▶ Supporting businesses in industries that are not well-represented in the region to promote economic diversification
- ▶ Working locally and regionally to strengthen workforce development to meet current and future employment trends

- ▶ Promoting training and skill development for residents, especially young adults who currently have a weak attachment to the labor force
- ▶ Targeting declining commercial centers that no longer serve residents' retail needs
- ▶ Promoting and preserving the city's assets for commercial or retail reuse
- ▶ Strengthening partnerships with institutions of higher learning to connect the workforce to trends in employer needs
- ▶ Connecting Harrisburg's workforce to regional employment opportunities, supportive work services, and career ladders
- ▶ Enhancing the city's tourism efforts
- ▶ Developing and promoting financing incentives such as LERTA and job-creation tax credit programs
- ▶ Assembling property through the Harrisburg Land Bank to promote and direct private development
- ▶ Accessing state and federal financing programs to assist private development

# LABOR & EMPLOYMENT

## LABOR FORCE

The total civilian labor force of Harrisburg residents in 2018 was 24,776, which increased from 23,838 in 2010 (938 persons or 3.9%). This is a greater increase than that shown by the county or state during the same period. See **TABLE E4-1**.

According to the latest release of the U.S. Census' American Community Survey, Harrisburg's unemployment rate was 9.8%, compared to the county, state, and national rates of 5.0%, 5.8%, and 5.9%, respectively (see **TABLE E4-3**). Harrisburg has historically maintained a higher unemployment rate than these comparison jurisdictions.

## EMPLOYMENT BY INDUSTRY

Harrisburg had 22,346 employed civilians aged 16 years and over in 2018 (see **TABLE E4-3**). The distribution of occupations among this civilian population illustrates that three occupations account for nearly 80% of employment:

- ▶ management, business, science, and arts (29.2%)
- ▶ service (25.0%)
- ▶ sales and office (23.9%)

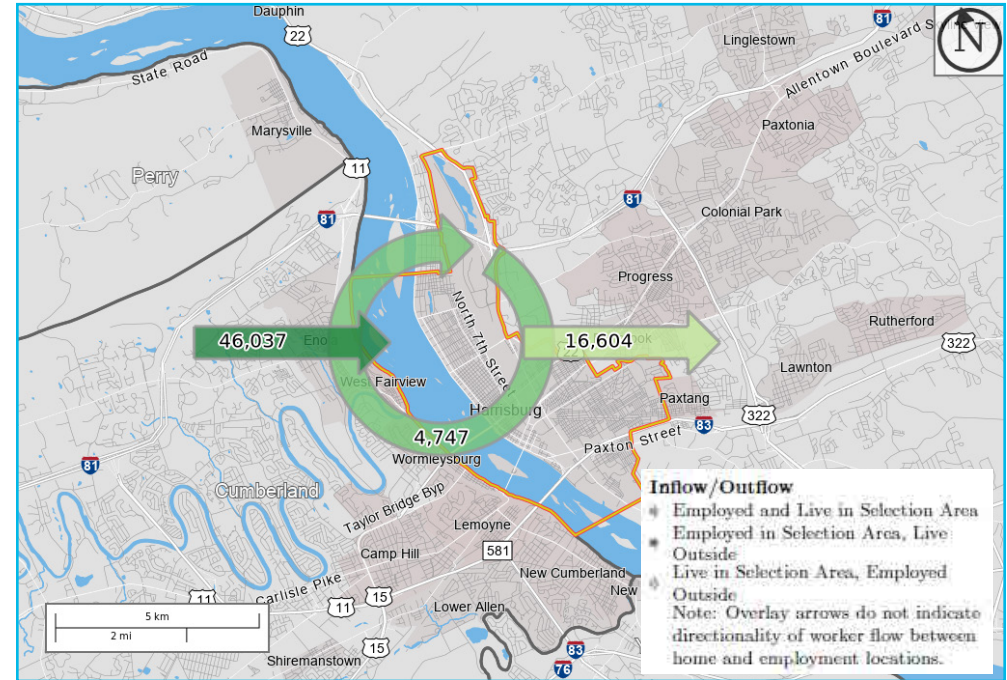
See **TABLE E4-2** for additional information and comparisons to the county, state, and nation.

## INFLOW/OUTFLOW ANALYSIS

Employment within Harrisburg is not limited to city residents and city residents are not limited to working within Harrisburg's boundaries. As the State Capital and County seat, Harrisburg hosts four levels of government (i.e. federal, state, county, and local) and the numerous agencies and departments they each contain; many of those employees, as well as those from other sectors, come from outside the city.

Studying the dynamics of employee movements within a region occurs through an inflow/outflow analysis, which visualizes the patterns of employees commuting into the city, those living and working within the city, and residents whose jobs are outside of the city. The dark green arrow pointing toward the city represents workers employed in Harrisburg but living outside the city. The light green arrow pointing away from the city represents workers employed outside the city but who live in Harrisburg. The medium-green circular arrow represents workers that both live and work in Harrisburg. These arrows indicate the number of workers involved in each type of flow.

**FIGURE 5-1.** Inflow/Outflow Movements

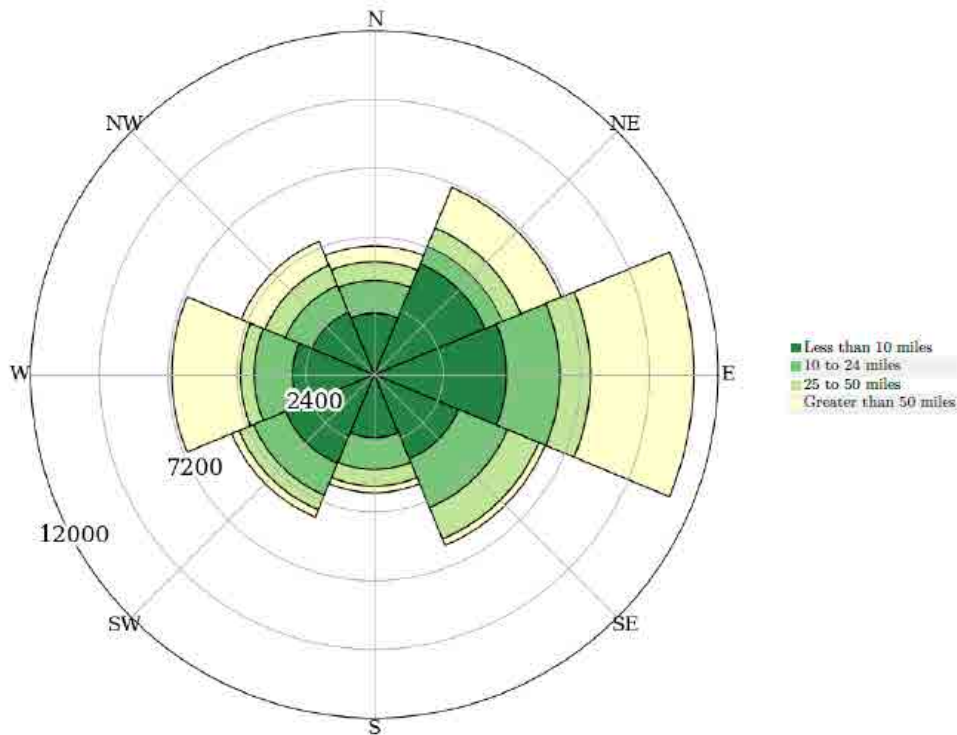


Source: U.S. Census Bureau, 2017 Inflow/Outflow Report

In 2017, Harrisburg was identified as a net inflow city for employment, meaning that the number of workers traveling to the city for work was higher than the number of residents commuting out of the city for work. In 2017, Harrisburg businesses employed approximately 50,784 people; of those, the majority (90.7%) held residence outside the city, while 10.3% were also Harrisburg residents. The analysis revealed that 22.2% of Harrisburg's residents work within the city, while the remaining 77.8% commute outside the city to their workplaces<sup>55</sup>. Employment outside of the city can sometimes introduce challenges for residents: mass transit service to the region can be lacking and not everyone can afford or has access to personal transportation.

**FIGURE 5-2** highlights the movement of workers from their workplace in Harrisburg to their home. Approximately 49.0% of the labor force commutes less than 10 miles to work in Harrisburg from all directions. The second-largest commuter distance is 10-24 miles (20.0%), with greater than 50 miles following closely behind (19.1%), originating from the east, generally indicating Philadelphia<sup>56</sup>.

**FIGURE 5-2.** Distance & Direction of Harrisburg Worker Commutes



**Source:** U.S. Census Bureau, 2017 Distance/Direction Report-Work to Home

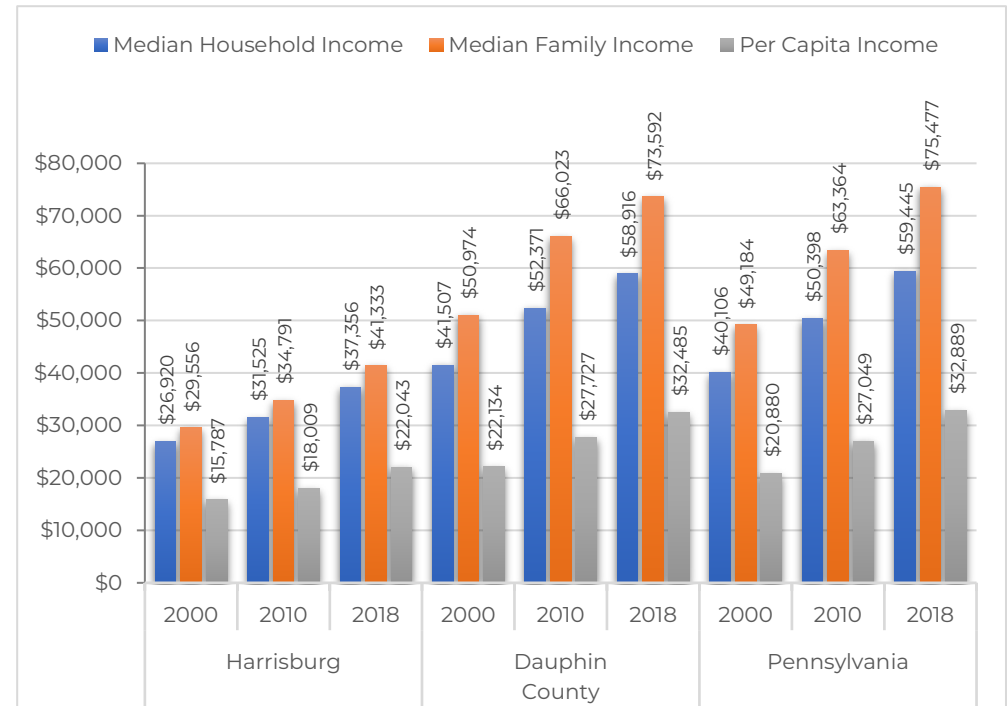
## WORKFORCE DEVELOPMENT

A strong economy is dependent on a community's most valuable asset—its workforce. Employers seek educated and trained workers, able to move through career paths and encouraging a lifelong learning attitude. A prepared workforce is critical to attracting new businesses. Providing all residents with job opportunities means assisting them in the preparation of a full range of skills beginning with 'soft skills' necessary to obtain a job, through training, certification, and degrees. With current unemployment rates, there is a need and an opportunity to connect the unattached, work-eligible population to the work arena. Examining ways to increase learning and training pathways and eliminating barriers such as improving transportation options to access employment, will strengthen Harrisburg's economy.

## INCOME & POVERTY

Harrisburg has a low median household income and a high percentage of residents living at or below the federal poverty level (see **TABLE E3-1**) and 27.7% of Harrisburg's population was living below the poverty level in 2018 (see **TABLE E3-4**).

**FIGURE 5-3.** Income Comparisons



**Source:** 2000 U.S. Census; 2006-2010, 2014-2018 American Community Survey

## EDUCATIONAL ATTAINMENT

Educational attainment refers to the highest level of education that an individual has completed. Numerous studies comparing educational attainment and income levels reveal a positive correlation between higher wages and higher levels of education.

Nearly 80% of Harrisburg residents over the age of 25 had received at least a high school diploma; those with at least a bachelor's degree accounted for 20.2% of the population. In comparison, 89.7% of county residents and 90.2% of state residents held at least high school diplomas and 30.5% of county residents and 30.8% of state residents held at least bachelor's degrees (see **TABLE E5-1**).

A key element to improving the economic condition of Harrisburg's residents will be to raise the high school graduation rate and increase the percentage of residents who attend and graduate from institutes of higher education. Promoting higher education is only one strategy to secure future employment for residents—vocational training and trade schools are another source of training. Many skilled trades are seeing declining numbers entering the workforce as students who do graduate from high school assume that the next step is either continuing at a college or university or

entering the workforce. State and federal grant opportunities can also fund job training opportunities.

## EDUCATIONAL FACILITIES

The city is within the Harrisburg School District, which is administered by the District's Board of School Directors. The district is a medium-sized urban district with a population of approximately 6,400 students. It boasts a diverse educational community: students within the district speak 21 different languages and represent more than 35 different ethnicities. It is a Title I district, unfortunately having one of the highest poverty rates in the state; 100% of its students receive free breakfast and lunch. Five K-4 schools, three 5-8 schools, and one high school serving students on two campuses comprise the district. It has a high transient rate, with numerous students moving at least four times during a given school year.

The Harrisburg School District is committed to providing a rigorous and relevant education to all students in a learning environment that fosters high expectations with data-driven, standards-aligned instruction provided by committed, qualified teachers. The district's mission is to provide a culturally responsive, safe, and positive school environment to enhance, empower, and promote the value of lifelong learning for its students. The district's vision is to empower all students to become high academic achievers and lifelong learners who understand the need for a rigorous and diversified education and who are motivated and prepared to compete and succeed beyond high school graduation in 21st-century global markets.

The district also believes in each student's inherent value and utilizes a set of core beliefs that guide their work. These beliefs frame the district's goals, program development, and support systems and focus on instruction, curriculum, and assessment to ensure that all students achieve at high levels and strive to reach their potential:

- ▶ **Expectations Matter.** Maintaining high expectations leads to higher levels of student achievement. Teachers maintain high expectations for all students through continual encouragement, specific and timely feedback, tenacity in providing targeted support, and communicating that all students can meet rigorous standards.
- ▶ **Effort Matters.** Increasing effort leads to higher levels of student achievement. Students in the District succeed at high levels through their own and the collective efforts of their parents, educators, and the community. It is through students' hard work and dedication to the pursuit of excellence that they will succeed.
- ▶ **Instruction Matters.** Effective instruction leads to higher levels of student achievement. Teachers refine their teaching skills through ongoing study and action research, instruction observation, and collaboration with colleagues. Teachers are actively engaged and committed to applying proven instructional strategies to reach every student.

- ▶ **Relationships Matter.** Developing caring and supportive relationships between and among educators, students, and parents leads to higher levels of student achievement. All staff members create and maintain an environment that promotes respect, trust, and understanding and fosters communication and problem-solving.
- ▶ **Results Matter.** Sharing and using results to inform decisions about instruction, resources, curriculum, and program development leads to higher levels of student achievement. Administrators, teachers, and students measure progress toward meeting and exceeding defined standards and goals. Through the ongoing and collaborative analysis of student work and data, the District holds students and each other accountable for continuous improvement.

In its 2016-2019 District Level Plan, the District noted the following accomplishments:

- ▶ Data analysis teaming meetings are in place in all buildings and provide a system for ongoing review of student data and the adjustment of instruction
- ▶ District-mandated, PA Core Standards-aligned curricula in reading, mathematics, and science is in place, which will assist in ensuring consistent implementation of curricula and programs for its transient student population
- ▶ Universal screening has been initiated in all elementary buildings to identify students at risk for academic (reading and mathematics) and behavior failure; universal screening has begun in all middle academies and high school campuses in reading to identify at-risk students and aid in the scheduling of intervention periods
- ▶ A multi-tiered system of support process has been implemented in all schools as the process to organize and implement effective assessment, curriculum, and instructional practices and includes laser focus in several areas
- ▶ Though overall students performed below state targets, district-wide, students in grades 3, 7, and 8 had a higher percentage of students performing at or above proficiency in both reading and math
- ▶ A comprehensive system of standards-aligned assessment is in place, with formative, diagnostic, benchmark, and summative evaluations conducted
- ▶ The District has taken great strides in establishing systems to foster family and community involvement in the schools and the learning process

Beyond these accomplishments, the District also identified several concerns:

- ▶ Student performance is below state targets in all areas (i.e. English language arts, mathematics, and science) for all grades

- ▶ There is an inconsistent or ineffective implementation of differentiated instructional practices in all classrooms
- ▶ There are overall consistent growth projections for below-basic students; however, little to no growth for basic, proficient, and advanced students across the District
- ▶ There needs to be alignment, implementation, and monitoring of district-wide and school-based systems and procedures to support student achievement and develop a positive school culture
- ▶ There is inconsistent use of multiple sources of data for instructional decision-making by school and district teams
- ▶ There is a general concern for the graduation cohort rate for Harrisburg High School's John Harris Campus

The District identified the following goals:

- ▶ Establish a district system that fully ensures the consistent implementation of effective instructional practices across all classrooms in each school
- ▶ Establish a district system that fully ensures each member of the district community promotes, enhances, and sustains a shared vision of positive school climate and ensures family and community support of student participation in the learning process
- ▶ Establish a district system that fully ensures high-quality curricular assets (e.g., model curricula, learning progressions, units, lesson plans, content resources) aligned with state standards and fully-accessible to teachers and students
- ▶ Establish a system within the school that fully ensures teachers and administrators meet regularly to use multiple data sources to reflect on the progress of student learning as it relates to the effectiveness of professional practice
- ▶ Establish a district system that fully ensures consistent implementation of standards-aligned curricula across all schools for all students
- ▶ Establish a district system that fully ensures professional development is focused, comprehensive, and implemented with fidelity

## KEY ISSUES

- ▶ Harrisburg has a higher unemployment rate than the county, state, and nation.
- ▶ Harrisburg is a net inflow city for employment, which can introduce challenges when there are problems with mass transit service or employees cannot afford or have difficulty accessing personal transportation.
- ▶ Nearly 30% of the city's population is living below the poverty level.

- ▶ Over 21% of city residents have not received high school diplomas.

## GOALS & OBJECTIVES

### GOAL ED-1

Create a ready workforce to attract and retain businesses and to provide opportunities for all residents to participate within the workforce arena.

#### Objective ED-1.1

Strengthen the workforce by addressing learning, training, and education as starting points for lifelong learning.

#### Objective ED-1.2

Address barriers to work accessibility.

#### Objective ED-1.3

Ensure the establishment of career pathways so that all workers can achieve upward mobility.

## ACTIONS

- ▶ ED.1 Continue to work with workforce development partners to meet all educational, training, and skill needs.
- ▶ ED.2 Continue to work with employers to determine the workforce needs to better coordinate training curriculum.
- ▶ ED.3 Continue to work with service providers for 'soft skills,' day care, transportation, and other workforce support needs to eliminate barriers to accessing job opportunities.
- ▶ ED.4 Ensure that a broad range of employment opportunities are available through the recruitment of a wide range of businesses.
- ▶ ED.5 Provide targeted workforce training to ensure access to employment for Harrisburg's LMI population.
- ▶ ED.6 Continue neighborhood outreach with job opportunity partners and employers to better communicate job opportunities to city residents.
- ▶ ED.7 Continue to work with the Pennsylvania Department of Labor and Industry to implement the Work Force Investment Act to focus funding and technical assistance to employers and those seeking job skills training.
- ▶ ED.8 Continue to work with Pennsylvania Careerlink training and service providers to identify and address barriers to employment.

# INDUSTRY

## ECONOMIC BASE

Economic base is a theory that suggests that economic activities in an area should divide into two categories: basic and non-basic. Basic industries are those that export goods/services from the region and bring wealth from the outside; for Harrisburg, example sectors would be government, professional services, and healthcare. Non-basic (or importing) industries support basic industries or import goods/services; in Harrisburg, example sectors would be manufacturing, transportation and warehousing, and finance and insurance. Acquiring data to analyze industry output and trade flows is difficult, so approximations are often based on employment data. A region can identify its basic industries by comparing employment in Harrisburg to national norms.

## INDUSTRY CLUSTER ANALYSIS

Industry cluster analysis is a relatively new concept for evaluating a region's economy. An industry cluster is a geographic concentration of interrelated competitive businesses with sufficient size to generate external economies. Industries that are part of clusters develop buyer-supplier relationships, share labor pools, draw qualified workers from area institutions of higher education, and locate in proximity to one another.

Industry clusters can also develop as value chains where activities of two or more businesses operate in a specific industry. An example of a value chain industry cluster is the Michigan automotive industry, where auto parts suppliers locate near automotive assembly plants. Industry clusters can also be a collection of businesses that produce a similar product or service. A typical main street in a small town would be considered an industry cluster for retail and food establishments. Cities can facilitate industry cluster development through tax and zoning policy and by providing the necessary infrastructure.

The identification of industry clusters is an important element in successfully recruiting companies and facilitating development efforts focused on complementing existing businesses. It can also help to identify gaps in value chains and inform local decision-makers of industries that are either experiencing growth or decline to develop programs and policies that address these challenges.

## BUBBLE CHARTS

A bubble chart generally depicts an industry cluster analysis for a city, county, region, or state. A bubble chart is a method economists use to display three dimensions of data. The bubbles displayed on the graph represent the relative size of each industry's employment in the focus area.

Specifically, this analysis focuses on the size of employment in a particular industry within Harrisburg compared to other local industries. The horizontal axis measures the percent change in the location quotient (LQ) over a designated period—in this case, from 2005-2014. An LQ represents a methodology to quantify the concentration of a local industry to a larger geographic area. This analysis compares local industry clusters in Harrisburg to the same industry clusters in Dauphin County. Bubble cluster industries positioned to the right side of the vertical axis are growing, while those to the left are shrinking. The vertical axis measures the concentration of an industry relative to Dauphin County or the nation. An LQ concentration of one or higher indicates a heavier concentration of the cluster in Harrisburg than in Dauphin County. Economists also consider these industry clusters to be net exporters of goods or services to areas outside the region. An LQ of less than one suggests that Harrisburg has a weaker concentration in that given industry when compared to Dauphin County.

## DATA SOURCES

This industry cluster analysis examines the period from 2005-2014 using Longitudinal-Employer Household Dynamics Origin-Destination Employment Statistics and American Community Survey data. Additionally, the cluster analysis used the Quarterly Census of Employment and Wages (QCEW) data for private and public sector employment based on the North American Industry Classification System (NAICS). QCEW data is the official employment and wage data reported by employers to the state. This information comes from U.S. Census data, where the data for Dauphin County and Harrisburg was retrieved.

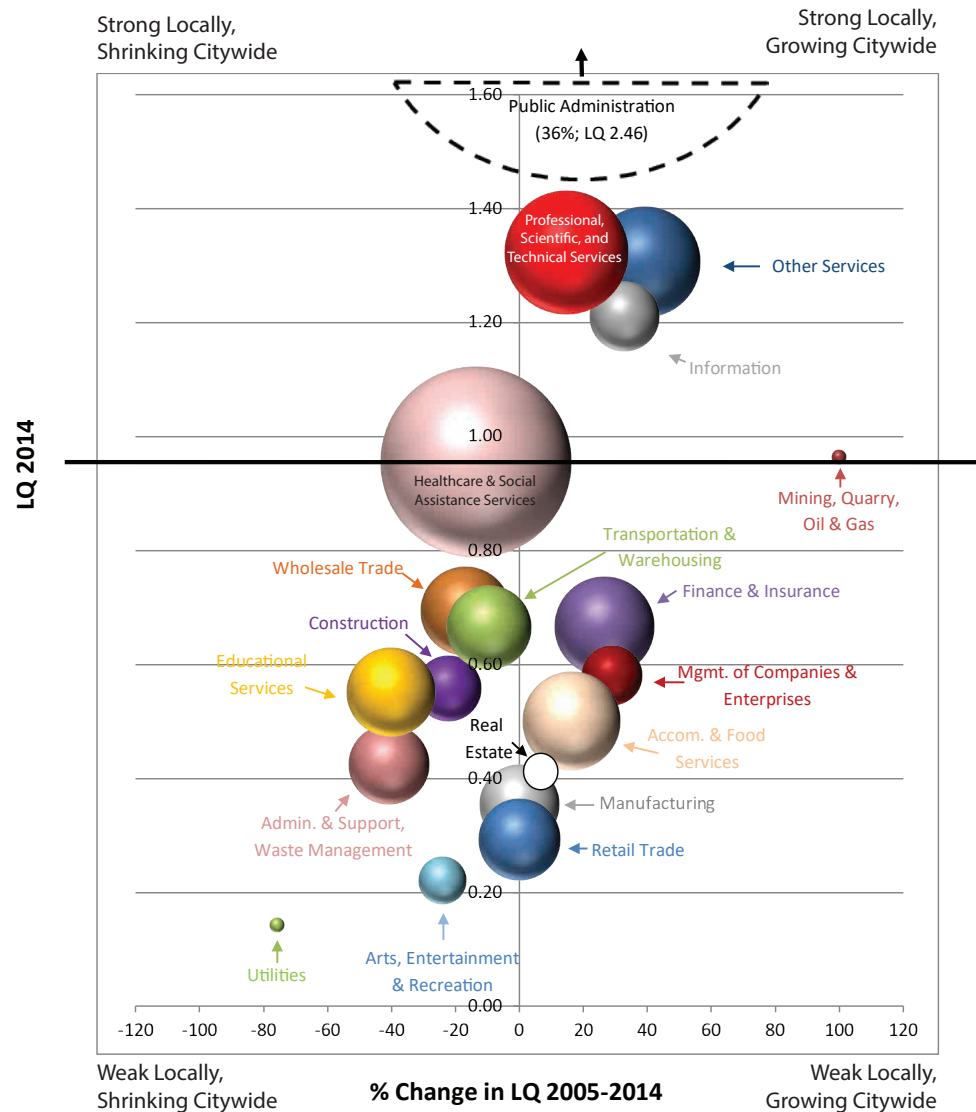
## HARRISBURG INDUSTRY CLUSTER ANALYSIS

The industry cluster analysis includes one bubble chart and several charts of supplemental data. The bubble chart compares Harrisburg to Dauphin County data.

**FIGURE 5-4** is the bubble chart for the city compared to Dauphin County. It depicts the concentration of industries relative to the state/nation and identifies the growth or decline in industries over the 2005-2014 period. These charts are a graphical depiction of the LQ information provided in **TABLE 5-1**. **TABLE 5-2** provides data on changes in employment for the city's industry cluster analysis from 2005-2014 and **TABLE 5-3** provides 2014 annual wage data for Dauphin County.



**FIGURE 5-4. Industry Cluster Analysis**



**Source:** U.S. Census 2005 & 2014 LEHD Origin Destination Employment Statistics

The bubble chart provides the following information:

- ▶ The upper right-hand quadrant contains Harrisburg's strongest, most dynamic clusters, where the city has a larger potential share of county cluster employment—they are economic strengths. Harrisburg has a competitive advantage in public administration; professional, scientific, and technical services; other services; and information.
- ▶ The lower right-hand quadrant contains industry clusters that are gaining in employment but that do not yet have a strong concentration

compared to the county. These clusters typically present strong growth opportunities. These include mining, quarry, oil, and gas; finance and insurance; management of companies and enterprises; accommodation and food services; real estate; manufacturing; and retail trade.

- ▶ The upper left-hand quadrant indicates clusters that are strong and concentrated in Harrisburg but are declining in concentration relative to Dauphin County. There are no industries located within this quadrant.
- ▶ The lower left-hand quadrant indicates clusters that have both a weak local presence and are shrinking relative to the county. These clusters include health care and social assistance services; wholesale trade; transportation and warehousing; construction; educational services; administration and support, waste management; arts, entertainment and recreation; and utilities.

## ANALYSIS OF INDUSTRY CLUSTERS

The industry clusters that are both strong locally and growing are public administration; professional, scientific, and technical services; other services; and information. Each of these industry clusters has an LQ greater than 1.00, indicating the local presence is stronger when compared to Dauphin County.

The strongest industry cluster in the city is public administration. This industry has the highest LQ (2.46) and is the largest employer, accounting for 17,578 workers; however, this industry cluster has experienced a reduction of 9,553 positions or a 35.2% decline in the workforce. The industry remains strong in the city as Harrisburg is the State Capital and the location for many state offices as well as municipal and county offices. This industry has also remained strong because Dauphin County has also experienced a significant drop in public administration jobs during the survey period. Since public administration jobs make up a higher percentage of the city's workforce relative to the county, the LQ for this industry has gone up slightly. Still, the City should examine the severity of job losses and consider discussing opportunities to restore these jobs with the state.

Three other industry clusters have experienced significant job losses in the city: the manufacturing, wholesale trade, and healthcare industries. The manufacturing cluster lost 681 jobs during the survey period or a 37.5% reduction in workforce. Manufacturing is an important industry as its average wage in 2014 was \$50,226; non-college educated residents could receive training to enter this industry.

Similarly, the wholesale trade cluster experienced a 48.2% reduction in workforce, or a loss of 1,272 jobs during the survey period. The average wage in 2014 for this cluster was \$55,813.

The healthcare industry witnessed a 24.0% reduction in jobs during the survey period, with a total of 2,250 jobs lost. In 2014, the number of persons

employed in the healthcare industry was 7,124; in 2005, that number was 9,374. The average wage for healthcare workers in 2014 was \$47,629. Healthcare is another industry that the City should examine further to determine how it can stem the loss of further jobs in the future.

Conversely, the finance and insurance cluster grew by 1,820 jobs during the survey period, yielding 85.0% growth. This industry is important to the city because of the higher wages it commands in the marketplace—average wages for this industry are \$63,804. This high average wage provides opportunities for the city to capitalize on services that these individuals will seek, resulting in both induced and indirect job creation. These industry professionals will spend more money on services such as dry cleaning, dining out, and perhaps investing in local real estate. The City should examine this industry further and determine the reason for the influx of jobs; they may also wish to review the industry’s commercial office needs or incentives to either locate new operations or expand existing operations within Harrisburg.

**TABLE 5-1. Industry Location Quotients**

Industry	LQ 2005	LQ 2014	Increase/Decrease	% Increase/Decrease
Agriculture, Forestry, Fishing & Hunting	0.04	0.01	Decrease	-67.4%
Mining, Quarry, Oil & Gas Extraction	0.00	0.23	Increase	100.0%
Utilities	0.58	0.55	Decrease	-5.9%
Construction	0.72	0.82	Increase	13.1%
Manufacturing	0.35	0.36	Increase	3.8%
Wholesale Trade	0.83	0.68	Decrease	-18.0%
Retail Trade	0.29	0.28	Decrease	-2.2%
Transportation & Warehousing	0.74	0.72	Decrease	-3.7%
Information	0.91	0.98	Increase	7.1%
Finance & Insurance	0.53	1.15	Increase	116.6%
Real Estate, Rental & Leasing	0.47	0.49	Increase	3.8%
Professional, Scientific & Technical Services	1.15	1.19	Increase	3.0%
Management of Companies & Enterprises	0.45	0.73	Increase	61.9%
Administration & Support, Waste Management	0.71	0.42	Decrease	-41.6%
Education Services	0.92	1.19	Decrease	29.4%
Healthcare & Social Assistance	1.10	0.96	Decrease	-12.4%
Arts, Entertainment & Recreation	0.29	0.18	Decrease	-38.7%
Accommodation & Food Services	0.43	0.54	Increase	25.6%
Other Services	0.94	1.37	Increase	45.8%
Public Administration	2.44	2.46	Increase	0.9%

**Source:** U.S. Census 2005 & 2014 LEHD Origin Destination Employment Statistics

**TABLE 5-2. Harrisburg Employment Levels by Industry**

Industry	Employment 2005	Employment 2014	Employment Loss/Gain	% Loss/Gain
Agriculture, Forestry, Fishing & Hunting	9	2	-7	-100.0%
Mining, Quarry, Oil & Gas Extraction	0	5	5	100.0%
Utilities	173	164	-9	-5.2%
Construction	1,648	1,320	-328	-20.0%
Manufacturing	1,814	1,133	-681	-37.6%
Wholesale Trade	2,639	1,367	-1,272	-51.8%
Retail Trade	1,560	1,162	-398	-25.5%
Transportation & Warehousing	1,896	1,576	-320	-16.9%
Information	1,053	732	-321	-30.5%
Finance & Insurance	2,141	3,961	12,820	46.0%
Real Estate, Rental & Leasing	212	200	-12	-5.7%
Professional, Scientific & Technical Services	2,913	2,464	-449	-15.5%
Management of Companies & Enterprises	503	797	294	36.9%
Administration & Support, Waste Management	2,132	1,171	-961	-45.1%
Education Services	3,696	3,252	-444	-12.1%
Healthcare & Social Assistance	9,374	7,124	-2,250	-24.1%
Arts, Entertainment & Recreation	541	337	-204	-37.3%
Accommodation & Food Services	1,825	2,039	214	10.5%
Other Services	1,900	2,320	420	19.2%
Public Administration	27,131	17,578	-9,553	-35.3%

**Source:** U.S. Census 2005 & 2014 LEHD Origin Destination Employment Statistics

**TABLE 5-3. Annual Wages in Dauphin County by Industry**

Industry	2005 Annual Wage	2014 Annual Wage	Annual Wage Loss/Gain	% Loss/Gain
Agriculture, Forestry, Fishing & Hunting	not available	not available	not available	not available
Mining, Quarry, Oil & Gas Extraction	not available	not available	not available	not available
Utilities	\$78,655	\$104,865	\$26,210	33.3%
Construction	\$42,939	\$55,173	\$12,234	22.1%
Manufacturing	\$42,738	\$50,226	\$7,488	15.0%
Wholesale Trade	\$47,828	\$55,813	\$7,985	14.4%
Retail Trade	\$21,314	\$23,731	\$2,417	10.2%
Transportation & Warehousing	\$33,298	\$45,009	\$11,711	26.0%
Information	\$43,167	\$58,658	\$15,491	26.5%
Finance & Insurance	\$49,126	\$63,804	\$14,678	24.0%
Real Estate, Rental & Leasing	\$30,688	\$40,549	\$9,861	24.3%
Professional, Scientific & Technical Services	\$54,088	\$68,219	\$14,131	20.3%
Management of Companies & Enterprises	\$88,296	\$134,468	\$46,172	34.4%
Administration & Support, Waste Management	\$23,220	\$30,945	\$7,725	25.0%
Education Services	\$32,862	\$39,871	\$7,009	17.6%
Healthcare & Social Assistance	\$37,005	\$47,629	\$10,624	22.3%
Arts, Entertainment & Recreation	\$19,957	\$25,797	\$5,840	22.7%
Accommodation & Food Services	\$14,540	\$17,367	\$2,827	16.3%
Other Services	\$26,617	\$36,564	\$9,947	27.2%
Public Administration	not available	not available	not available	not available

**Source:** U.S. Census 2005 & 2014 County Business Patterns

## SMALL BUSINESS DEVELOPMENT

Continuing to grow local businesses within Harrisburg is a key component of a robust local economy. New high-tech and science-based businesses have developed within the city, many of them spin-offs of existing businesses or from connections to institutes of higher education. Entrepreneurs with backgrounds and experience in these technology areas have grown new companies. The City should support these businesses and their employees and encourage other new businesses to locate within Harrisburg, building off this existing momentum. Targeting these growing sectors should be a goal of marketing and recruitment efforts.

Small neighborhood business growth is a key element of healthy neighborhoods. A good mix of businesses should be encouraged to allow for accessibility to goods and services.

## TOURISM

As the State Capital, Harrisburg has long benefited from interest from statewide organizations and conference organizers. Tourism provides essential support for local retail, restaurants, festival vendors, and entertainment providers, as well as many entry-level jobs for residents with more limited skills and experience.

The city's many cultural, historic, open space, and recreation resources offer valuable opportunities to enhance tourism and expand the local economy. Three City-sponsored events, July 4th, Kipona, and New Years' Eve, currently bring in revenue, visitors, and sponsorships from local businesses, providing long-lasting partnerships between the City and community.

City Island offers opportunities to enjoy the river and the beauty of nature it provides, as well as entertainment, sports, and other recreational venues, all within walking distance of the downtown. It is a destination for residents and visitors. All of the city's natural and physical assets are economic drivers for local business growth and job creation.

## CREATIVE INDUSTRIES

It is critical to a community's diversity and vitality to capitalize on its creative capacity. This group would include artists, creative professionals, educators, researchers, child care providers, and others. Nurturing these niche workers has been proven to be a part of a robust economic development strategy. These are often entrepreneurial jobs that can provide income and revenue growth for both the individual as well as the City.

## KEY ISSUES

- ▶ The city's strongest industry cluster is public administration; however, it has experienced a 35% decline in the local workforce.
- ▶ The finance and insurance industry cluster has grown by 85%—the City should seek to take advantage of this industry and capitalize on its higher wage-earning employees.

## GOALS & OBJECTIVES

**GOAL ED-2** Ensure that planning and economic development focus on opportunities for development that allow for business retention, expansion, and attraction.

- Objective ED-2.1 Identify areas and sites for environmental remediation.
- Objective ED-2.2 Provide investment in public amenities and assets as part of the city's economic development infrastructure.
- Objective ED-2.3 Examine neighborhoods for the inclusion of small businesses as part of neighborhood planning efforts.
- Objective ED-2.4 Encourage the creation of live/work spaces.
- Objective ED-2.5 Assist new and existing small business development.

**GOAL ED-3** Attract and support new business growth in targeted industry sectors as well as small local business growth and development.

- Objective ED-3.1 Build on the momentum of new technology sectors locating within the city.
- Objective ED-3.2 Target regional trends to capture businesses ready to locate within Central Pennsylvania.
- Objective ED-3.3 Ensure local entrepreneurs have the tools, knowledge, and training to start businesses.
- Objective ED-3.4 Continue working with regional economic development partners to ensure the coordination of business attraction efforts.

**GOAL ED-4** Protect and support the city's historical, cultural, open space, and recreation resources to offer

opportunities to enhance tourism and expand the local economy.

- Objective ED-4.1 Enhance city experiences for visitors.
- Objective ED-4.2 Grow local businesses through tourism.
- Objective ED-4.3 Capitalize on the city's historical and cultural assets.
- Objective ED-4.4 Enhance partnerships with regional tourism agencies.
- Objective ED-4.5 Position the city and downtown, specifically, as a destination for conferences, special events, and the performing arts.

## GOAL ED-5

Nurture and grow individuals and groups that provide service, entertainment, and knowledge through arts, culture, education, and research.

- Objective ED-5.1 Assist those in the creative class with professional growth.
- Objective ED-5.2 Provide opportunities for partnerships with other arts groups.
- Objective ED-5.3 Partner with existing arts, culture, and educational groups.
- Objective ED-5.4 Engage educational institutions to provide opportunities for sharing and teaching individual knowledge bases.
- Objective ED-5.5 Pursue technology-intensive industries such as graphic design, marketing, and broadcasting and create environments for their growth.

- ▶ ED.13 Work with regional economic development partners to access state business loan funding.
- ▶ ED.14 Develop a business outreach process to provide outreach and support for local businesses to identify existing and future needs.
- ▶ ED.15 Continue and strengthen small neighborhood business outreach through ongoing meetings to identify specific neighborhood products and services needed and to support the growth of neighborhood businesses.
- ▶ ED.16 Identify the need and properties for use in the development of business accelerators/incubators.
- ▶ ED.17 Work with local historical and cultural arts groups to provide venues and opportunities for special events.
- ▶ ED.18 Grow and expand on the three current City-sponsored events.
- ▶ ED.19 Market Harrisburg as a downtown destination for a variety of entertainment options.
- ▶ ED.20 Market specific Harrisburg assets, such as the Broad Street Market and City Island.
- ▶ ED.21 Identify obsolete or underutilized buildings and spaces for adaptive reuse by artists, researchers, or new technology businesses.
- ▶ ED.22 Partner with local institutions of higher learning to encourage the promotion of careers in the creative class.
- ▶ ED.23 Look for foundation, state, and local funding that supports local arts and other creative industry growth.

## ACTIONS

- ▶ ED.9 Identify local, state, and partnership funding and assistance opportunities for new business growth and development.
- ▶ ED.10 Assist targeted business growth through state tax credit and job creation programs.
- ▶ ED.11 Develop streamlined processes for starting a business.
- ▶ ED.12 Support traditional and non-traditional funding sources to support start-up businesses and companies.

# ECONOMIC CENTERS

## COMMERCIAL CORRIDORS

Over time, neighborhood mixed-use corridors change, often leaving older buildings underused or abandoned, housing declining, and services that were once prevalent no longer available. This change often forces residents to seek amenities elsewhere. Investment back into these corridors should be encouraged and incentivized. Facilities are left behind physically and economically, blighting otherwise healthy adjoining neighborhoods. Renewal and reuse can counter this trend, but they often require public investment. Limited resources should focus on those corridors with good building stock, easy access to transportation, and strong neighborhood plans. Long-term economic and environmental sustainability demands reuse and re-invention of the city's aging commercial corridors, particularly true along gateway corridors, which frame the city's image.

## DOWNTOWN

A strong downtown is central to a strong city. The concentration of services, transportation options, and other amenities are critical to growing a population that enjoys city living. Harrisburg's Zoning Code defines a Downtown Center zone, where there are more options for small business growth, condensed office space, older buildings retrofitted for mixed-use and residential options, available senior housing, and the HTC is a focal point for a future TOD. The TOD will not only focus on the station and its future commercial and retail uses for the projected increase in Amtrak ridership, but will also focus on land development surrounding the station and connect surrounding neighborhoods to Downtown.

Within the Downtown Center corridor, the City has formed a Downtown Improvement District (DID), a funding source for selected activities agreed upon by the DID Board and its members. The DID has focused on clean, safe, and beautiful activities, including engaging in safety patrols for nighttime users of Downtown, cameras for awareness, and beautification crews to clean sidewalks and streets and enhance flower planters. As part of a newer focus, the DID is assisting with marketing efforts and providing façade grants to property owners within the DID area.

There are several significant, large stakeholders within the Downtown. These partners provide private investment within the corridor and help to identify opportunities to implement the City's vision. A residential component is another part of a strong Downtown strategy. The Downtown boasts approximately 1,700 residential units with almost 100% occupancy.

For decades, Harrisburg has maintained an office vacancy rate of about 3%. A tenant looking for nationally-ratable Class-A office space will have difficulty finding it available as it only exists in small amounts within the market. A

tenant looking for locally-rated Class-A or B space can have difficulty finding it in contiguous areas larger than 10,000 square feet. Due to this difficulty finding available office space, businesses tend to locate in more suburban locations, even when they would prefer to be in Harrisburg's downtown. Future planning efforts should emphasize increasing the amount of high-quality space available for lease, in addition to related cultural, retail, and recreational amenities that are attractive relocating businesses and their employees. High-quality space does not only include Class-A space, but also well-designed hybrid spaces and makerspaces that appeal to start-up enterprises.

Harrisburg is fortunate that it has several secondary and post-secondary institutes, located Downtown, that provide career lattices for the 'new student.' These institutions not only provide educational options that tie into the city's employer system but provide jobs to residents. Harrisburg has seen the growth and addition of 18 data collection and data analysis companies in Downtown due to this connection to post-secondary institutions and the attraction of an urban setting for younger workers.

## COMPETITIVE OFFICE MARKET

Harrisburg should continue its strong appeal as the premier location for government services but also look to broaden its economic portfolio by striving to attract diversified downtown uses. Currently, the State is the majority office space lessee in Downtown and leases a large percentage of available rental spaces in the region with private office space functioning somewhat as an extension of the Capitol Complex. The remaining professional space is leased primarily by law firms and lobbying interests engaged in government relations.

Harrisburg has had difficulty attracting top firms because it lacks suitable, Class A office space; State government favors the low-bid procurement of leases, which in turn favors Class B and C space. Introducing nationally-ratable, Class-A space would attract more firms to the city and encourage additional leasing by non-governmental entities.

Many larger firms engage real estate consultants to perform site searches when companies decide to enter a new market. The consultants look for at least three comparable locations owned by separate parties to generate competitive proposals for their clients. Given the limited number of owners of available space in Downtown, it is often challenging to find either available high-quality space in large quantities or three competitive bidders; thus, many national site searches recommend against locating in Downtown for these reasons.

The U.S. office market, overall, is seeing a shift in form. Today, there are generally three types of office space: traditional office space in core locations

## OFFICE SPACE CLASSIFICATIONS

Building classifications are used to differentiate building types and help the reporting of marketing data. When considering office space, tenants will find that office buildings are generally classified as being either Class A+, Class A, Class B, or Class C—the difference between these classifications varies by market and Class B and C buildings are generally classified relative to Class A buildings.

There are additional rating classifications within commercial office markets. Investment quality properties are those that are unique in their location, design and construction quality, tenant markets, and building management and usually contain state-of-the-art mechanical, electrical, life safety, elevator, and communications systems. Institutional grade properties are of sufficient size and stature to merit attention by large national or international investors; they feature good design and construction and are typically larger and have a very stable tenant base. Speculative properties are designed and constructed to emphasize functionality, in contrast with aesthetics or image, and are relatively large, although size requirements in premier office markets are smaller.

General office building characteristics are as follows:

### **CLASS A+ AND CLASS A**

These buildings represent the highest quality buildings in their market and are generally the best-looking buildings with the best construction and high-quality infrastructure. The buildings are also well-located, have good access, and are professionally managed; as a result, they attract the highest quality tenants and command the highest rents.

### **CLASS B**

Class B buildings are generally a little older, but still have good quality management and tenants. Often, value-added investors target these buildings as investments since well-located Class B buildings can be returned to Class A glory through renovations such as façade and common area improvements.

### **CLASS C**

The lowest classification of office building and space is Class C. These are older buildings (usually 20+ years), are in less desirable areas, and need extensive renovation. Architecturally, these buildings are the least desirable and building infrastructure and technology is outdated. As a result, Class C buildings have the lowest rental rates, take the longest time to lease, and are often targeted as redevelopment opportunities.

that may need significant infrastructure upgrades; highly-designed office space outside the core, with creative or brick-and-timber office space; and hybrid office space, in newly built office buildings or renovated buildings that incorporate highly designed elements. Highly designed office space can include: low-rise, historic construction; an open floor plan with high, often exposed, ceilings; high-end finishes; large common areas; wireless capabilities; and employee-focused amenities such as a coffee shop, fitness centers, and bicycle storage areas. Access to public transportation and amenity-rich work/play neighborhoods where employees choose to live typically define areas where hybrid spaces locate. Hybrid office space is generally located in transit-accessible, amenity-rich, mixed-use areas and can include: a traditional office space exterior; an open floor plan with high design and natural light; high ceilings; a mix of private and collaborative spaces; and amenities such as a coffee shop, fitness centers, and bicycle storage areas.

Harrisburg's proximity to dense and expansive east coast cities, and central location in the Mid-Atlantic region, could be a strong incentive to firms looking for service centers with far lower costs for land and buildings than are found in coastal cities. Additionally, the region has economic clusters in electronics, food manufacturing, and nutrition, which can serve as crucial building blocks to diversifying the city's economy.

## **TRANSPORTATION HUB**

Harrisburg is the core community for 1.7 million people. Its transportation system should reflect this structure, strengthening the hub-and-spoke system centered on the HTC. Adjacent to the HTC, a carefully planned TOD could emerge as the most convenient business

and residential location in the region. A strong transit system tied to this center would create a de facto city of 1.7 million; a fragmented system would support a cluster or relatively uncompetitive townships, boroughs, and cities.

The HTC provides a logical interface between local and regional forms of transportation. The proposed TOD is the logical area for the highest density, highest value commercial and residential development in the region. Development in this area should attract meeting and hospitality uses, residential space for those valuing convenient transportation access, and supporting facilities for major financial companies located along the northeast corridor.

## **INNOVATION DISTRICTS**

Innovation districts are geographic areas where leading-edge companies, research institutions, start-ups, and business incubators locate in dense proximity. These districts facilitate new connections and ideas, accelerate the commercialization of those ideas, and support metropolitan economies by growing jobs in ways that leverage their distinct economic position. Innovation districts constitute the ultimate “mash-up” of entrepreneurs and educational institutions, start-ups and schools, mixed-use development and medical innovations, bike-sharing and bankable investments—all connected by transit, powered by clean energy, wired for digital technology, and fueled by caffeine. Given the vast distinctions in regional economies, the form and function of innovation districts differ markedly across the U.S.; yet, all innovation districts contain economic, physical, and networking assets. When these three assets combine with a supportive, risk-taking culture, they create an innovation ecosystem—a synergistic relationship between people,

firms, and place (the physical geography of the district) that facilitates idea generation and accelerates commercialization. Burgeoning innovation districts are in dozens of cities and metropolitan areas across the country; these districts adhere to one of three general models.

- ▶ The “anchor plus” model, primarily found in the downtowns and midtowns of central cities, is where large scale mixed-use development centers around major anchor institutions and a rich base of related firms, entrepreneurs and spin-off companies involved in the commercialization of innovation.
- ▶ The “re-imagined urban areas” model, often found near or along historic waterfronts, is where industrial or warehouse districts undergo a physical and economic transformation. This change is powered, in part, by transit access, a historic building stock, and their proximity to downtowns in high rent cities, which advanced research institutions and anchor companies then supplement.
- ▶ The third model, “urbanized science park,” commonly found in suburban and exurban areas, is where traditionally isolated, sprawling areas of innovation are urbanizing through increased density and an infusion of new activities (including retail and restaurants) that mix as opposed to separate.

Practitioners in leading-edge innovation districts offer five pieces of advice to build a vibrant innovation district:

1. Build a collaborative leadership network, a collection of leaders from key institutions, firms and sectors who regularly and formally cooperate on the design, delivery, marketing and governance of the district.
2. Set a vision for growth by providing actionable guidance for how an innovation district should grow and develop in the short-, medium- and long-term along economic, physical and social dimensions. Most practitioners cite the importance of developing a vision to leverage their unique strengths—distinct economic clusters, leading local and regional institutions and companies, physical location and design advantages and other cultural attributes.
3. Pursue talent and technology given that educated and skilled workers and sophisticated infrastructure and systems are the twin drivers of innovation. Pursuing talent requires attraction, retention and growth strategies; integrating technology requires a commitment to top-notch fiber-optics (and, in some places, specialized laboratory facilities) to create a high-quality platform for innovative firms.
4. Promote inclusive growth by using the innovation district as a platform to regenerate adjoining distressed neighborhoods as well as creating educational, employment and other opportunities for low-income residents. Strategies should focus on equipping workers with

the skills they need to participate in the innovation economy or other secondary and tertiary jobs generated by innovative growth.

5. Enhance access to capital to support basic science and applied research, innovation commercialization, entrepreneurial start-ups and expansion, urban real estate (including new collaborative spaces), place-based infrastructure (e.g., energy, utilities, broadband, and transportation), education and training facilities, and intermediaries to steward the innovation ecosystem.

**Source:** Brookings Institute

## KEY ISSUES

- ▶ The city has several aging commercial corridors that are prime candidates for revitalization.
- ▶ The planned TOD around the HTC provides an opportunity to position Harrisburg as a desirable, convenient mixed-use regional destination.

## GOALS & OBJECTIVES

**GOAL ED-6** Stimulate and revitalize Harrisburg’s mixed-use corridors through the use of targeted economic development programs, zoning, incentives, and good neighborhood planning.

Objective ED-6.1 Prepare corridors for reinvestment.

Objective ED-6.2 Promote mixed-use redevelopment strategies to enhance economic opportunities along identified corridors.

**GOAL ED-7** Support and strengthen retail, commercial, and residential activities to encourage live, work, and play environments within Downtown.

Objective ED-7.1 Promote Downtown as a destination for entertainment, services, and residential space.

Objective ED-7.2 Open opportunities to expand development opportunities through the TOD, tying in Downtown with surrounding neighborhoods.

Objective ED-7.3 Plan for new commercial areas to facilitate the rapid delivery of new buildings when an opportunity arises, providing connections between the current, constrained downtown to new commercial nodes.

**GOAL ED-8** Strengthen Harrisburg's role as the transportation hub of Central Pennsylvania.

Objective ED-8.1 Establish a regional commercial core in the TOD area around the HTC.

**GOAL ED-9** Complete the economic transformation from Industrial Boomtown to Rustbelt City to physically and economically Sustainable City.

Objective ED-9.1 Ensure high-quality commercial space is available for competitive prices at all times.

## ACTIONS

- ▶ ED.24 Develop focused strategies for the reuse of vacant and blighted properties.
- ▶ ED.25 Identify neighborhood corridors for reinvestment.
- ▶ ED.26 Ensure that neighborhood and small area plans include references to business and mixed-use.
- ▶ ED.27 Include both public and private partners within each corridor to leverage human and financial capital.

- ▶ ED.28 Identify land for site assembly through the Harrisburg Land Bank or Harrisburg RDA.
- ▶ ED.29 Encourage business growth through stronger ties to secondary and post-secondary educational institutions in Downtown.
- ▶ ED.30 Encourage and develop the built environment to promote walkability and accessibility for downtown residents, workers, and visitors.
- ▶ ED.31 Continue to work with local real estate agents, property owners, and developers to attract commercial and retail businesses to Downtown.
- ▶ ED.32 Focus economic development activities at nodes of planned regional public transportation systems.
- ▶ ED.33 Maintain a reserve of high-quality commercial space, under separate ownership and management, available within the city at all times.
- ▶ ED.34 Encourage development of alternative tenant classes to government and governmental services.



# 06 PARK, OPEN & CIVIC SPACE



# INTRODUCTION

Modern-day Harrisburg is the inheritor of one of the nation's most significant public landscape/infrastructure systems. Designed by Warren Manning in 1901, the system's naturalistic approach was revolutionary in its time as an early precursor to contemporary practices of ecological stewardship. It integrated the city's water supply, sewer mains, and surface drainage through naturalized streams and swales with a greenbelt park system surrounding the city. Manning's open space system is vast, extending beyond the city's boundaries, and attracts visitors from across the region, in addition to supplying city residents with recreational space and environmental refuge.

The creation and implementation of a Parks Master Plan is a critical first step in realizing Manning's vision of the 'city as a park' and the future vision of Harrisburg as the progressive and sustainable recreational center of Central Pennsylvania. Enhancing park, open, and civic space to live, work, and play will define the city's future. **HBG2020**'s recommendations significantly increase the amount of green space, provide ecological buffers, incorporate green stormwater infrastructure, and increase access for all residents.

Different perspectives provide analysis of public spaces: typological (e.g., large parks, plazas, streetscapes), functional (e.g., recreation, ecology, economics), and spatial (i.e. location within the community). This chapter will examine public spaces from these perspectives and provide goals, objectives, and actions based on three categories: parks, open space, and civic space.

## FUNCTIONS OF PUBLIC SPACE

The functions required of public space have evolved since 1901. The communal function of public space needs strengthening, providing places where people can gather to socialize and recreate. Public space is increasingly important as a place to come together; its focus in Manning's time was to find a place apart from crowded conditions. Public spaces, including parks and plazas, are increasingly interwoven with economic goals, as the crowds drawn by attractive public spaces represent a potential market. In contemporary planning, public spaces should satisfy a complex set of purposes:

- ▶ Recreation Space | Parks are places for passive relaxation and active recreation, including sports fields and courts, skate and bike parks, aquatics, ropes courses, and mountain biking and hiking trails.
- ▶ Gathering Space | Organizations and neighborhood residents can use public spaces for community events.
- ▶ Stormwater Management | Landscape architecture is a tool for achieving multiple complementary goals. Impervious surfaces cover more than 50% of the city; designing parks, rights-of-way, and green areas to provide stormwater infiltration improves financial and operational efficiencies, while enhancing water and watershed quality.

- ▶ Ecological Stewardship | Large parks and greenways provide habitat for wildlife. Proposed green space expansions along Paxton Creek and South Harrisburg will expand wildlife habitat.
- ▶ Pollution Remediation | The regional concentration of transportation and logistics creates poor air quality; the Harrisburg-York-Lebanon metropolitan area is the 24th worst metro area in the country for year-round fine particle pollution.<sup>3</sup> Planting trees and ground cover improves air and water quality, while improving stormwater infiltration—a primary strategy to address the City's consent decree with EPA.
- ▶ Land Use and Valuation Management | Developing an ecological green space system provides the opportunity to calibrate land available for real estate activities with the demand of various user groups for different land types in the city. Effectively managing vacant and distressed property is critical for neighboring properties to recover economic value.
- ▶ Fresh Food | Urban agriculture is an emerging trend, particularly in cities where vacant properties are available for cultivation. Gardens and orchards can provide fresh food to neighborhoods that are considered "food deserts" and can also serve ecological and economic functions.
- ▶ Neighborhood Connectivity | Greenways link large parks to each other and enhances the communities through which they run. The proposed citywide GreenGrid will serve this purpose, both connecting neighborhoods directly to the park system and each other. The GreenGrid concept realizes Manning's vision of the 'city as a park.'

## TYPES OF PUBLIC SPACE

**HBG2020** recommends a strategy that balances and connects the city's distinct spatial systems:

- ▶ Large Parks
- ▶ Linear Parks
- ▶ Neighborhood Parks & Playgrounds
- ▶ Streetscapes
- ▶ Plazas & Squares
- ▶ Campuses

## LAND USE & VALUATION MANAGEMENT

Due to population decline and property neglect, about a quarter of Harrisburg's land is vacant. Increasing conserved open space areas to reduce the city's burden of surplus commercial and industrial land, particularly along the Paxton Creek corridor, is an important long-range management strategy. Oversupply of this property type depresses property values across

the city. Some of this Plan's economic development recommendations are linked to open spaces: campuses, plazas, playgrounds, and greenways.

The City and regional governments should manage vacant land use with a focus on ensuring the most effective short-term value (e.g., pocket parks, community gardens) while encouraging long-term investment and redevelopment. Renovation of Harrisburg's many vacant properties would strengthen its existing neighborhoods. Some vacant properties present sites that can provide infill housing types for residents. The impulse to fill vacant land is a reaction to emptiness; however, vacant land is advantageous to the city in many ways. **HBG2020** promotes the idea of organized, temporary use of space for civic purposes: community gardens, dog parks, and pocket parks that complement the formal system of parks and conserved open space.

The current stock of surplus property represents an opportunity to provide cultural, recreational, and ecological benefits. Investment in vacant properties should consider the context of larger goals for the city, rather than immediate development through subsidized construction. Property that lies vacant for 20 years or more could transition to recreational areas and ecological buffers.

An important role of open space is as a tool to strengthen city property values. Land banking provides the primary tool to address excess land, reduce short-term infrastructure costs, and prepare the city for future opportunities. The City must focus on strategies to strengthen viable neighborhoods, discourage development in hazardous areas, and bank good surplus land for a temporary period, until its development is viable.

Harrisburg can use surplus land to implement green infrastructure initiatives efficiently; urban greening policies are critical tools in rebalancing land values and targeting investment dollars to specific locations. Conserved property can catalyze enhanced land valuation, community development, and civic pride. Land reserves could slowly enter the market as active investment opportunities.

Directing economic development resources to land with known risks is not recommended when vacant and underutilized properties are abundant in more stable areas. Returning this to economic utility can reduce urban blight.

Many economic development priorities are linked to open spaces—the open space system becomes a nexus of infrastructure, alternative transportation, cultural activities, economic development, stormwater management, ecological buffers, and active and passive recreation.

## TRENDS IN PARK, OPEN & CIVIC SPACE

A cultural legacy as important as the Manning Plan has implications for the continuing spatial and ecological planning of the city; preserving and completing the vision within a modern framework requires coordinated

and innovative thinking. Addressing current issues and conditions outside the scope of the Manning Plan and incorporating progressive concepts are equally necessary for a vibrant and attractive city. Expanding the idea of the 'city as a park' and connecting public spaces necessitates a variety of urban strategies, merging recreation and circulation in a system that includes greenways, bike lanes, and living streets. Mobilizing vacant land compels inventive approaches to playgrounds, community gardens, dog parks, and pocket parks. Environmental justice, a relatively novel concept to which Manning would relate, employs open space planning as a tool for social equality. Through these themes, Harrisburg can address the Manning Plan within a 21st-century perspective.

After more than 100 years, the city's original system of parks and open spaces has changed considerably. Parts of the original system have been adapted for other uses, particularly portions of Wildwood Park and City Island. These changes parallel the significant shifts in the way modern society utilizes parks and public space:

- ▶ The contemporary concept of recreation has changed. Rather than solely enabling passive recreation, modern parks accommodate a variety of uses such as sports and social leagues, volunteer organizations, community gathering places, informal infrastructure such as mountain bike trails, and youth activities such as skate and bike parks. The city's parks and public open spaces require an in-depth analysis and programming update.
- ▶ Parks and open space can also serve as critical parts of urban and regional ecology. Harrisburg's recent Consent Decree with the EPA demonstrates this duality. The City is required to spend at least \$82M to reduce sediment and nitrogen levels discharging into the Paxton Creek and Susquehanna River. Its parks and open space should integrate green stormwater infrastructure to address current issues cost-effectively and help prevent further contamination of the city's watersheds.
- ▶ Municipalities can adopt measures to ensure economic and social sustainability. As a public responsibility, parks and public open spaces are subject to the same financial fluctuations as other infrastructure. Identifying dedicated funding streams and engaging active community organizations will be vital to ensuring the continual appeal and health of the parks system.

# PARKS

The system of parks Harrisburg inherited could not be replicated today; it defines the city spatially and is a priceless asset to the city and the region. Harrisburg's current parks system is a combination of the legacy infrastructure planned by Warren Manning during the City Beautify movement in the 1900s and 1910s and more recent installations located throughout the city's neighborhoods, some inspired by the park vision found in the 1974 Comprehensive Plan.

Despite the excellent foundation laid for its park infrastructure, the city should address some shortcomings to ensure that the system provides maximum benefit to the community. Although there are 27 parks and playgrounds in Harrisburg's park system, their distribution is not even, creating areas without access to park facilities. These 'park deserts' should be identified and addressed to ensure every resident has access to at least one park, playground, or natural open space. Additionally, there is a significant need for increased, diversified, and multi-generational programming in Harrisburg's large parks. Parks are a substantial component of public health and can be engaged to tackle pressing issues such as childhood obesity due to physical inactivity and poor eating habits, as well as adult obesity and related health conditions. Finally, the city should update existing parks and playgrounds with safe and attractive amenities that attract local and regional users of all ages.



After 100 years of use, Harrisburg’s park system needs a comprehensive plan of its own, focused on ecology, culture, and the economy through programming, design, and sustainability. In the short term, the City should develop a sustainable park maintenance and investment strategy and detailed implementation plan. In the long term, the City should consider the enhancement of the parks system (including the extensive facilities at Reservoir Park, Riverfront Park, and City Island), and add infrastructure that respects City Beautiful origins and meets users’ contemporary needs and expectations.

## LARGE & LINEAR PARKS

Harrisburg’s park system is defined by its three large parks on its north, east, and west borders: Wildwood Park, Reservoir Park, and City Island. Each park provides different experiences—Riverfront Park and City Island provide regional leisure and recreational amenities; Reservoir Park features cultural offerings and local recreational facilities; and Wildwood Park offers an environmental and ecological experience.

Harrisburg’s park system has four linear parks: Capital Area Greenbelt surrounding the city, Riverfront Park on the west, Cameron Parkway on the south, and Paxtang Parkway on the east. This Plan proposes an additional linear park, the Paxton Creek Greenway, running north-south through the city’s former industrial corridor. Linear parks provide several functions, including:

- ▶ Increasing neighborhood access to the park system by offering protected passage to the city’s large regional parks
- ▶ Serving as parks in their own right, providing facilities for active recreation, such as walking, jogging, or biking
- ▶ Circulating potential customers to commercial places they might otherwise not visit
- ▶ Increasing the adjacent real estate values while taking up relatively small strips of land, attracting tenants and owners with proximity to the park’s amenities

### CAPITAL AREA GREENBELT

Manning’s ‘Wild Garden’ plan for the original Greenbelt was revolutionary in its time and served as an early precursor to contemporary concepts of ecological stewardship. Local parks would connect with linear parks forming a greenbelt around the city.

Significant gaps in dedicated infrastructure exist between Riverfront Park and Wildwood Lake; East Harrisburg Cemetery and Reservoir Park; Reservoir Park and the Paxtang Parkway; and South Cameron Street and Riverfront Park. The City should work with surrounding communities to complete the Greenbelt infrastructure. Combine with the proposed Paxton Creek



Greenway and elements of a new bikeway network, the system can increase its utility as a commuter and recreation route around the city.

Poor signage contributes to underutilization of the Greenbelt; its entrances should be more legible to adjacent neighborhoods.

Recently, the Susquehanna Area Mountain Biking Association has created and maintains national-caliber mountain bike trails along the Paxtang Parkway section of the Greenbelt, with plans for expansion along the Cameron Parkway section.

The Greenbelt is in the process of being elevated to national importance as a National Historic Landmark for its recreational, historical, cultural, and ecological value.

### RIVERFRONT PARK & CITY ISLAND

Riverfront Park and City Island are the city’s two park landscapes that directly engage the Susquehanna River, Harrisburg’s most important natural asset. Riverfront Park functions as the city’s front yard, while City Island hosts regional recreational and entertainment options.

Riverfront Park, extending from Vaughn to Vine Street, is a 4.5-mile-long ribbon of parkland. Manning envisioned it to be “a splendid esplanade, with gardens, playgrounds, promenades, and colonnades.” As Harrisburg’s front yard, Riverfront Park should be a regional and national destination, as well as an accessible amenity for residents. Its linear design allows for activities ranging from relaxing strolls to weekly running races and numerous holiday festivals. The park contains an array of public art and historic buildings such



Counterclockwise from top left: Riverfront Park; Peace Garden at Riverfront Park; Concrete Plaza at City Island; Pride of the Susquehanna; FNB Park on City Island; City Island Bath House.

as the Harrisburg Civic Club and Old Waterworks building, as well as picnic tables, benches, overlooks, and promenades. Built between 1901-1911, its 13 overlooks and 13 steps down to the river to memorialize the nation's original 13 colonies. Uniquely themed gardens, such as the Sunken Garden in Midtown and the Peace Garden in Uptown, provide unique arboretums unique to Harrisburg. Riverfront Park also features two unique plazas, Kunkel and Swenson, and is one of the stepping-off points for historic Walnut Street Walking Bridge that leads to City Island and a par-course fitness center at Front and Maclay Streets. These components provide space for recreation, contemplation, socializing, and city festivals, although the area does not maximize its civic, recreational, or ecological potential.

Market Street Bridge and Walnut Street Walking Bridge provide access to City Island. The park hosts several unrelated activities, including a baseball stadium, multi-purpose field, riverboat dock, retail shacks, miniature golf course, horse stable, concrete beach, and seasonal pleasure boat docks. Due to the activity's disparate nature, City Island does not succeed as a passive, naturalistic landscape or as a center for entertainment and amusement.

Coordinating existing and future programming on both City Island and Riverfront Park is an essential first step toward maximizing the potential of both spaces. Their underutilization is due to parking lots, unmaintained lawns, dispersed commercial activities, and deferred maintenance. Increased activity programming, better connections to the water, renovated City Island facilities, and docks from the Riverfront Steps would increase activity and encourage links to the river.

Previous analyses recommended master planning the island with future planning consideration given to the entire riverfront. This effort should consider enhancing the perimeter of the island as a natural area and creating a management entity for the island.

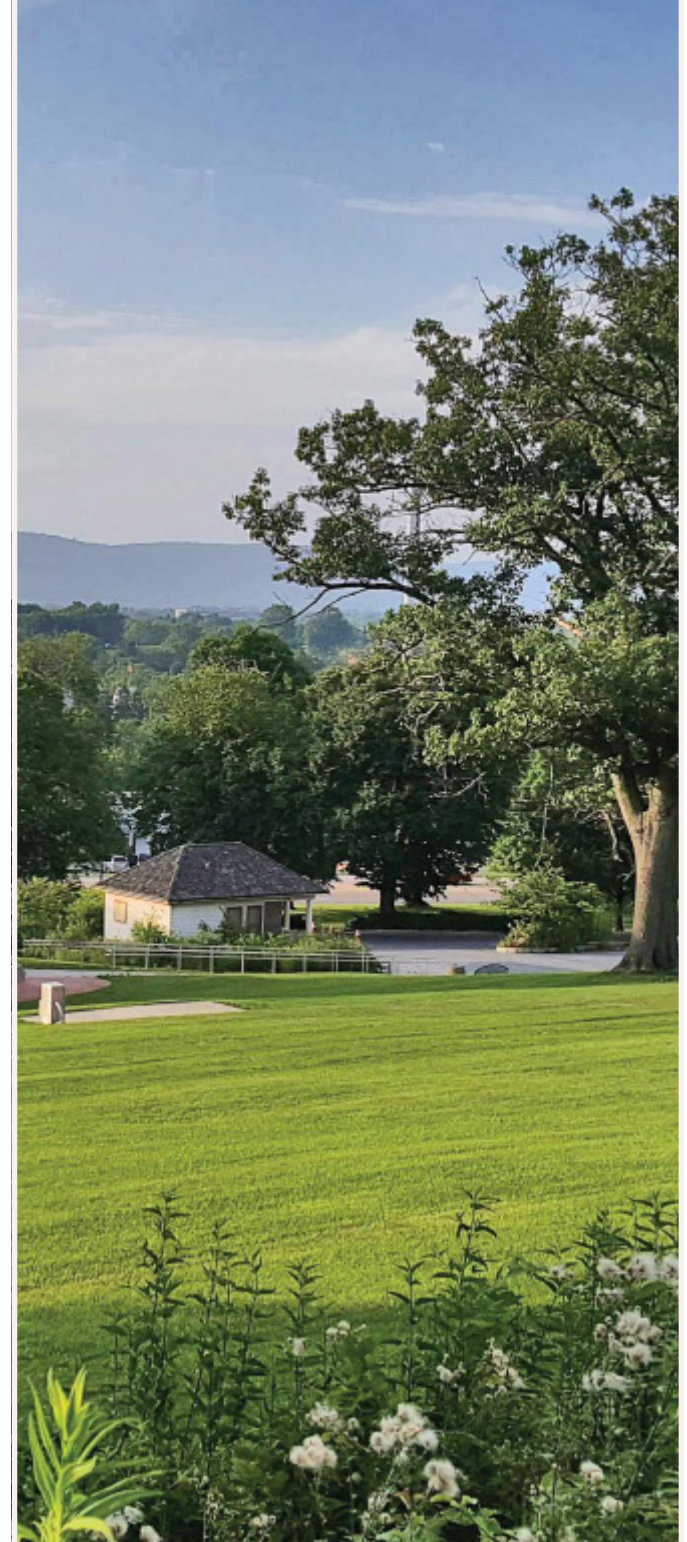
Development of a combined plan for Riverfront Park and City Island should focus investment

on uniting these assets to enhance their overall potential. Improvements might include:

- ▶ Docks along Riverfront Park, providing residents with direct access for water recreation
- ▶ Floating barge for festivals and concerts or horticultural extensions of the Sunken Garden
- ▶ Accessibility improvements for persons with disabilities and emergency responders
- ▶ Enhanced lighting to improve functionality, safety, aesthetics, and ecology
- ▶ Refreshment kiosks near bridge crossings to attract visitors and raise revenue to fund park maintenance and programming

## RESERVOIR PARK

This 90-acre park was established in 1845 and is the oldest and largest municipal park in south-central Pennsylvania. In its early days, Reservoir Park was a preferred location for recreation, picnics, cultural events at the bandshell, and panoramic views. Today, the park contains many structures that have experienced deferred maintenance—the band shell, picnic pavilion, greenhouse, and artists' cottages—addressing these maintenance issues would allow the park to be restored and reprogrammed for use.



Improving connections with surrounding neighborhoods, with an emphasis on bicycle and pedestrian infrastructure, will enhance the use of the park. Bicycle and pedestrian connections to the park are few and uninviting, with no wayfinding through the park to adjacent north, south, and west neighborhoods. Current connections emphasize automotive access from State and Market Streets.

Immediate improvements should include creating thematic wayfinding, enhancing connections between arts and entertainment facilities, and prioritizing pedestrians and cyclists over vehicles.

Due to its unique combination of amenities, the park could host, regional, citywide, and local community events on a daily and weekly basis. In addition to the facilities it currently offers, the park also used to provide a nine-hole golf course, ball fields, and an observation tower. Incorporating the adjacent McDevitt property into Reservoir Park could provide many benefits, including increased recreation opportunities such as additional play fields, gym, and pool; construction of a new, larger amphitheater appropriate for festivals; and enhanced pedestrian connections between Market Street and the park. This addition could also serve to accommodate youth activities, of which there is a strong need.

Public input indicated a desire for water activities within the city; while pools are expensive investments, splash parks can be a cost-effective, small-scale alternative for a new amenity.

The park would benefit from a drastic decrease in the area of lawn. Vast expanses of mowed grass have no functional purpose when they are too steep to allow for sports. Transitioning much of the park into meadowland would reduce maintenance while enhancing the beauty of the park and increase wildlife habitat. These urban meadows can serve additional ecological functions, such as provide habitat for bees and butterflies. These changes could create summer jobs, educational opportunities, replenishment of a natural resource, and creation of a regional attraction.

A tree nursery or arboretum could develop, coupled with the theme of an urban meadow, with trees from this facility distributed throughout the city. A restored historic greenhouse could also grow plants for culinary arts and horticultural education.

Shared parking for uses throughout the park should be encouraged to minimize the parking footprint. A parking study should establish a target number of spaces within the Park and adjacent parking capacity for event parking, including the Bishop McDevitt property.

Ultimately, the facilities in the park will be programmed according to the Parks Master Plan and be maintained, reduced, or augmented. Until then, the city should maintain existing facilities to the highest level possible.

## WILDWOOD LAKE

Formerly known as Wetzel's Swamp, Wildwood Lake was formed by damming Paxton Creek to create a recreational amenity around 1908, which hosted paths, a baseball field, a zoo, riding stables, and boating operations. In 1976, Dauphin County purchased Wildwood Park. The Friends of Wildwood group was organized in 1987 to promote the park's enhancement. In 1999, the Olewine Nature Center opened as an educational facility. In 2010, modifications to the Morning Glory outlet occurred. Today, Wildwood Park attracts 85,000 visitors per year.<sup>11</sup>

Beyond the recreational and educational value provided by the hiking trails and Benjamin Olewine III Nature Center, Wildwood Lake has significant environmental and ecological benefits. The lake, a catchment area for Paxton Creek's upper reaches, functions as a reservoir by controlling flooding in the lower stretch of the creek that runs through the city. A spillway channeling overflow waters to the Susquehanna River and the recently-improved Morning Glory drain both intercept and divert floodwaters from Paxton Creek.

Although there are no significant concerns with the design or function of the park, its accessibility by surrounding neighborhoods and the overall region is limited. Since the park is bounded on two sides by highways and one side by an industrial corridor and railroad tracks, it is not easily accessible from Harrisburg's neighborhoods. There are also no local or regional transit agencies that serve Wildwood Park. Increasing access would benefit the entire community.





## SOUTH HARRISBURG

As previously noted, Harrisburg lacks a large park in the southern portion of the city. Two large land uses dominate the area: the former Phoenix Steel property (west of Cameron Street) and Hall Manor (east of 13th Street), which is public housing that is owned and managed by the HHA. Most of the area west of Cameron Street is in the floodplain created by the confluence of Spring Creek, Paxton Creek, and the Susquehanna River. The Housing Authority is in the process of removing obsolete housing stock and rebuilding units throughout the city, ensuring the proposal will not force displacement. Demolition of housing along South 14th Street occurred due to karst geology, which is prone to subsidence and sinkholes, rendering the property unsuitable for development. A South Harrisburg Park could derive great economic value from this land and provide a new environment for live, work, and play.

Given the abundance of developable land outside hazardous areas, the South Harrisburg areas make little sense for development. With easy access to I-83 and Cameron Street and potential visibility from the South Bridge, a Southside Park could become a significant regional recreational complex, linking Riverfront Park, Paxton Creek Greenway, and Cameron Parkway.

Three options exist to create a large park in South Harrisburg: demolish and naturalize portions of Hall Manor near the incinerator, remediate and naturalize the Phoenix Steel site, or both. Planning for a new park would require coordination between the city, landowners, citizen groups, and state and federal agencies.

Due to a variety of factors, the Southside area provides a suitable location to recover the landscape. The area could contain sports fields and facilities for active recreation, including bike parks and ropes courses. Proximity and easy access from I-83 provide the potential for the park to be a significant regional destination.

Southside Park will increase access to public recreational amenities and maximize the value of naturally hazardous land. There could be limited culture, leisure, or commercial development within the park. Land leases for the subject properties could be returned to the park system to support maintenance.

A master plan would identify and arrange potential new uses and preserve land for public use, with recommendations to remove existing infrastructure, minimize new infrastructure, and prioritize and integrate green infrastructure into the site.

The natural factors that discourage or prohibit new development, such as sinkhole-prone karst geology and floodplains can provide recreational and ecological value. Future monetary damages due to flooding and subsidence will far exceed the value of further development in these areas. Employing land in natural hazard zones for ecological and recreational purposes will

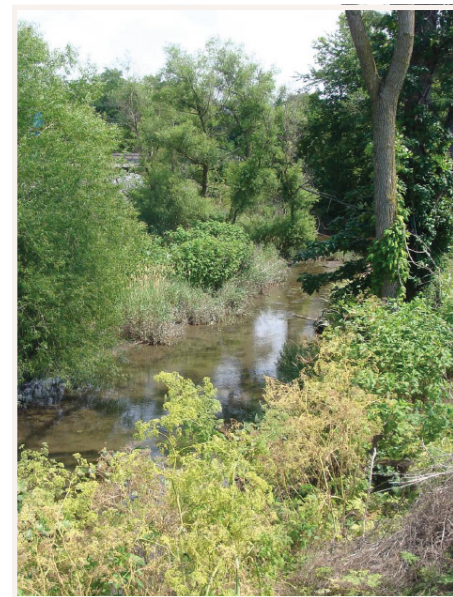
create large green areas, increasing recreational, economic, and ecological opportunities. Allocating areas of hazard such as sinkhole-prone geology and floodplains for parks and open space, channels development to areas of higher economic impact.

## PAXTANG & CAMERON PARKWAYS

The Paxtang and Cameron Parkways, which wind through Harrisburg, Paxtang, and Swatara Township, make up a quarter of the Capital Area Greenbelt and offer unique resources for activities in a natural setting for the city and region. The parkways' design follows riparian trails along Spring Creek and its tributaries. They are the ideal location for hikes, bicycle tours, cross-country skiing, school outings, group meetings, and team-building activities.

## PAXTON CREEK GREENWAY

Paxton Creek channels stormwater but serves little ecological or natural functions beyond this. The creek bed completely changed from its original course. Reclaiming the creek and converting it from a concrete-lined channel to a naturalized streambed would help to address localized flooding. Flood mitigation within the watershed must address three components: tributaries, Wildwood Lake, and the Paxton Creek channel. This project would provide a linear park in the middle of the city, linking the north and south sides of the Greenbelt and create a bicycle and pedestrian circulation route that could catalyze economic activity in the former industrial properties to which it is adjacent.



## NEIGHBORHOOD PARKS & PLAYGROUNDS

In addition to the city's larger parks, there are 22 City-managed playgrounds and youth recreational areas, including the two City-owned pools, throughout Harrisburg (also see **TABLE E6-3**):

- ▶ City Island
- ▶ Reservoir Park
- ▶ Braxton Playground (2118 North 7th Street)
- ▶ Cloverly Heights Playground (1801 Pemberton Street)

- ▶ Cloverly Heights Pool #2 (1413 South 18th Street)
- ▶ Cloverly Heights Pool #2 Playground (1718 Cloverly Terrace)
- ▶ 14th & Shoop Playground (30 North 14th Street)
- ▶ 4th & Dauphin Playground (1821 North 4th Street)
- ▶ 4th & Emerald Playground (2301 North 4th Street)
- ▶ Gorgas Playground (2522 Jefferson Street)
- ▶ Jackson Lick Pool #1 (1201 North 6th Street)
- ▶ Lottsville Playground (1601 North 5th Street)
- ▶ Morrison Park (901 North 12th Street)
- ▶ Norwood Park Playground (210 Norwood Street)
- ▶ Penn & Dauphin Playground (1833 Penn Street)
- ▶ Penn & Sayford Playground (1321 Penn Street)
- ▶ Pleasantview Playground (1849 Forster Street)
- ▶ Royal Terrace Playground (1200 State Street)
- ▶ 7th & Radnor Youth Sports Park (2511 Jefferson Street)
- ▶ Shipoke Playground (528 Race Street)
- ▶ Vernon Street Playground (1500 Vernon Street)
- ▶ Wilson Park (259 Rumson Drive)

Most of these parks and playgrounds feature benches, pavilions, swing sets, slides, and jungle gym climbing equipment alongside sports facilities such as basketball or tennis courts. Neglect of small parks and standalone playgrounds occurs due to budget constraints, lack of regular maintenance, and prioritization of the maintenance and programming requirements of larger public spaces. While the City has started to address the significant backlog in repairing and replacing play equipment, through improvements to five playgrounds in 2017, it is important to ensure that park and playground spaces provide the flexibility to adapt to new demands from the public and remain integral parts of the community.

Several recent trends in park management offer solutions to the issues facing Harrisburg's park infrastructure. Multi-functional spaces create added value and generate more use and attention, thus establishing an increased obligation to maintain and program the site regularly. Modern, adaptable equipment will ensure that residents can use park and playground spaces as they age and continue to function as social and recreational centers. Public-private parks and civic spaces that are fully accessible to the general public can occur as components of new developments. Incorporating new amenities can enhance the value of parks; siting dog parks within the community provides a safe, active recreation space for pets and a social gathering space for their owners.

## PARKLETS



A parklet is a miniature park, usually located in underutilized pockets of space like parking spaces, vacant lots, or between buildings. Parklets promote friendly places for people to gather, utilizing seating, shade, and art and can attract customers to adjacent businesses, create more public social space, and increase civic pride. Parklets are often sponsored by restaurants and stores to increase seating and engagement with the public as potential customers. Many parklet designs are temporary and can move from one location to another. Thoroughfares like Market Street, 2nd Street, 3rd Street, North Street, State Street, and Derry Street could support parklets adjacent to businesses.

## PUBLIC ART

There are many opportunities to integrate public art into projects involving improvements to streetscapes, parks, and open space. Though public art can be provocative and often spurs debate based on differences of taste, if handled well, it can also provide a good opportunity for healthy community engagement. Several residents discussed the role of murals during the public engagement process, recommending them not only in terms of beautification but also for the social and economic benefits.

In Harrisburg, Sprocket Mural Works is taking the lead under their motto, "We believe art can change the face of a city." This momentum should be built upon, emphasizing high quality in combination with community participation and knowledge of the place. Beyond murals, other public art competitions could occur at key points of intersection in the city, particularly for pieces that serve multiple functions.

**CHAPTER 7—HISTORIC & CULTURAL RESOURCES** provides additional information on public art in Harrisburg.

# KEY ISSUES

- ▶ Harrisburg has many play areas geared toward young children but lacks options for older youth.
- ▶ The City should increase resources devoted to park maintenance or rebalancing the system to ensure every resident has access to at least one park, playground, or natural open space.
- ▶ Harrisburg lacks park infrastructure in the southern portion of the city, an area prone to geological, flooding, and environmental justice issues.
- ▶ The Capital Area Greenbelt lacks a fully-dedicated right-of-way and connections into the city's neighborhoods.
- ▶ Programming exercises with regional stakeholders in health, recreation, ecology, and economic development should inform park and greenway features and designs.

# GOALS & OBJECTIVES

**GOAL POC-1** Develop a network of parks and playgrounds accessible to all residents.

- Objective POC-1.1** Develop a strategy to identify locations for new or relocated parks that considers proximity to other parks, the viability of security, and community input.
- Objective POC-1.2** Address 'park deserts' by consolidating existing parks to ensure maintenance obligations do not increase beyond the City's capacity.
- Objective POC-1.3** Ensure that parks and playgrounds are accessible to all ages and those with disabilities.
- Objective POC-1.4** Encourage the creation of public-private parks in new developments.
- Objective POC-1.5** The City and County should consider exploring a regional park system connected by the Greenbelt.

**GOAL POC-2** Enhance the 'Riverfront Destination' experience.

- Objective POC-2.1** Identify and promote economically sustainable uses on City Island and in Riverfront Park that can support programming in non-commercial areas.
- Objective POC-2.2** Commission a detailed market study for City Island and Riverfront Park that will enable

Harrisburg to enhance its riverfront as a premier regional destination.

- Objective POC-2.3** Collaborate with environmental organizations to promote research, conservation, and history of the Susquehanna River system.
- Objective POC-2.4** Program more activities in Riverfront Park, including festivals, concerts, and races.
- Objective POC-2.5** Promote the increased use of the waterfront by residents and visitors.
- Objective POC-2.6** Partner with Dauphin County and Susquehanna Township to extend the Greenbelt along the river to Fort Hunter.
- Objective POC-2.7** Develop winter activity programming on City Island and in Riverfront Park.
- Objective POC-2.8** Improve connections between neighborhoods and the riverfront.
- Objective POC-2.9** Capitalize on Harrisburg's relationship with the Susquehanna River to educate residents and visitors about its history, benefits, and future.

**GOAL POC-3** Enhance infrastructure and programming to better integrate Reservoir Park in the daily life of the city.

- Objective POC-3.1** Complete a public input-driven master plan for Reservoir Park that re-establishes its functionality for residents and attraction to regional visitors.
- Objective POC-3.2** Re-establish Reservoir Park as an active recreational attraction and regional destination.
- Objective POC-3.3** Improve bicycle and pedestrian connectivity between Reservoir Park and surrounding neighborhoods.
- Objective POC-3.4** Incorporate Bishop McDevitt High School facilities into Reservoir Park and enhance connections.
- Objective POC-3.5** Develop strategies to optimize the utilization of the National Civil War Museum.

**GOAL POC-4** Protect the wetland environment of Wildwood Lake and enhance its unique ecological value and flood prevention capacity.

- Objective POC-4.1 Improve multimodal connectivity between Wildwood Lake and city neighborhoods.
- Objective POC-4.2 Incorporate Wildwood Lake and Park into the curricula of educational institutions.
- Objective POC-4.3 Enhance the flood management capacity of Wildwood Lake.
- Objective POC-4.4 Enhance the habitats, biodiversity, and ecological functions of Wildwood Lake.
- Objective POC-4.5 Promote the history of Wildwood Lake and Park.

**GOAL POC-5** Develop additional natural and ecological park and open spaces in the central and southern parts of the city.

- Objective POC-5.1 Create a large park or recreational space in the Southside area to balance the extensive park system.
- Objective POC-5.2 Create a large park and ecological space between the Mulberry Street Bridge and Herr Street.
- Objective POC-5.3 Ensure that new park space connects to the existing and proposed Greenbelt infrastructure.
- Objective POC-5.4 Develop new park space with flood- and sinkhole-resistant design and ensure programming and equipment are adaptable to environmental conditions.

**GOAL POC-6** Preserve and complete the vision of the Manning Plan with a parks master plan that addresses restoration, transformation, and introduction of new elements.

- Objective POC-6.1 Complete the Greenbelt by closing gaps through formalized easement agreements and land purchases.
- Objective POC-6.2 Develop a system of high-quality playgrounds and modern recreational amenities.
- Objective POC-6.3 Enhance parks as regional attractions and destinations.
- Objective POC-6.4 Promote ecology, education, and employment in the parks system.

Objective POC-6.5 Identify locations for dog parks within existing park areas and as new facilities.

**GOAL POC-7** Promote a culture that encourages more recreation and physical activity.

- Objective POC-7.1 Increase youth activity programming in parks.
- Objective POC-7.2 Collaborate with local and regional arts organizations to utilize park space for public art.
- Objective POC-7.3 Incorporate more historical and informational markers throughout the park system to connect residents and visitors with its history and educate them on modern themes and trends.

**GOAL POC-8** Employ an economic development framework in the parks and open space system.

- Objective POC-8.1 Create high-quality recreational environments in the large parks to enhance the value of nearby properties, benefit residents, and attract regional visitors.
- Objective POC-8.2 Utilize parks and open spaces for urban agriculture to encourage local food production.
- Objective POC-8.3 Create year-round horticultural and food production opportunities.
- Objective POC-8.4 Identify economic development opportunities for the park system, such as mobile or seasonal vendors.

## ACTIONS

- ▶ POC.1 Improve sports- and recreation-based activities on City Island and develop winter programming such as ice rinks, ice sculpture competitions, polar bear swims, and sledding hills.
- ▶ POC.2 Explore adaptive reuse of the Bath House to activate the northern end of City Island and attract more customers to support existing businesses.
- ▶ POC.3 Explore locations for a Susquehanna River Center, such as the City Island Bath House or Old Water Works building.
- ▶ POC.4 Reduce the parking footprint on City Island, perhaps through the construction of a parking garage, and redevelop reclaimed areas with recreational and environmental uses.

- ▶ POC.5 Identify and promote new amenities (e.g., barges, docks, refreshment kiosks) to connect residents and visitors to the Susquehanna River.
- ▶ POC.6 Develop a landscape plan that emphasizes zones and overlook points within Riverfront Park.
- ▶ POC.7 Enhance the Maclay Street Riverwalk/Riverfront Park transition as an education and recreation hub within the Park that would draw traffic to the northern terminus of the Riverwalk.
- ▶ POC.8 Explore reuse of the Old Water Works building or the Harrisburg Civic Club as a potential headquarters for Riverfront Park activities.
- ▶ POC.9 Repair the concrete Riverwalk for improved bicycle and pedestrian conditions.
- ▶ POC.10 Improve multimodal accessibility and mobility through Reservoir Park.
- ▶ POC.11 Develop botanical, horticultural, or environmental programming for Reservoir Park, targeting and integrating with school programs, local and regional festivals, and community events.
- ▶ POC.12 Incorporate water-themed recreation into the park system.
- ▶ POC.13 Design landscapes to minimize maintenance requirements, restore native habitat, maximize biodiversity, and encourage passive recreation activities.
- ▶ POC.14 Renovate Reservoir Park facilities (e.g., greenhouse, pavilion, band shell) to support entertainment, artistic and cultural uses, and youth programming.
- ▶ POC.15 Create a master plan for Reservoir Park that includes a parking study that will minimize the parking footprint.
- ▶ POC.16 Develop former industrial land as parks and recreational assets through zoning, easements, and land purchases.
- ▶ POC.17 Begin a land planning and conceptual landscape design study for Southside Park.
- ▶ POC.18 Coordinate with the County and State to fund planning for the entire park system.
- ▶ POC.19 Apply for National Landmark status for the Greenbelt.
- ▶ POC.20 Secure land or formal easements through southern Harrisburg for the Greenbelt.
- ▶ POC.21 Unify signage for the park system and Greenbelt.
- ▶ POC.22 Create supplements to the Greenbelt consisting of inner loops between Riverfront Park and Wildwood Park via Division Street and Maclay Street.
- ▶ POC.23 Coordinate with HACC to improve the quality of the Greenbelt through the campus.
- ▶ POC.24 Develop a financial model for the park system based on programming that meets local needs and regional interest.
- ▶ POC.25 Incorporate select vacant and distressed property into the open space system.
- ▶ POC.26 Partner with the YMCA/YWCA, Harrisburg School District, and Boys & Girls Club to integrate programs for physical education courses and activities on park grounds.

## STORMWATER MANAGEMENT

Harrisburg is bound in a close relationship with its waterways and experiences the assets and disadvantages of existence as a river city; the threat of flooding counters the aesthetic and recreational advantages. A multi-faceted strategy for infiltrating stormwater is critical to flood reduction and the improved ecological health of local watersheds.

Harrisburg has recently negotiated a Consent Decree with the EPA, requiring the City to reduce sediment and nitrogen levels discharging into the Chesapeake Bay via Paxton Creek and the Susquehanna River. The current combined storm-sewer system is a primary culprit. Stormwater runoff from streets, parking lots, and contaminated soils can overload the storm-sewer system and flows into waterways as combined sewer overflows (CSOs), resulting in the release of untreated waste into local waterways. In 2013, 80 discharge events occurred, almost one every four days. In response, CRW is developing a Green Infrastructure Plan, which will outline the plan for implementing green infrastructure throughout the city.

Infiltration can prevent flooding, reduce pollution, and provide greenery in neighborhoods. Increasing permeable land area through bioswale and green street installations can improve infiltration. Where possible, green roofs, rain gardens, bioswales, and open spaces should intercept stormwater. Street trees can provide streets with stormwater infiltration strategies within rights-of-way. Expanded tree wells would offer additional space for rooting systems; grates should be discouraged as they can constrict tree roots. Green infrastructure practices have been used by cities nationwide to save costs and beautify neighborhoods, in contrast with more expensive and unsightly gray infrastructure.

The entire Paxton Creek system reclamation should optimize the retention and treatment of stormwater runoff. Greening marginal land as a primary tool for infiltration and water treatment is the focus of CRW's Green Infrastructure Plan.

## PAXTON CREEK FLOODGATE

The most destructive flooding on Paxton Creek occurs when water from the Susquehanna River backs up into the creek bed. Given the typical flooding pattern, storms that bring heavy rains that cause flash flooding in the creek bed move north to the Susquehanna's headwaters and rain for days before flooding occurs in Harrisburg. In most cases, local flash flooding and river flooding by the same weather system are events separated by many days. Civil engineers propose a floodgate near the mouth of the creek to keep a rising river from flooding the Paxton Creek Valley. In combination with a berm east of Shipoke, proposed as a part of the Downtown gateway traffic improvements, the Paxton Creek should remain protected from River flooding events.

Adding a floodgate/dam to the mouth of Paxton Creek can substantially limit upstream flooding and also provides the opportunity to raise the normal pool level of the creek, making it more conducive to boating.

## POLLUTION REMEDIATION

Parks and open spaces have played a vital role in improving public health, providing welcome respite from the smog and grime of the industrial age city. Parks and open spaces still provide essential public health benefits through their ecological, physical, and psychological effects.

Harrisburg's location on the Susquehanna River makes it a key partner in preventing water pollution from traveling to the Chesapeake Bay. Preventing stormwater runoff from entering the

storm-sewer is important; however, an overall strategy includes designing green streets and increasing biomass by planting native trees and plants—particularly on hillsides, banks, and vacant property and in swales and riparian areas.

A robust urban tree canopy can contribute to both air and water quality improvements in several ways: reduced energy use, reduced heat island effect, stormwater infiltration, reduced air pollution, carbon sequestration, and increased property values. Adding more trees and plants within the city reduces air and water pollution directly.

## ECOLOGICAL STEWARDSHIP

Parks and open space can provide primary habitat for diverse flora and fauna; Harrisburg's open spaces are large enough to support thriving ecosystems. Expanding riparian areas can provide opportunities for diverse, connected habitats adjacent to city neighborhoods, a critical quality of life amenity in an urban setting. While urban park habitats generally do not resemble their natural state, they do attract flora and fauna better adapted to the urban environment.

Completion of the Capitol Area Greenbelt, the addition of the proposed Paxton Creek Park, and the redesign of Riverfront Park would provide valuable ecological linkages between the large parks. Providing a continuous canopy of trees along city streets would also help to reconnect the ecosystem. Manning's naturalistic approach to the original Greenbelt plan was revolutionary in its time as an early precursor to contemporary ecological stewardship. It should continue to be followed as much as possible, reducing mowed lawn areas and high-maintenance plantings, introducing more native meadows and forest,

thereby increasing biomass, green infrastructure, opportunities for environmental education, and wildlife habitat diversity.

## **BENEFITS OF NATIVE PLANTS**

Native plants have evolved to live with the local climate, soil types, and animals. This process brings several advantages:

- ▶ **Water Conservation.** Once established, many native plants need minimal irrigation beyond normal rainfall.
- ▶ **Low Maintenance.** Low maintenance landscaping methods are a natural fit with native plants already adapted to the local environment, including using less water, little to no fertilizer, little to no pesticides, and less pruning.
- ▶ **Pesticide Freedom.** Native plants have developed defenses against many local pests and diseases. Since most pesticides kill indiscriminately, beneficial insects become secondary targets in the fight against pests. Reducing or eliminating pesticide use lets natural pest control take over and keeps garden toxins out of creeks and watersheds.
- ▶ **Wildlife Viewing.** Native plants, birds, butterflies, beneficial insects, and other interesting critters go hand-in-hand. Research shows that native wildlife prefers native plants.
- ▶ **Support Local Ecology.** As development replaces natural habitats, planting gardens, parks, and roadsides with native plants can provide a bridge to nearby remaining wildlands.

## **FRESH FOOD**

Urban agriculture is an emerging trend for cities, providing fresh, nutritious produce and increasing awareness of healthy food. Open-air markets could be created as locations for urban farmers to sell their food periodically. Community gardens provide an extra layer of food supply security, in case there is a major event that prevents food from reaching the city.

Small-scale urban agriculture is already thriving in Harrisburg, largely thanks to the Green Urban Initiative and other grassroots community organizations. This activity could be expanded, especially to areas of the city classified as ‘food deserts’—areas where the procurement of fresh, affordable, and diverse food is difficult. Allison Hill is an acknowledged food desert. Small fruit trees and shrubs could be added, including native plants such as blueberry, Juneberry, persimmon, or pawpaw.

Land in natural hazard areas provide ample areas for community gardens and urban farming components within the broader landscape. Soil testing should occur before use, since soil may be toxic and debris-filled; beds should raise if soil quality is poor, bringing in new topsoil that is safe and fertile.

## **KEY ISSUES**

- ▶ Paxton Creek reclamation creates an opportunity to reconnect systems of native flora and fauna throughout the city.
- ▶ Harrisburg should more aggressively pursue opportunities to utilize green stormwater infrastructure.

## **GOALS & OBJECTIVES**

**GOAL POC-9** Restore, renovate, and repair the bank systems of the Susquehanna River and Paxton Creek.

**Objective POC-9.1** Coordinate with CRW, the EPA, and DCNR to restore the ecological and hydrologic functions of the Susquehanna River and Paxton Creek, where applicable.

**GOAL POC-10** Reclaim Paxton Creek as a natural, ecological, and recreational asset.

**Objective POC-10.1** Redesign Paxton Creek to provide primary treatment, retention, and infiltration of stormwater and enhance flood management capabilities.

**GOAL POC-11** Reduce air, soil, and water pollution through increased open space and incorporation of green stormwater infrastructure.

**Objective POC-11.1** Incorporate green stormwater infrastructure into the city’s streetscapes and open spaces.

**Objective POC-11.2** Temporarily incorporate vacant property into the public open space system.

**Objective POC-11.3** Expand Adopt-a-Lot and Adopt-a-Block programs to be more robust and impactful.

**Objective POC-11.4** Collaborate with Dauphin County to establish a program for the temporary use of repository properties for community green space.

**GOAL POC-12** Promote diverse ecological habitats throughout the city.

**Objective POC-12.1** Complete ecological links in the greenway system with native plants and xeriscaping.

**Objective POC-12.2** Conserve and enhance riverfront ecology.

- Objective POC-12.3 Implement ecological management as activity and training programs in the park system.
- Objective POC-12.4 Utilize urban ecology for vocational training and educational programming.
- Objective POC-12.5 Restore the ecological functions of the Paxton Creek valley.

- ▶ POC.34 Engage residents, particularly youth, in horticultural activities and apprenticeships.
- ▶ POC.35 Coordinate with Dauphin County, HACC, and the Department of Agriculture to restore natural functions of the creek bed and riparian buffers north of Maclay Street.
- ▶ POC.36 Coordinate creek reclamation work with transportation planning efforts for the Maclay Street Bridge and the proposed Division Street Bridge.
- ▶ POC.37 Mitigate stormwater runoff from parking at HACC and the Pennsylvania Farm Show through reduced footprints and integration of green stormwater infrastructure.
- ▶ POC.38 Preserve areas of natural and managed open space areas in ways that complement the park and greenway system.
- ▶ POC.39 Develop regulations to encourage leases and promote temporary parks and community gardens with legally-established entities (e.g., 501c3 non-profits).
- ▶ POC.40 Transition land with known natural hazards such as flooding or unsuitable geology to the open space system.
- ▶ POC.41 Convert surplus and vacant land to long-term ecological buffers and recreational space.
- ▶ POC.42 Promote community gardens as a short-term tactic to activate vacant land.

## ACTIONS

- ▶ POC.27 Coordinate infrastructure work with CRW to ensure the effective integration of green stormwater infrastructure into City projects.
- ▶ POC.28 Develop a plan to restore Riverfront Park's environmental functions including appropriate vegetation and bank stabilization.
- ▶ POC.29 Implement a citywide program to replace street trees with tree trenches and infiltration beds.
- ▶ POC.30 Implement a citywide urban forestry program for native trees and ground cover plantings.
- ▶ POC.31 Enact natural area preservation and tree protection regulations for the Paxton Creek corridor.
- ▶ POC.32 Ensure new and redeveloped parking lots incorporate green infrastructure systems.
- ▶ POC.33 Provide a source of native plants for use by City maintenance programs and residents.



# CIVIC SPACE

Harrisburg has an abundance of green space, but few public plazas that serve as a place for public meetings and exchanges. For many cities, central gathering spaces provide their identity. Harrisburg lacks a central gathering space for organized gatherings or spontaneous encounters, a place where every resident has a sense of belonging and where visitors can experience the pulse and life of the city. Beyond recreational, these are also the places where celebratory and cultural gathering could take place—weddings, birthday parties, concerts, theater, potlucks, or holiday fairs. Some of the city’s large parks function partly in this way, but they do not serve all segments of the population.

The traditional park system provides natural and recreational amenities that enhance the quality of life for Harrisburg’s residents and neighbors throughout the region. New civic spaces provide important nodes for social interaction and access to goods and services, all easily accessed from the city’s residential neighborhoods.

Plazas and squares function as community commercial cores. Squares create a defined location that helps develop a critical mass of business to create a neighborhood center. Squares and plazas serve a vital social function as welcoming public spaces in neighborhoods of predominately private property. Plazas become the neutral, public space that residents use intensively and where visitors begin to engage with a particular community.

## STREETSCAPES

Streetscapes define great cities—they stitch together the built environment, public spaces, and traffic circulation. Streetscapes encompass a complex set of infrastructure: sidewalks, cartways, parking, curbs, stormwater facilities, parking meters and signs, benches, fire hydrants, trees, yards, streetlights, bus stops, bicycle racks, and power lines.

Harrisburg’s early designers envisioned a great city and provided the framework for its current residents to maintain and embellish: State Street is a processional boulevard befitting the Capitol and Front Street is a parkway that connects residents and visitors to the river.

The primary purpose of streetscapes is placemaking; they enhance the distinct characteristics of neighborhoods and the city, creating attractive places with specific identifies. Harrisburg’s road network divides into five street classifications: interstate highways, arterials, collectors, local streets, and alleys. Each should have streetscape design standards, although specific approaches used on various streets should reflect the character and identity of the surrounding community. For example, Front Street should evolve toward a low-speed parkway to improve the experience of Riverfront Park and connections to residential neighborhoods.

Certain streets define the commercial corridors they serve, such as Market Street, Derry Street, and 3rd Street. Each has emerged as an important street due to the function and character of its corridor and each has unique conditions that require design that reinforces the identity of the neighborhoods they traverse.

## BOULEVARDS AND PARKWAYS

The Capital Corridor Plan, developed in the 1990s, identified a system of major boulevards and parkways that would receive special treatment for trees, greenery, artwork, and neighborhood redevelopment. The Capital Corridor Plan aligns with the City’s proposal to connect its green spaces; both envision a network of parkways and boulevards that serve multiple functions as attractive and vibrant recreational, social, and ecological public spaces.

- ▶ Parkway. A broad, landscaped highway thoroughfare, particularly one that connects to a park and excludes trucks and other heavy vehicles. City parkways include: Front Street,

Arsenal Boulevard, Sycamore Street, and Division Street.

- ▶ Boulevards. A broad, often landscaped thoroughfare. City boulevards include: State Street, Market Street, Forster Street, Maclay Street, 2nd Street, 6th Street, and Division Street.

## MARKET STREET BOULEVARD

Market Street connects the riverfront, Central Business District, Paxton Creek corridor, Allison Hill, and Reservoir Park. Downtown sections may focus on accommodating office workers and visitors and provide benches, street trees, and wayfinding. Across Paxton Creek, the streetscape should reflect new development and be flood-resistant. In Allison Hill, the streetscape should accommodate the mixed-use nature of the corridor and the needs of residents.

Through the planning process, Market Street emerged as a critical area for improvement in Harrisburg, especially near the Transportation Center. East and west of the core area, the street is wide enough to develop a boulevard street section with generous sidewalks and dense street trees. The downtown section’s design connects to the proposed redesign of Market Square. The section



east of 19th Street relates to Reservoir Park and Harrisburg High School; however, the central section requires a specific design to take advantage of the unique conditions of Market Street through the Paxton Creek corridor.

During community engagement, reconnecting the city's neighborhoods across the railroad corridor became an important concept; improving the railroad underpass is a critical first step. Current underpasses throughout the city require the repair of water damage, regular maintenance, and better lighting. A public art/lighting project could transform avoided underpasses into attractive spaces.

The area between Cameron and 14th Street could include mixed-use buildings along the street and a complete renovation of its streetscape, including a new public space at 14th and Market. This improvement would invite pedestrians to walk through this key route connecting Allison Hill and Downtown. Lights, street trees, and sidewalk improvements would enliven the street. At Fourteenth Street, a tree-lined parkway would cut north, continuing along Regina Street to Reservoir Park.

## STATE STREET BOULEVARD

State Street links Riverfront Park to Reservoir Park via two historical, institutional spaces: the State Capitol Complex and the Harrisburg Cemetery. Division Street is lined with historically- and architecturally-significant sites such as the Scottish Rite Temple, Zembo Shrine, Italian Lake, and William Penn High School. A bridge to Industrial Road would connect the Uptown neighborhood to the Pennsylvania Farm Show, HACC, and Wildwood Lake.



State Street runs through the heart of Harrisburg. As a state route, PennDOT has responsibility for streetscape design and maintenance. Early planners designed State Street as a tree-lined processional, framing views of the Capitol; this vision's resurrection could utilize a raised median, low-growth vegetation, and pedestrian-scale lighting. Future development should acknowledge the importance of design elements in siting along State Street.

A roundabout connecting State Street with 7th Street and Walnut Street, paired with a roundabout connecting Forster and 7th Streets, could better manage traffic around the Capitol Complex. These roundabouts could also provide space for public art that reflects the surrounding neighborhoods and state buildings.

## FORSTER STREET BOULEVARD

Forster Street presents a classic conflict between automotive convenience and pedestrian circulation. In early plans for the Capitol Complex, State Street continued across the Susquehanna River via a grand ceremonial bridge; however, the bridge was not built until the 1960s when alleviating automotive congestion overshadowed the importance of seeing the formal ceremonial bridge come to fruition. The location for the crossing was moved north to Forster Street, routing traffic to the side of the Capitol Complex and connecting more directly to the Soldier and Sailor's Memorial Bridge. Forster Street widened to accommodate four lanes of traffic, and as a result, the busy arterial street separated Downtown and Midtown neighborhoods. Since that time, there have been calls to improve the ease of pedestrian crossing between these neighborhoods. Automotive traffic needs should not preclude design elements that ensure a better civic space such as expanded medians, wider sidewalks, and street trees.

## 6TH & 7TH STREETS

A boulevard configuration for 6th Street featuring green space between the main street and building frontages creates the type of civic space that generates activity for adjacent businesses. Integrating traffic-calming elements along the corridor will increase activity and connect parks and civic spaces. Street fronting parking should be removed and relocated wherever feasible.

As 6th Street develops, 7th Street can take on the persona of a living street—providing primary access to parking structures servicing buildings lining the 6th Street boulevard. It can serve as more of a conduit for commuter traffic for areas north of the city to the Capitol Complex and Downtown.

## DIVISION STREET BOULEVARD

Division Street connects various cultural and historical attractions to Riverfront Park, creating an inviting public space that attracts visitors and residents and supporting vibrant street life.

## MACLAY STREET BOULEVARD

The Maclay Street corridor's potential as an urban connector is virtually untapped. Providing an alternative transportation link between Riverfront Park, Paxton Creek Greenway, and Reservoir Park would connect these green spaces, establish Maclay Street as a critical link in the park network, and help create an inner loop to the Greenbelt.

PennDOT has noted that the Maclay Street Bridge is structurally and functionally obsolete; it is currently undergoing redesign and engineering.

Roundabouts on Maclay Street at 2nd Street and 7th Street have the opportunity to improve traffic calming and commuter traffic flow, respectively. Maclay Street also has the opportunity to help improve the city's bicycle and pedestrian system by providing improved crossings and linkages.

## LIVING STREETS

Streets are the most abundant form of public space in most cities. Living streets describe a type of right-of-way design that allows for people of all ages and abilities to assemble, travel, socialize, shop, and relax, while incorporating transportation alternatives and green infrastructure. Living streets require sharing infrastructure among pedestrians, cyclists, and motor vehicles, with pedestrians given priority over cars. They also create a shared responsibility for courteous and safe use of the street, no matter the mode used. While not appropriate for all or even most streets, this strategy could occur in areas with narrow rights-of-way and dense development.

Redesigning streets with low volumes of vehicular traffic has the opportunity to connect residents to the park system and provide neighborhoods with additional communal outdoor space for impromptu events, festivals, yard sales, and other gatherings. The main goal of a living street is to change the use of streets and improve the quality of life of residential streets by designing them for people, not just for traffic. A living street transforms the street into a livable and attractive environment for a variety of activities. The benefits of living streets include:

- ▶ Reduced driving speeds and increased levels of safety
- ▶ Efficient use of space that allows for multiple activities
- ▶ Opportunities for increased socialization and gatherings
- ▶ A more attractive street
- ▶ Increased natural surveillance that deters crime

One possible area to explore the implementation of a living street is the north-south corridor formed by Helena Alley, North and South 15th Street, South 14th Street, and Argyle Street, as it weaves through Harrisburg's densest neighborhood, Allison Hill, and connects the open spaces of Harrisburg and Saint Patrick's cemeteries.

A possible opportunity to more thoroughly integrate the living street concept into a neighborhood may be the Market Mews area, which features a dense grid of low-volume streets (James, William, Marion, and Sayford Streets) within a well-delineated district. The presence of vacant lots in this district means that the concept of the living street could be implemented concurrently with mixed-use development to achieve maximum function and value from design.

Living streets streetscape design should be a collaborative effort of urban design, civil engineering, and landscape architecture. Increased emphasis should be placed on green stormwater infrastructure, while still supporting enhanced pedestrian and cyclist safety.

## PEDESTRIAN STREETS

Permanent and temporary pedestrian-only streets are viable in many locations and can take many forms depending on their intended use. Each neighborhood has the potential for a pedestrian district; this would entail redesigning the existing network or creating new. Other names for such a concept are shared-street or playway.

A commercial shared-street model allows low-speed vehicular access for business loading/unloading and residential access; there is no need or connection for through-street travelers. Busy sidewalks are crucial to successful city neighborhoods—not only do they help create vibrant city life, but the increased presence of pedestrians on the street has the added benefit of helping deter crime.

Midtown Mews, between Reily Street and Broad Street Market, is one of the areas that could support this configuration across a district, through an improved street grid and streetscape and development standards.

## GATEWAYS

Connectivity into and out of the city can also improve from an aesthetic standpoint. Well-conceived gateways can communicate that one is entering a special place. In most cases, pedestrian and vehicular gateways can be the same. In addition to signage, they could include plantings or public art and should be well-maintained, communicating a sense of place. Gateways could also mark entrances to neighborhoods and become meaningful projects where residents can come together for design conception, crowdfunding, and implementation.

The intersection of Market Street, South 28th Street, and South 25th Street in eastern Harrisburg is an entry point for thousands of visitors. Creating an attractive and iconic gateway at this location could notify visitors that they are entering the city and serve as a point of pride for residents. Improvements to the intersection could promote traffic calming and better circulation, particularly important since it is near the high school.

## STREET LIGHTING

Careful choice of street lighting is an extremely effective way to create a striking streetscape. By day, well-designed streetlights provide a sculptural element, rhythmically placed, which helps to define the space of the street. Streetlight placement and street tree locations require obvious coordination. Ideally, there is a set pattern for both.

Well-designed streetlights provide safety, utility, and beauty for the city's residents and visitors. Light pollution is a major concern in the urban environment. Street lights and the general night lighting of public spaces requires careful design to comply with Dark Sky lighting design standards.

Aesthetically, street lighting is an opportunity for a city to express its progressive character. Particularly in a city with historic building stock, street lighting is an opportunity to complement the older urban fabric with new infrastructure. In certain areas such as State Street, historic fixtures could complete restoration of a historic streetscape. In these cases, historic fixtures may be augmented with contemporary fixtures to provide better placement and light control.

## DARK SKY COMPLIANCE

The dark sky movement is a campaign to help reduce the amount of light pollution caused mostly by the over use of poorly designed lighting fixtures. The movement is an attempt to make the night sky more visible while also reducing the amount of energy used and limiting the unnatural impact light has on the environment. Some ways this can occur is by using shielded lights, LEDs, warm or amber lights, lighting only areas that need it or putting lights on a timer or sensor, and making sure lights are not unnecessarily bright.

## PLAZAS & SQUARES

Plazas and squares function as community commercial cores. While the existing park system provides natural and recreational amenities, these civic spaces can provide nodes for social interaction and access to goods and services. Plazas and squares are locations with a critical mass of people and activities, designed to serve as vibrant neighborhood centers. They serve this critical social function as welcoming public spaces in neighborhoods that are predominantly defined by private property. Plazas become the neutral, public space that residents can use and where visitors begin to engage with a particular neighborhood. Plazas and squares can also serve as the 'front yard' to public buildings, acting almost as a courtyard and extending the public spaces of the building's interior.

While Harrisburg has an extraordinary system of green spaces, it has few identifiable civic spaces such as squares or plazas for public gathering and socializing. The city has the potential for flourishing civic spaces that build on an area's existing activities, such as 3rd Street in Midtown or Derry Street in Allison Hill, and also enhance existing underutilized spaces such as Market

Square in Downtown. Market Square lost its vibrancy when monolithic uses removed street-level diversity and activity but could reclaim its role as a civic space through the programming and promotion of business activity. Recent public dialogue about Market Square speaks to both the need for plazas in the city and the misunderstanding of where they are best located—plazas work well in central locations and between commercial and residential areas; they benefit from local use to prosper.

## MARKET SQUARE

While Market Square is Harrisburg's central space, it acts symbolically, though not functionally, as a truly public space in the daily life of the city. Public squares typically function as both marketplace and center for public interaction—a place for lively public exchange, debate, and spontaneous encounters as well as a platform and setting for formal, disciplined gatherings. Market Square does not serve these civic purposes.

The vehicular traffic movement and lack of ground floor commercial space are formidable barriers to pedestrian enjoyment. Of particular concern are the presence of the CAT bus transfer center and a hotel's private VIP valet parking area. Interestingly, public activity flourishes nearby along 2nd Street, but this activity does not continue into the square.

Market Square should be simple, open, and not dedicated to individual uses. Slowing vehicular traffic as it moves across the plaza is critical. Pedestrian areas should be separate from traffic, with amenities such as seating, bicycle racks, lighting, street trees, and space for street performances.

## CITY SQUARE

City Square is in the area adjacent to 10th Street and the old Post Office, south of Market Street, on what is now surface parking lots. This area provides an opportunity for a civic space serving the whole region. For years, Harrisburg has wrestled with the appropriate use of its floodplain areas. Utilizing this space as a public plaza could be a good alternative for this flood-prone area, as it would provide a surface that is difficult to damage, easy to clean, and could be returned quickly to use after potential flooding.

City Square can also anchor the TOD and downtown expansion districts, enhancing the economic value of surrounding development. The Square would serve as the gateway to an updated HTC, which would feature retail, offices, and public art.

City Square's design and programming should include permeable surfaces such as bioswales, porous paving, and naturalized creek banks, which should help to infiltrate stormwater and reduce flooding. As Paxton Creek defines the eastern edge of the Square, its design should take advantage of the location to connect residents and visitors to the proposed Paxton Creek Greenway.

## MEANDER SQUARE

The core area of Allison Hill contains railroad spur, flanked by former industrial buildings, located between 17th and 19th Streets. These buildings formed the neighborhood's employment center during much of the 20th century; however, they have seen increased vacancies as businesses have left the area. The rail spur follows the area's lowest topography, which also collects stormwater runoff from the neighborhood. A bioswale along the spur could collect and infiltrate stormwater runoff or store water for irrigation purposes.

The old building group still forms the core of the adjacent neighborhoods, which include most areas of the Hill. The railroad abandoned the spur north of Berryhill Street, but this corridor provides a multi-use opportunity for open space connecting the former industrial buildings. This proposed location for Meander Square, a linear public space, could provide a new locus for the Hill District, and feature a variety of areas focused on recreational opportunities for different age groups, unified by a naturally-collecting water theme.

Meander Square occupies a key location for Allison Hill—programming to serve the neighborhood as a whole is critical. The area is considered a food desert and it lacks adequate open and play space, particularly for youth. South Allison Hill has a proposal for a second farmer's market, intended to form the centerpiece of the Meander Food & Nutrition Innovation District, and helping to remedy the current status as a food desert. Community gardens and recreational activities, such as basketball courts and skate parks, could be incorporated into the final design. These reclaimed spaces could provide passive spaces and active play areas for children, as well as beautifying the neighborhood by replacing blight and vacant industrial areas with community assets.

## REILY SQUARE

Currently HACC Midtown is a fully functioning campus; however, HACC has announced an end to their facility lease—what would have been a driver of Midtown activity and development is likely an addition to the surplus property list. But this loss provides an opportunity for the incorporation of a significant public space that can spur retail development in the area and strengthen the burgeoning arts district.

One possible option to consider includes the development of new mixed-use liner buildings on the north side of the square to form a northern edge, better-defining the Square's space. These buildings could be programmed for ground-level retail and mixed-income apartments on floors above, with some surface parking retained or, if necessary, a portion of the Square could be excavated for a parking structure to serve the neighborhood, alleviating on-site parking requirements for new development.

## SMALL SQUARES

Small squares emerged from the comprehensive planning process, providing important areas for gathering in more modest locations that would benefit from the definition provided by a well-designed public space.

- ▶ Bailey Square. The proposed Bailey Square could become one of a series of plaza spaces, which define substantial community nodes along Market Street: Market Square, City Square, Zarker Square, and Meander Park.
- ▶ Curtin Square. Curtin Square is a component of the Curtin-Emerald Playway, providing a social gathering space in the center of the neighborhood with little other public spaces.
- ▶ Lake Square. Lake Square gives the community a public space in an area with plenty of open space, but little defined space for socialization or a community-commercial component.

## CAMPUSES

A campus is a collection of buildings that are connected by landscaped common areas, which are generally treated as semi-public spaces by the community. Harrisburg is home to several campuses, mostly on the city's edges: William Penn and John Harris High Schools, the National Guard base at the Harrisburg Military Post, the Dixon University Center, Polyclinic Hospital, the HACC Wildwood Campus, the former State Hospital grounds, and the Capitol Complex. Most of these connect via the Greenbelt. Better utilizing this ring of institutional facilities surrounding the city can provide additional open and natural space benefits.

The City should engage regional higher-education and specialty training institutions to identify interest in campus properties for educational and research and development uses. Redevelopment should encourage the full integration of green stormwater infrastructure, xeriscaping, and naturalized areas to provide environmental and ecological benefits. New uses should also be encouraged to maintain public access to common areas and connections to the Greenbelt should be incorporated and enhanced.

Unifying these institutional assets along a single corridor would improve land use and land valuation, creating a green corridor from Riverfront Park to State Hospital grounds:

- ▶ The fields and courts surrounding William Penn High School and the Naval Reserve Center should be made available to the surrounding neighborhood.
- ▶ The Armory provides an opportunity to establish natural and recreational spaces in an area that is not already well-served by the existing park and open space system.

- ▶ Integrating the State Hospital grounds into the city fabric could be a transformative addition to Harrisburg's open and recreational space; the City could discuss the property's acquisition or long-term lease to ensure new uses benefit residents.
- ▶ Linking Riverfront Park, Italian Lake, and William Penn High School requires better property use and management. The Reserve Center should promote access between the Riverfront and Italian Lake; in the longer term, the Naval Reserve Center should consider an alternate location that is not in the 100-year floodplain and that could consolidate operations with other federal government facilities in the city.
- ▶ Removing fences between the parking lot and baseball field would provide connections between William Penn High School, Italian Lake, and the Dixon University Center. Recreational and ecological connections should emerge between the campuses.
- ▶ A small landscaped civic space could be added to the southern end of Italian Lake, connecting it to residential uses and institutions to the south. Programming for this plaza could include complementary activities coinciding with the redevelopment of adjacent parcels.

## STATE CAPITOL COMPLEX

The State Capitol Complex is a unique public space that offers the potential for social and civic engagement within the context of a cultural and historic landscape. Its expansive outdoor spaces are open to the public, but primarily designed for pedestrian circulation between buildings and memorial functions. The exception is the Capitol's west steps, which provide a location for political rallies. Portions of the Complex are elevated above surrounding streets, serving to disconnect these spaces from Downtown.

Controlled by the State of Pennsylvania, PennDOT is redesigning streetscapes around the Complex to incorporate pedestrian infrastructure better; however, the design of the Complex's green space still lacks accommodation for public enjoyment and the flexibility for multiple uses.

## STATE HOSPITAL GROUNDS

The pending disposition of the former Pennsylvania State Hospital may have a significant effect on open space and public access to this facility. Prior sale and development of greenfield parcels on the former 1,000+ acre property resulted in its current 183-acre core, exhibiting reduced natural habitat and adversely impacted watersheds. The Hospital's presence and disconnection from surrounding areas drove development to the south and west; Harrisburg could capitalize on this opportunity to integrate the remaining property into the city and enhance residents' access to open space.

## HARRISBURG AREA COMMUNITY COLLEGE

The HACC Wildwood Campus exemplifies all three aspects of public space: parks, open areas, and civic space. It features a pastoral setting surrounded by highways, railroads, and industry. In addition to Greenbelt and Paxton Creek connections and proximity to Wildwood Lake, the campus also features an arboretum integrated into its facilities, public plazas, and gardens. As the junction of these amenities, the City should encourage HACC to enhance and expand upon them to realize their recreational, environmental, and social benefits fully and to provide a demonstration of best practices. Expanding the arboretum as part of a campus conservation area could contribute to biological and botanical sciences and landscape studies.

Planning for HACC's Wildwood facilities should envision the campus as part of Wildwood Park; in particular, HACC's participation in the planning and



implementation of the Paxton Creek Greenway presents an opportunity for better integrating the campus with Wildwood Park and the city's proposed connected greenway system.

## KEY ISSUES

- ▶ Harrisburg's street design does not reinforce the identity of adjacent neighborhoods.
- ▶ While the city has an extraordinary park system, it has few identifiable, functional civic spaces such as squares or plazas for public gathering or socializing.
- ▶ Campus and civic space development and redevelopment should encourage environmental benefits and maintenance of public access to common areas.

## GOALS & OBJECTIVES

**GOAL POC-13** Implement streetscape designs for all road classifications.

- Objective POC-13.1** Develop and implement streetscape designs to reinforce neighborhood character for commercial corridors.
- Objective POC-13.2** When developing Market Street streetscape designs, coordinate with adjacent businesses and residents.
- Objective POC-13.3** Develop and implement streetscape designs to reinforce institutional corridors.
- Objective POC-13.4** Plan State Street as a monumental axis extending through the Capitol Complex.
- Objective POC-13.5** Design transportation solutions for State Street that respect the street's monumental axis design and orientation.
- Objective POC-13.6** Develop Division Street as a civic space that connects residents and visitors to cultural amenities through sustainable transportation and ecological design.
- Objective POC-13.7** Plan Forster Street as a monumental axis extending through the Capitol Complex.
- Objective POC-13.8** Plan 6th Street as a civic space connecting Uptown and Downtown.

**GOAL POC-14** Identify and convert low-traffic streets and alleys into living streets.

- Objective POC-14.1** Incorporate living street design into appropriate roads and districts throughout the city.

**GOAL POC-15** Develop a safe bicycle/pedestrian network connecting the city's neighborhoods and park systems through interconnected green civic spaces, achieving the vision of the 'city as a park.'

- Objective POC-15.1** Develop design guidelines governing green streets within this interconnected network.
- Objective POC-15.2** Utilize this interconnected network to connect the Greenbelt park system.
- Objective POC-15.3** Develop the Paxton Creek corridor as a bicycle/pedestrian greenway link through the city.
- Objective POC-15.4** Create east-west bicycle/pedestrian connections that parallel or integrate greenways.
- Objective POC-15.5** Incorporate linear parks, parkways, and living streets into the interconnected greenway network.
- Objective POC-15.6** Integrate stormwater management as a central element of the interconnected greenway network.

**GOAL POC-16** Enhance the utility and availability of rights-of-way as civic space.

- Objective POC-16.1** Identify locations for pedestrian districts and plan specific, tailored strategies.
- Objective POC-16.2** Increase the utility of streets by designing them to support play, alternative transportation, enhanced landscape, and stormwater infiltration.
- Objective POC-16.3** Program streets to easily transition to temporary public park space.
- Objective POC-16.4** Create multi-functional public property (e.g., parks, civic spaces, streets) to promote their use and maintenance.

**GOAL POC-17** Create new public squares to enhance neighborhood centers.

**Objective POC-17.1** Create a City Square at the intersection of Market Street and the proposed Paxton Creek Greenway, located on what is now surface parking lots.

**Objective POC-17.2** Redevelop the rail spur into a neighborhood center for Allison Hill.

**Objective POC-17.3** Develop a square on Reily Street to create a neighborhood development center connecting Midtown with new development in the 6th Street corridor.

**Objective POC-17.4** Develop a system of hardscape plazas and squares as gathering spaces and strengthen the network of neighborhood gathering spaces throughout the city.

**Objective POC-17.5** Develop a large civic space within the Paxton Creek corridor near the old Post Office building.

**Objective POC-17.6** Include a civic space component in redevelopment of the Uptown Shopping Plaza.

**GOAL POC-18** Plan new squares as hubs for community retail and services.

**Objective POC-18.1** Improve Market Square as a public space.

**Objective POC-18.2** Utilize vacant blocks along Reily Street as a new community hub for Midtown.

**GOAL POC-19** Strengthen connections between the city's campuses and encourage adaptive reuse of vacant facilities.

**Objective POC-19.1** Enhance green aspects of campuses and encourage the integration of natural spaces.

**Objective POC-19.2** Connect campuses across Harrisburg's northern end via the greenway system.

**Objective POC-19.3** Better integrate the Capitol Complex into Downtown.

**Objective POC-19.4** Explore the potential for City control or management of the State Hospital grounds.

**Objective POC-19.5** Integrate the State Hospital property with the city's transportation infrastructure and proposed interconnected greenway network.

**Objective POC-19.6** Enhance connections to the State Hospital via Pine Drive, Azalea Drive, and the Greenbelt.

**Objective POC-19.7** Coordinate with HACC to design the campus around park, open, and civic space planning principles.

**Objective POC-19.8** Strengthen connections between Italian Lake and surrounding campuses.

## ACTIONS

- ▶ POC.43 Require bicycle and pedestrian infrastructure and green stormwater management strategies to be employed along Maclay Street.
- ▶ POC.44 Encourage design elements to enhance civic space in designs for proposed state and federal buildings.
- ▶ POC.45 Program activities and amenities in the Allison Hill pedestrian plaza.
- ▶ POC.46 Redesign 18th Street as a living street.
- ▶ POC.47 Establish new hardscaped civic squares and plazas in central locations in Allison Hill, Paxton Creek valley, and Midtown as catalytic centers for community life and economic development within the city.
- ▶ POC.48 Create a linear living streets model in Allison Hill.
- ▶ POC.49 Develop a living streets district in the proposed Market Mews area.
- ▶ POC.50 Consider designing Midtown Mews as a pedestrian district.
- ▶ POC.51 Convert 5th Street into a living street.
- ▶ POC.52 Convert the corridor formed by Catherine, Argyle, 14th, and 15th Streets into a living street.
- ▶ POC.53 Explore paving materials (e.g., asphalt, concrete, brick) appropriate for achieving a distinct image and purpose that enhance streetscape appearance and function.
- ▶ POC.54 Renovate surface parking lots to incorporate tree islands and bioswales for filtering stormwater, shading parked vehicles, and decreasing the urban heat island effect.
- ▶ POC.55 Prepare a Division Street corridor plan that connects the institutional landscapes in the city's northern end.



- ▶ POC.56 Coordinate with the State to integrate the Armory building into Harrisburg's open space system.
- ▶ POC.57 Coordinate with the Naval Reserve Center to address the closed land use pattern of the current site, linking the Dixon University Center with Italian Lake.
- ▶ POC.58 Explore cultural, historical, and environmental activity programming at Italian Lake.
- ▶ POC.59 Activate Italian Lake with a small public plaza and surrounding commercial uses.

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# 07

# HISTORIC & CULTURAL RESOURCES



# INTRODUCTION

Harrisburg’s historical and cultural heritage are integral to its legacy—formed by its people, places, neighborhoods, buildings, landscapes, objects, and stories—everything that has helped to shape it from its inception. Like other cities, Harrisburg has a defined city center and a collection of neighborhoods that grew from that nucleus. There are homes, businesses, industries, cultural and civic institutions, parks, transportation networks, and infrastructure systems—the building blocks of a major metropolitan area. What sets Harrisburg apart from other places is the character of these elements, including how they look and their location related to the city’s physical geography.

Historic and cultural resources have a significant impact on Harrisburg’s character. They are valuable, unique assets that contribute to the city’s distinct sense of place. Given that this sense of place can be a factor in choices about where to live, work, and make other decisions, the city should strongly consider its character when determining how and where to grow, change, or maintain the status quo.

## CITY HISTORY

### EARLY HARRISBURG

For thousands of years, humans have settled within floodplains along Pennsylvania’s rivers to reap the land’s natural resources.<sup>5</sup> The Susquehanna River, which drains over 21,000 square miles of Pennsylvania, contains the vital resources to sustain life and communities. People continually used the watershed for transportation; farming its nutrient-rich soils; and as a primary source of power, food, and water.<sup>36</sup> Land use, development

patterns, and urban growth within Harrisburg intimately link to the Susquehanna River and the transportation networks that grew along and across its banks.

The Susquehannocks, a branch of the Iroquois tribe, inhabited present-day Harrisburg as early as 3000 B.C. Known as “Peixtin” or “Paxtang,” the site was an important resting place and crossroads for trails running from the Delaware River to the Ohio and Potomac Rivers and the northern reaches of the Susquehanna River. The first European contact with the Susquehannocks was in 1608 by explorer John Smith during a journey up the river from the Chesapeake Bay, near what is now Harrisburg. Other settlers and trappers—including the Dutch, Swedes, and French—moved into the area in the 1600s to trade with the regional tribes. By the time William Penn arrived in 1683, the Susquehannocks had been wiped out by the Iroquois, making way for other tribes such as the Lenni Lenape and Shawnee.

With the help of Edward Shippen, English immigrant John Harris capitalized on the location of the Native American village, locating his trading post and ferry on the banks of the Susquehanna River.<sup>39</sup> At this location, various Native American pathways intersected, facilitating travel throughout the region by indigenous tribes. Harris’ ferry began service in 1733 and transported Scots-Irish, English, and German immigrants and goods across the river. The ferry served as a nexus between more populated eastern Pennsylvania and the colony’s western frontier.<sup>13</sup> The deliberate planning and success of Harris’ ferry laid the foundation for continued future economic activity; John Harris, Jr. inherited his father’s assets and political network upon his death in 1748.

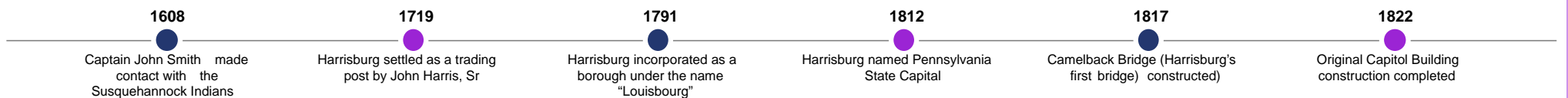


Map of Harrisburg City, Dauphin Co. Pa. (1889)

Revolution that settlers seriously considered the area as a permanent location for a town.

In 1785, an act of the Pennsylvania General Assembly established Dauphin County; the small hamlet of Harris’ Ferry was named “Louisbourg” in honor of King Louis of France for his assistance in the Revolution. Louisbourg incorporated as a borough in 1791 and, five years later, the name changed to Harrisburg<sup>15</sup>. At the same time, John Harris, Jr. contracted with his son-in-law, William Maclay, to develop a plan for his expanding village.

Maclay’s town plan was loosely based on the plan for Philadelphia and featured a public square, courthouse, and jail on Market and Walnut Streets<sup>13</sup>. Initially, Harris set aside the ridge near 3rd and Walnut Streets as a potential site for the Commonwealth to use as a government seat; he then sold the land between South and North Streets to Maclay and, in 1792, built his Georgian style home at the corner of South and Front Streets. Much of this area was once known as “Maclaysburg”—Maclay had platted 54 lots for development<sup>13</sup>; he reserved the hillside for public



grounds and incorporated this into the town plan for Harrisburg. This plan was platted in 1796 with ink on linen and is one of the City Archives' most important documents.

Following John Harris, Jr.'s death in 1791, Harrisburg grew steadily at the turn of the century. Several newspaper outlets began publication, including the Oracle of Dauphin. Market Square had its first public sheds. In 1817, the famous Camelback Bridge (now the Market Street Bridge) spanned the Susquehanna River. The town continued to expand and, in 1810, the Pennsylvania Legislature voted for Harrisburg to become the new site for the state capital, fulfilling the dreams of John Harris and William Maclay. The original red brick capitol building was completed in 1822 by architect Stephen Hills. Hills would continue to elevate Harrisburg's architectural status and would go on to design and build several structures in the city, including two federal style townhouses and a stately Greek revival on North Front Street, still standing today (the William Griffith House). With Hills' influence, Harrisburg finally felt a sense of architectural permanency.

Named the Pennsylvania state capital in October 1812, the cornerstone for the new capitol building was laid in 1819 by Governor William Findlay. Harrisburg continued to grow, and various architectural styles and methods began to replace simple vernacular log structures. Masonry and frame structures of highly fashionable architectural styles began to fill vacant lots in the growing town. Materials such as limestone, brick, and milled lumber became the preferred building materials. Thanks to Harrisburg's geology and geography, these materials were easily accessible to those looking to invest in the burgeoning borough.

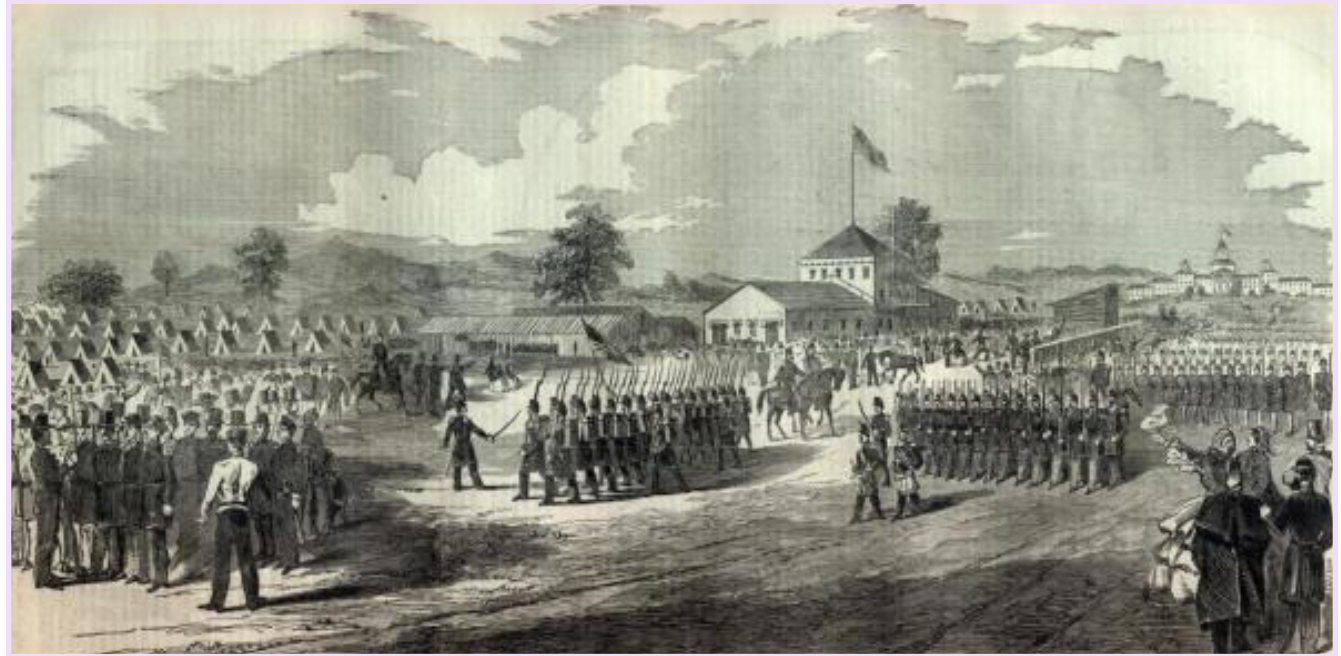
## TRANSFORMATIVE REVOLUTIONS

Technological advancements and shifting attitudes made traditional 18th-century commerce obsolete as the national economy saw a change from localized agrarian economies to ones of industrial specialization.<sup>22</sup> The federal government began to encourage the growth of infrastructure, transportation, and capitalism; as the 19th century progressed, Harrisburg's population quickly increased, and the city evolved into an industrialized economic center specializing in energy, manufacturing, and transportation. Harrisburg was a prime location for fostering both the transportation and market revolutions—it was geographically central to Philadelphia, PA; Pittsburgh, PA; Baltimore, MD; and New York, NY—and served as an ideal location to process and ship raw materials. Its location in an easily-accessible lowland floodplain added to its attractiveness as a location to receive

and process Pennsylvania's raw materials—coal, oil, timber, and water.<sup>24</sup>

The city's early beginnings as a transportation hub continued when two revolutionary modes of travel arrived. Around 1830, the Pennsylvania Canal began service on the eastern edge of Harrisburg, near the Paxton Creek. Shortly afterward, one of the nation's earliest railroads, the Cumberland Valley Railroad, started service through Harrisburg in 1836. The first half of the 19th century was a transformative period for the city due to the land use patterns that emerged to maximize trade and production. These patterns are still evident in the landscape today and continue to influence residents' sense of place and urban identity.

As capitalism, transportation, and industrialization transformed the Northeast, Harrisburg rapidly expanded during the 1850s and 1860s. Harrisburg incorporated as a city in 1860 and held strategic importance during the Civil War due to its



Camp Curtin, Harper's Weekly (1862)

c. 1830

Pennsylvania Canal began service on eastern edge of Harrisburg

1860

Harrisburg incorporated as a city

1863

Confederate forces retreat to Gettysburg

1886

Single-horse trolley line established to Allison Hill

1897

Original State Capitol Building lost in a fire

1901

Mira Lloyd Dock gives *The City Beautiful* speech to Harrisburg Board of Trade



*President Abraham Lincoln's Funeral Train in Harrisburg (1865)*

extensive transportation infrastructure, industrial operations, and status as the capital of the most powerful northern state. With several railroad bridges, iron and steel foundries, and a cotton processing factory, the city was a dominant economic supplier for Union forces. It was also a major rail center for the Union and a vital link between the Atlantic coast and the Midwest, with several railroads running through the city and spanning the Susquehanna River. Camp Curtin became the site of the largest northern barracks, home to over 300,000 enlistments throughout the war. Nearby Broad Street Market, which continues to serve Harrisburg, helped to feed

thousands of these soldiers. Despite this presence, the city was unprepared for defense and was nearly attacked by Confederate forces in June 1863. These forces made their way through the Cumberland Valley as far north as Camp Hill, just across the Susquehanna River from Harrisburg. Fortunately, the Confederate troops retreated to Gettysburg, setting the stage for the Civil War's most infamous battle.

During the first part of the 19th century, Harrisburg was a notable stopping place along the Underground Railroad, as escaped slaves transported across the Susquehanna River were

often fed and supplied before heading north toward Canada. Throughout the latter half of the 19th century, Harrisburg steadily expanded its industrial capacity to process Pennsylvania's raw materials; between 1860-1870, the city nearly doubled in population, causing housing shortages for new residents. This growth prompted expansion north of Broad Street (now Verbeke Street), which brought new and varied neighborhoods and architectural styles. The need for additional residential housing stock and a variety of readily available building materials led to new and extensive changes to the city's homes.

Influences of high style romantic architecture defined many of the neighborhoods in the city's core. Between 1870-1900, institutions, churches, residences, and commercial buildings were built in Italianate, Gothic Revival, Queen Anne, Second Empire, Romanesque, and Chateausque styles, elevating Harrisburg as a fashionable city.

## SUBURBAN BEGINNINGS

The gradual loss of industry, especially after WWII, coupled with the proliferation of the street car and later the automobile, led to "white flight" to the suburbs. Allison Hill was Harrisburg's first suburb, located east of the city on a prominent bluff, accessed by bridges across a wide swath of train tracks. It was developed in the late 19th century and offered more affluent residents the opportunity to live in the suburbs only a few hundred yards from their job in the city. In 1886, a single-horse trolley line connected the city to Allison Hill. State Street, leading from the Capitol directly toward Allison Hill, was planned to provide a grand view of the Capitol dome for those approaching the city from Allison Hill. This trend toward outlying residential areas began slowly in the late 19th century, confined mainly to the trolley line. The growth of automobile ownership quickened the trend and spread of the population.

1901

Warren Manning completes *Plan Showing Proposed Public Reservations* —The Manning Plan

1906

New State Capitol Building dedicated

1910

Bellevue Park, first planned neighborhood in Harrisburg and central PA, opens

1917

Pennsylvania Farm Show, largest U.S. indoor agricultural exposition, first held

1920

Beginning of Harrisburg's industrial decline and population shift to the suburbs

1958

150 houses in Shipoke demolished for highway construction

## CITY BEAUTIFUL

Until the early 20th century, Harrisburg's land use patterns were mostly organic and unregulated. Although there had been general large-scale parcel platting, planning throughout the 19th century was completed on an ad hoc basis and performed by surveyors or engineers. The city's early, rapid urbanization allowed the private market to capitalize on its location and relationship to the Susquehanna River to establish critical transportation routes using canals, railroads, and bridges.



Example of City Beautiful Improvements

The rapid extraction of Pennsylvania's natural resources—timber, coal, and oil—allowed cities like Harrisburg to grow their populations; however, it also resulted in the overexploitation of the state's lands and resources, causing ecological devastation. Harrisburg's industrialization was no exception and at the close of the 19th century, the city was polluted, unsightly, and crowded. These circumstances motivated a reactionary movement to conserve and protect the Commonwealth's landscapes.

Without proper sanitation, diseases such as typhoid began killing many citizens. Seeing the need for change, several Harrisburg residents became involved in the City Beautiful movement. In a 1901 speech, *The City Beautiful*, to the Harrisburg Board of Trade, Mira Lloyd Dock exposed the city's conditions. She challenged its leaders and the public to devote funding and attention to addressing its crowding and pollution issues. Other prominent citizens, including J. Horace McFarland and Vance McCormick, advocated urban improvements that were influenced by European urban planning design and the World's Columbian Exposition. Warren Manning helped bring about these changes. Within 20 years, many of the beautification and recreation improvements—paved streets, clean water, City Hall, land for parks, and a covered sewer interceptor along the river—were in place; many of these amenities are still

## MIRA LLOYD DOCK

Mira Lloyd Dock publicly challenged conditions within the city and set out to motivate public sentiment in support of change. Dock was a well-educated and traveled woman, with an eye for civic change and social activism. On December 20, 1901, Dock's speech to the Harrisburg Board of Trade—*The City Beautiful*—was the starting point for Harrisburg's improvement.

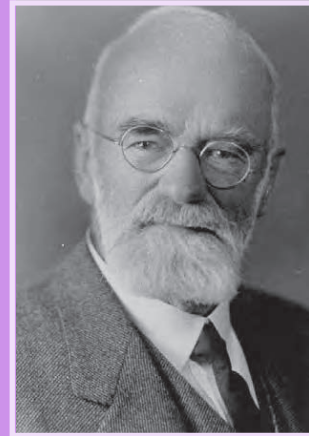
With contemporary and ally J. Horace McFarland, president of the American Civic Association, Dock spurred the process of municipal improvement for Harrisburg by convincing influential community leaders to donate money and garnered citizen support. In April 1901, the Harrisburg Telegraph published a front-page article about the city's problems. It stressed Dock's message of beautification and recreation and a need for paved streets, clean water, a city hall, land for parks, and a covered sewer interceptor along the river. Within 20 years, these and additional improvements were in place.

At a time when women remained in the background, Dock had the courage and determination to step forward and make a difference. Unfortunately, she received very few accolades during her lifetime. Dock passed away in 1945; she is buried in her family's plot with her parents and grandparents in Harrisburg Cemetery.

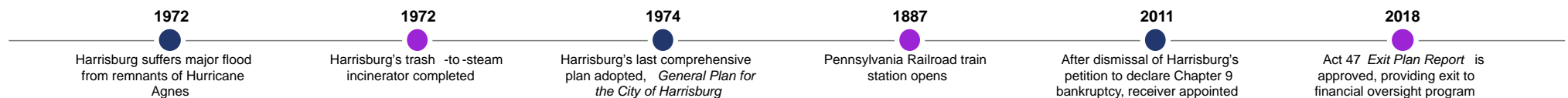


## WARREN MANNING

Harrisburg's first master plan for public spaces was developed in 1901 by Warren Manning, one of the country's most celebrated landscape architects. His plan for Harrisburg was one of his largest and most important projects. The plan's naturalistic approach was revolutionary in its time as an early precursor to contemporary practices of ecological stewardship. Instead of planning a single large park or a series of parks, he envisioned the entire city as a park, recognizing that sidewalks were as important as large parks and requiring the same attention in design as other public places. Manning advocated for a network of public gathering spaces throughout the city, within walking distance of every residence. He favored a naturalistic approach using native plants to reduce maintenance costs, taking inspiration from existing conditions. In contrast to prevailing City Beautiful tendencies, which held that formal gardens with monumental architecture would provide a civilizing influence by establishing a place for physical recreation and mental relaxation to improve the moral character and civic virtue among the working-class, Manning focused on the inherent natural beauty of existing landscapes around the city.



Harrisburg's existing parks system is a testament to his naturalistic approach. Although each park has experienced varying degrees of maintenance, they retain their appeal and have enabled the system's current renaissance. Currently, the City's Parks & Recreation Department manages and maintains over 450 acres of parks and playgrounds and, although Reservoir Park is Harrisburg's largest park, City Island represents its most popular facility.



enjoyed today. Harrisburg was widely celebrated in the first half of the 20th century as one of the most beautiful and progressive cities in the country.

Many of Harrisburg's most well-known historical and cultural resources—Riverfront Park, Reservoir Park, the Capital Area Greenbelt, Italian Lake, Wildwood Park, and the Dock Street Dam—date to the Progressive Era conservationists and their role in the City Beautiful movement. This movement encompassed architecture, infrastructure, and urban planning and focused on introducing beautification, nature, and monumental grandeur to the urban environment. The philosophy promoted beauty not only for its own sake, but also to create moral and civic virtue among urban populations. While seen in other cities such as New York, NY; Chicago, IL; and Washington, DC, Harrisburg's implementation was the start of the City Beautiful movement, one of the most successful urban reform movements in the country.

## INDUSTRIAL DECLINE

The decades between 1920-1970 were characterized by industrial decline and population shift from the city to the suburbs. Like most other cities facing a loss of their industrial base, Harrisburg shifted to a service-oriented base, with industries such as healthcare and convention centers playing a big role. The city's most significant problem was a shrinking population after 1950—this population loss followed a national trend and was a delayed result of its steel industry.

After remaining steady for about five years due to World War II armament production, the population peaked shortly afterward, but dived as people fled from the city. Hastening the flight to the suburbs was the cheap and available houses built away from the city's crime and deteriorating situation.

## 20TH CENTURY

In the early 20th century, The Pennsylvania Farm Show, the largest indoor agriculture exposition in the U.S., was first held in 1917 and has been held



*Flooding at the Governor's Mansion along North Front Street during Tropical Storm Agnes (1972)*

every January since. Its present location is the Pennsylvania Farm Show Arena, located at the corner of Maclay and Cameron Streets.

In June 1972, Harrisburg was hit by a major flood from the remnants of Hurricane Agnes.

## FISCAL DIFFICULTIES

From 1981-2009, the City experienced fiscal difficulties and left infrastructure unrepaired. The heart of the city's financial woes was a trash-to-electricity plant, the Harrisburg incinerator, which was supposed to generate income but instead, because of increased borrowing, incurred a \$320 million debt.

Some estimates placed the City's total debt over \$1.5 billion, which would equate to over \$30,000 per resident. These numbers do not reflect the school system deficit, the School District's \$437 million long-term debt, or unfunded pension and healthcare obligations.

In October 2011, Harrisburg filed for Chapter 9 bankruptcy, which was dismissed. Instead, a State-appointed receiver took charge of the City's finances. State legislators crafted a moratorium to prevent Harrisburg from declaring bankruptcy. After the moratorium expired, the law stripped the City government of the authority to file for bankruptcy and conferred it on the State receiver.

In August 2013, after two years of negotiations, the receiver revealed a comprehensive voluntary plan for resolving Harrisburg's fiscal problems, calling for creditors to write down or postpone some debt. To pay the remainder, Harrisburg would sell the incinerator, lease its parking garages for 40 years, and issue new bonds. Harrisburg's City Council and the State Commonwealth Court approved the plan, and it is in the process of being implemented.

See additional information about Act 47 in **CHAPTER 01—INTRODUCTION.**



# HISTORIC & CULTURAL RESOURCES

## TRENDS IN HISTORIC & CULTURAL RESOURCES

There are several advantages to historic and cultural preservation and numerous strategies to realize its benefits. Historic and cultural resources are critical components of Harrisburg's identity and character; finding ways to protect and enhance these valuable resources while guiding new growth and development is imperative. Adaptive reuse of existing structures generally costs less per square foot than comparable new construction.

Adaptive reuse breathes new life into old bones. It is a method of protecting historically significant buildings from demolition. It promotes sustainability and counteracts urban sprawl. Best of all, it challenges us to find value in the past and make it not just new again, but different and better.

— AMERICAN INSTITUTE OF ARCHITECTS

Harrisburg's historic character and cultural resources provide a strong incentive for retaining existing residents and attracting new residents, businesses, and visitors. Tourism opportunities tied to historic and cultural sites and events are important economic drivers. The City must recognize the economic, environmental, and social benefits of historic and cultural preservation and seize the opportunity to invest in these resources to enhance both character and quality of life:

- ▶ Preservation provides a record of the historical significance of people, events, and construction
- ▶ Preservation offers a historical record of time, craftsmanship, and growth
- ▶ Historic architecture is aesthetically appealing
- ▶ Preservation instills a sense of place and civic and local pride
- ▶ Preservation is educational
- ▶ Preservation is environmentally sustainable
- ▶ Historic preservation is a positive growth strategy
- ▶ Historic preservation can strengthen the local economy (heritage tourism)
- ▶ Preservation can create business opportunities
- ▶ Preservation can serve a role in revitalization
- ▶ Preservation can provide affordable housing opportunities
- ▶ Preservation can help to stabilize housing prices

As an older city and state capital, Harrisburg's history and culture are expressed not just as nostalgic monuments to a bygone era, but as active elements of its contemporary built environment, institutions, and celebrations. As historic and cultural preservation's scope has broadened to include a greater array of cultural resources (e.g., districts, buildings, structures,

sites, landscapes, corridors, archaeological sites, heritage areas), preservation benefits combine with other community planning and social objectives to ensure historic housing stock conservation, commercial corridor revitalization, economic development, and heritage landscape protection. As economic and development pressures increase, threats to these non-renewable resources accelerate, requiring innovative planning solutions. Some of these threats include:

- ▶ Illegal and unwarranted alterations to historic structures
- ▶ Poor infill design
- ▶ Degradation of streetscape character
- ▶ Climate change and associated flooding
- ▶ Demolition by neglect or abandonment
- ▶ Diminished funding for preservation at state and federal levels
- ▶ Legislative enactments designed to preempt state and local preservation laws
- ▶ Impacts of transportation projects on historic and cultural resources
- ▶ Development resulting in resource demolition or retention of only building facades
- ▶ Subordination of historic preservation to other design concerns

# HISTORIC RESOURCES

The integrity of whole neighborhoods and historic structures characterizes much of Harrisburg's aesthetic streetscapes, viewsheds, and is the primary source of the city's civic pride. Many parts of Harrisburg have large swaths of intact historic neighborhoods and institutional grounds that continue to define the built environment while providing opportunities for new growth. This built environment is the physical manifestation of Harrisburg's past and should ensure future generations can benefit from living in a historical setting. The preservation of individual buildings, entire neighborhoods, and institutional campuses should catalyze growth when planning for Harrisburg's future.

## PRESERVATION FRAMEWORK

The legal framework used to protect historic resources in the city has been successful over the past several decades. The collaboration between local, state, and federal legislation helps to protect and preserve Harrisburg's historic neighborhoods and cultural resources. The most important tools for preserving the city's built environment are public education, involvement, and participation. As neighborhood caretakers, the public's passion and local identity is the ultimate driver for historic preservation—many of the city's historic resources, such as individual residences, are in private hands; thus, protection of these resources is dependent on private acceptance and action. This collective effort between the public and governments through a legal framework drives historic preservation through the 20th century to preserve the city's sense of place, protect the environment, and keep Harrisburg beautiful.

## NATIONAL HISTORIC PRESERVATION ACT

The National Historic Preservation Act (NHPA), administered by the National Park Service (NPS), was enacted in 1966. It confirms the government's role in historic preservation by authorizing federal funding for preservation programs. NHPA Section 106 requires federal agencies and federally funded or assisted undertakings to assess the effects of the projects on historic resources and seek to avoid, minimize, or mitigate any adverse effects. The NHPA is the primary legislation affecting historic preservation in the U.S.; its standards, concepts, and procedures set the framework for much of the country's historic preservation activities.

## THE NATIONAL REGISTER OF HISTORIC PLACES

The NHPA established the National Register of Historic Places (National Register), now managed by the U.S. Department of the Interior and executed on state and national levels. Standard criteria are used by the Secretary of the Interior and state governments to determine the importance of historic properties. The National Register is the nation's list of resources, recognized for their significance in American history, architecture, archaeology, engineering, or culture. Listing on the National Register does not guarantee

a property's protection; it is up to local communities to pass legislation to enforce the protection of historic properties, if they so desire. Information about how to nominate a resource to the National Register is available from the Pennsylvania Historical and Museum Commission (PHMC), Bureau for Historic Preservation, which serves as Pennsylvania's State Historic Preservation Officer (SHPO).

## NATIONAL HISTORIC DISTRICTS

The designation of an area as a National Historic District does not impede the activities of private property owners, but does provide special funding opportunities. Publicly owned or publicly funded projects in these districts are reviewed by law to reduce negative impacts on historic buildings.

## ELIGIBLE NATIONAL HISTORIC DISTRICTS

This designation is like that of the National Historic Districts, except that the NPS has not accepted a fully documented nomination—its historic importance is identified and acknowledged.

## FEDERAL HISTORIC PRESERVATION TAX INCENTIVES

Launched in 1976, this program encourages private investment in historic buildings by providing a federal tax credit on the cost of major rehabilitation work. It requires historic certification as part of a National Register Historic District, individual listing on the National Register, or construction before 1936. The building must house income-producing uses, such as an office, store, industry, or rental housing; other eligibility criteria also apply.

## CERTIFIED LOCAL GOVERNMENT PROGRAM

The Certified Local Government (CLG) Program was initiated in 1980 to encourage historic preservation by local governments. In Pennsylvania, it functions as a partnership among local governments, the Commonwealth, and the NPS. Communities designated as CLGs are required to adopt a local historic preservation ordinance and appoint a qualified historic preservation review commission. The city has been a CLG since 2009.

## PRESERVE AMERICA PROGRAM

The Preserve America Program, initiated in 2003, assists historic preservation programs in local communities through grants and recognition. Harrisburg received the Preserve America Community designation in 2006.

## SHPO AND PHMC

The SHPO has various responsibilities but ultimately is the leading authority on historic preservation matters throughout the state. SHPO works with the NPS to nominate and list places on the National Register. Given that Harrisburg is the seat for state government, the city's historical and cultural significance is undeniable. Harrisburg has 32 properties listed on the National Register including five National Historic Districts and six eligible

historic districts; the city also has three National Historic Landmarks that hold exceptional integrity as places of national significance.<sup>10</sup>

Since Harrisburg is the seat of state government for the Commonwealth, the PHMC and SHPO are within the city, which in turn strengthens the municipal and state relationship to guide historic preservation matters. The physical location of both PHMC and SHPO significantly increases historic preservation awareness and increases the availability of preservation professionals in the city. Given this geographical proximity, the City collaborates closely with PHMC and SHPO for large-scale projects that may impact Harrisburg's cultural resources.

## STATE & LOCAL HISTORIC PRESERVATION LAW

The most critical state legislation protecting Harrisburg's historic resources is the Historic District Act of 1961. This law authorizes municipalities to designate boundaries within communities as historic districts and gives them the authority to oversee changes and alterations to these historic districts. In this legislation, municipalities require property owners within municipal historic districts to obtain a Certificate of Appropriateness (COA) from an appointed Historic Architectural Review Board (HARB) to alter or demolish structures. This legislation is currently the most heavily used method to plan and preserve Harrisburg's historic neighborhoods. The Historic District Act has allowed the City to plan and preserve its historic streetscapes and architectural treasures while effectively allowing new construction and growth. Harrisburg has utilized this law to create six municipal historic districts throughout the city.

Harrisburg also uses the MPC. This legislation is quite broad, but it provides local municipalities with the authority to enact zoning ordinances and other planning methods to protect historic resources, giving them the flexibility to enact ordinances that are specific to their historic preservation planning needs.

In 1971, a Pennsylvania State Constitution amendment included "...the preservation of the natural, scenic, historic, and aesthetic values of the environment." Now known as the Environmental Rights Amendment, it states that the Commonwealth "shall conserve and maintain" these resources for all Pennsylvanians. This amendment obligates the Commonwealth to protect both natural and historic resources and holds this responsibility to the greatest extent of the law, setting a precedent to preserve cultural resources for future generations.

The Pennsylvania History Code, enacted in 1988, outlines the powers and duties of the PHMC, giving it the legal authority to collaborate with the NPS, local municipalities, and the public to manage cultural resource and historic preservation projects across the Commonwealth. This law directly impacts Harrisburg as it allows the City to request assistance and advice regarding projects that impact architectural or cultural resources.

FIGURE 7-1. National Historic Landmarks



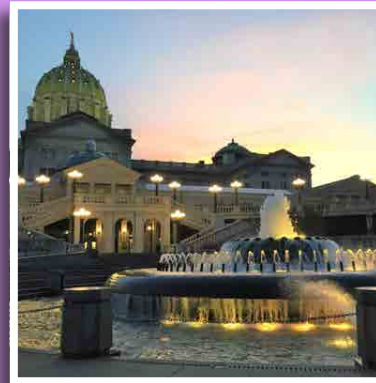
### SIMON CAMERON HOUSE

- ▶ Location: 219 South Front Street
- ▶ Style: Georgian
- ▶ Status: National Historic Landmark
- ▶ Designated: 1975
- ▶ Also known as the John Harris Mansion



### HARRISBURG CENTRAL RAILROAD STATION AND TRAIN SHED

- ▶ Location: 219 South Front Street
- ▶ Style: Other
- ▶ Status: National Historic Landmark
- ▶ Designated: 1976



### PENNSYLVANIA STATE CAPITOL COMPLEX

- ▶ Location: Bounded by 3rd, 7th, North, and Walnut Streets
- ▶ Style: Renaissance
- ▶ Status: National Historic Landmark
- ▶ Designated: 2006

## HISTORICAL SOCIETY OF DAUPHIN COUNTY

The Historical Society of Dauphin County (HSDC), founded in 1869, offered early programs and displays in the 1860 County Courthouse. In 1906, a prominent Harrisburg family donated its Front Street home to HSDC as its headquarters. Here HSDC remained until 1941, when the heirs of 19th-century businessman and politician Simon Cameron gave HSDC their home, built by early settler John Harris, one of the city's founders.

HSDC's mission is to collect, preserve, exhibit, publish, and promote interest in the history of Dauphin County for the education, enjoyment, and benefit of the public.

## HISTORIC HARRISBURG ASSOCIATION

The HiHA is a 501(c)(3) nonprofit charitable and educational organization that advocates for the restoration, preservation, and proper stewardship of historic neighborhoods and landmarks throughout the region to enable current and future generations to retain and celebrate Harrisburg's rich history. HiHA collaborates with civic organizations, neighborhood groups, and government agencies to fulfill its mission to "promote historic preservation, urban revitalization, and smart growth." HiHA achieves its mission through:

- ▶ **Advocacy.** HiHA engages constituencies to advocate for the importance of historic preservation as a key mechanism for urban revitalization, economic development, neighborhood improvement, and tourism enhancement.
- ▶ **Education.** HiHA offers multi-faceted education and outreach programs that include free and low-cost lectures, seminars, workshops, guided walking tours, and informational exhibits.
- ▶ **Preservation.** HiHA works closely with the City and its citizens, property owners, and neighborhood groups to ensure the preservation of Harrisburg's historic districts and architectural landmarks in keeping with federal and municipal guidelines.
- ▶ **Service.** HiHA operates the Historic Harrisburg Resource Center to support its needs and those of the surrounding community, serving as a central location to coordinate and deliver mission-oriented services.

## MUNICIPAL HISTORIC DISTRICTS

Local zoning codes create these districts. Through local administration, the alteration of buildings in these districts cannot occur without special prior approval. Similarly, the review of new construction and demolition in these districts must occur before permits are issued.

## HISTORIC OVERLAY DISTRICT

As an additional source of protection, the city has a Historic Overlay District as part of its Zoning Code (Chapter 7-317). This District coincides with

municipal historic districts and governs the following activities when visible or intended to be visible from a public street, alley, or adjacent sidewalk:

- ▶ Erection or construction of a proposed building
- ▶ Extension, exterior reconstruction, exterior alteration, exterior restoration, tint/glazing/coating of windows and doors, and color of new exterior features not being painted
- ▶ Demolition or razing of all or part of an existing building
- ▶ Placement or extension of a sign
- ▶ Installation of structures

The above is not a complete, nor verbatim, duplication of Chapter 7-317 of the Zoning Code. Those planning improvements should consult the Zoning Code or the Bureau of Planning before commencing any work in a historic district.

## ARCHITECTURAL CONSERVATION OVERLAY DISTRICT

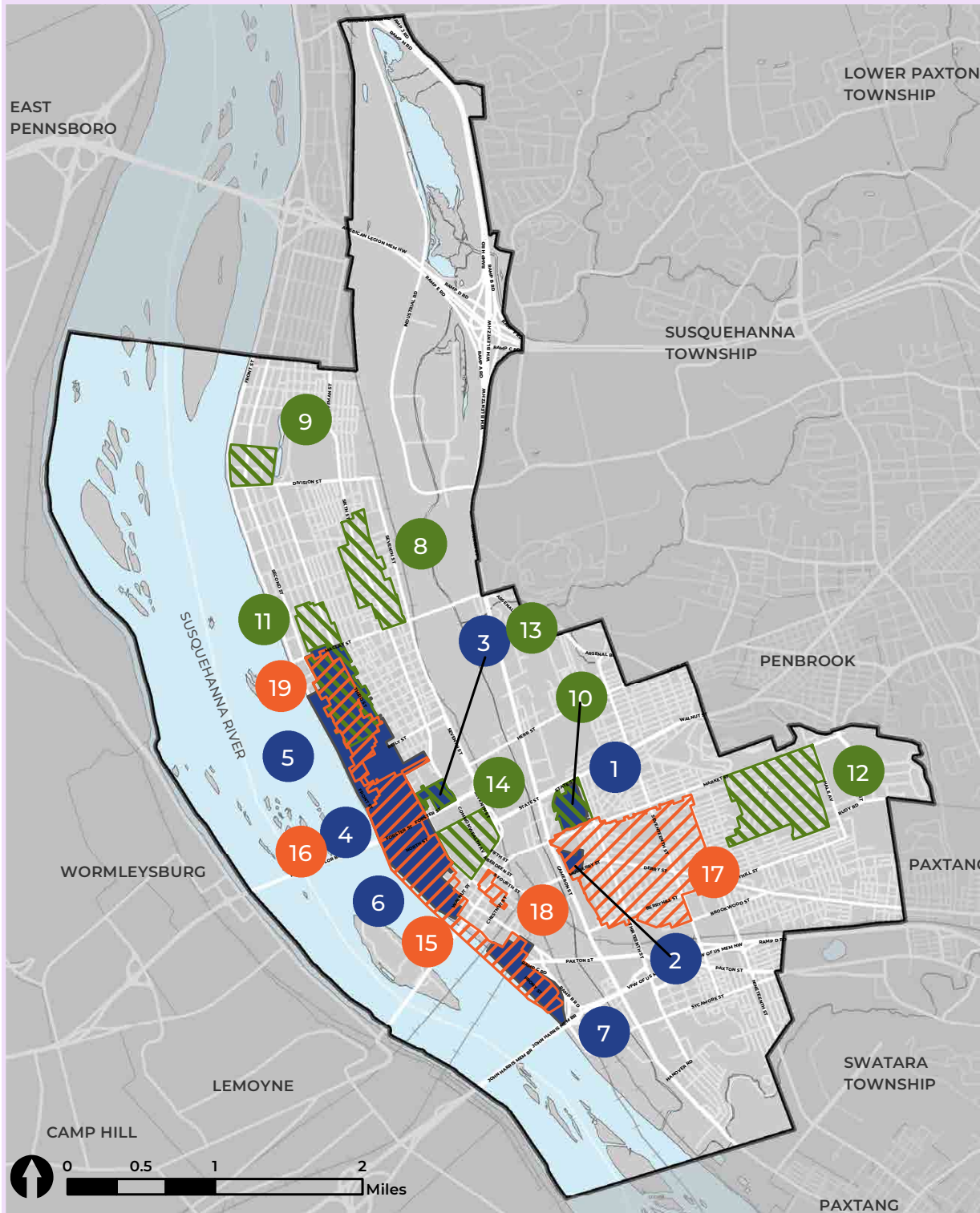
An Architectural Conservation Overlay District (ACOD) is a zoning district for a specified historic area. When property owners recognize that the unique historic character of the neighborhood and streetscape warrant protection, it is used to protect from unwanted changes. Creating an ACOD is a valuable tool to sustain the historic nature of a neighborhood streetscape and both the real and intrinsic value associated with it. Creating an ACOD is a good option for historical areas that do not warrant or desire being a municipal historic district.

## HISTORIC DISTRICTS

Historic districts are an essential component in preserving a city's history, including its architecture, events, development patterns, and desirable streetscapes. The preservation of Harrisburg's neighborhoods serves a variety of functions within the urban environment; their proper management preserves the city's attractive and unique neighborhoods while allowing for calibrated changes and growth, keeping Harrisburg economically viable throughout the 21st century.

Each property within a historic district holds an inherent value that contributes to the greater community. Individual structures have varying degrees to which they contribute to a district depending on their architecture, location, design, and historic significance. Listing each property individually would potentially be prohibitive from a resource and reuse perspective; historic district designation permits individual property redevelopment in a way that does not adversely impact the historical context of surrounding buildings.

Harrisburg has several levels of historic district designation, including municipal districts, national districts, and eligible districts, as well as an ACOD zoning designation, located primarily in the river wards west of the railroad tracks and in the western portions of Allison Hill, closest to the downtown.



### LEGEND

- |                   |                            |
|-------------------|----------------------------|
| 1 ACOD            | 11 Art Moderne             |
| 2 Allison Hill    | 12 Bellevue Park           |
| 3 Fox Ridge       | 13 Fox Ridge               |
| 4 Midtown         | 14 Pennsylvania Capitol    |
| 5 Old Uptown      | 15 Harrisburg              |
| 6 Olde Harrisburg | 16 Midtown                 |
| 7 Shipoke         | 17 Mount Pleasant          |
| 8 6th Street      | 18 Old Downtown Commercial |
| 9 Academy Manor   | 19 Old Uptown              |
| 10 Allison Hill   |                            |

- Railroad
- Water Bodies
- National Register Historic District
- National Register-Eligible Historic District
- Municipal Historic District
- City Boundary
- Municipal Boundaries

The designation of individual districts is effective for preserving the character and aesthetic of neighborhoods, protecting them from premature demolition and promoting alterations and new construction that are compatible with the surrounding urban fabric.

Harrisburg has six municipal historic districts:

- ▶ Allison Hill Historic District
- ▶ Fox Ridge Historic District
- ▶ Harrisburg Historic District
- ▶ Midtown Historic District
- ▶ Old Uptown Historic District
- ▶ Shipoke Historic District

MAP 7-1. Historic Districts

In addition to these formal municipal historic districts, the city also has the ACOD designation that provides a lower level of architectural protection than historic districts, but still provides an opportunity for input from community groups before work commencement. Harrisburg's only ACOD district is Summit Terrace, located west of North 13th Street between Market and State Streets.

Harrisburg also has five national historic districts, listed on the National Register:

- ▶ Harrisburg Historic District
- ▶ Midtown Historic District
- ▶ Mount Pleasant Historic District
- ▶ Old Downtown Commercial Historic District
- ▶ Old Uptown Historic District

Some of these boundaries overlap with the municipal historic district boundaries. In addition to these district designations, the National Register provides for the establishment of eligible historic districts, which have a demonstrated historic or architectural value but have not attained full municipal or national historic district status. Harrisburg has an additional six districts that fall under this designation:

- ▶ Academy Manor
- ▶ Allison Hill (distinct from Allison Hill Municipal Historic District and which overlaps the Summit Terrace ACOD)
- ▶ Art Moderne
- ▶ Bellevue Park
- ▶ Fox Ridge
- ▶ Pennsylvania Capitol

New construction, demolitions, additions, alterations, signage, fences, and other site elements within a municipal historic district must follow Harrisburg's Historic District Guidelines and the Secretary of the Interior's Standards for the Treatment of Historic Structures. These guidelines provide direction for how to preserve and maintain historical materials while allowing for necessary upgrades required by modern building and safety codes.

## NATIONAL REGISTER OF HISTORIC PLACES

Administered by the NPS, the National Register is a list of properties, objects, and sites that have exceptional quality in exhibiting the heritage of the U.S. To be listed on the National Register, places must meet at least one of the following criteria:

- A. The property must be associated with events that have made a significant contribution to the broad patterns of our history.
- B. The property must be associated with the lives of persons significant in our past.
- C. The property must embody the distinctive characteristics of a type, period, or method of construction; represent the work of a master; possess high artistic values; or represent a significant and

distinguishable entity whose components may lack individual distinction.

- D. The property must show, or be likely to yield, information important to history or pre-history.

The properties in **FIGURE 7-2** are on the National Register due to their significance. They are not subject to HARB review unless located within a Municipal Historic District.

Inclusion on the National Register does not protect a structure, district, or resource from alterations or even demolition by owners or municipalities. Many people have a misconception that a structure's inclusion on the National Register yields inherent protection, which is false because federal law does not govern local historic preservation matters—this is why local preservation is the most effective way to preserve historic and cultural resources while planning for economic growth.

Inclusion on the National Register does, however, allow for an additional level of project scrutiny if federal projects or funding will potentially impact historical or cultural resources included on the National Register. These instances trigger Section 106 of the Historic Preservation Act of 1966, ensuring that these properties (or districts) are not unlawfully destroyed or altered. Harrisburg has participated with Section 106 reviews due to federal financing of City projects and has historically mitigated the impacts of these federal projects.

## HISTORIC BUILDINGS

Harrisburg has several important historical buildings located outside historic districts, which it should preserve. These include residences, commercial and industrial buildings, religious buildings, and schools, some already listed on the National Register. Since the 1960s, the city has lost many beautiful historic buildings to demolition, including the second Dauphin County Courthouse (1861), the First Baptist Church (1854), Harrisburg Central High School (1893), and the Donaldson Apartments (1906). Buildings outside historic districts can face threats of demolition, especially if they experience poor upkeep. Given the amount of vacant property in the city and the possibility of adaptive reuse of historic structures, demolition of valued historic properties is largely unnecessary.

## RESIDENTIAL

Harrisburg's basic housing design is a two- or three-story, brick rectangle with a front porch or stoop, and a small backyard. In early housing developments, these were lined up side-by-side in rows. As transportation technology advanced, residents wanted to escape the typical urban landscape in favor of properties boasting more light and open space. Rowhouse set-backs accommodated front, side, and rear yards and porches, eventually becoming semi-detached duplexes, which themselves evolved into single-family detached homes for more affluent buyers. Since these

## NATIONAL REGISTER OF HISTORIC PLACES

Since there are so many common misconceptions about listing on the National Register, it is sometimes best to identify what it does and does not do.<sup>45</sup>

The National Register does:

- ▶ Identify historically significant buildings, structures, sites, objects, and districts according to the National Register Criteria for Evaluation
- ▶ Encourage the preservation of historic properties by documenting their significance and by lending support to local preservation activities
- ▶ Enable federal, state, and local agencies to consider historic properties in the early stages of planning projects
- ▶ Provide a list identifying historical sites that might be affected by new development for review by the Advisory Council on Historic Preservation
- ▶ Provide for review of federally funded, licensed, or sponsored projects that may affect historic properties
- ▶ Make owners of historic properties eligible to apply for federal grants-in-aid for preservation activities
- ▶ Encourage the rehabilitation of income-producing historic properties that meet preservation standards through tax incentives and conversely, discourage the demolition of income-producing properties through federal income tax disincentives

The National Register does not:

- ▶ Restrict the rights of private property owners in the use, development, or sale of a privately-owned historic property
- ▶ Lead automatically to local historic district or landmark designation
- ▶ Stop federal, state, local, or private projects
- ▶ Provide for review of state, local, or privately funded projects that may affect historic properties
- ▶ Guarantee that grant funds will be available for all significant historic properties
- ▶ Provide tax benefits to owners of historic residential properties, unless those properties are rental and treated as income-producing by the U.S. Internal Revenue Service (IRS)

general building forms followed an evolutionary path, the single-family and semi-detached duplexes co-mingled nicely with existing rowhomes and became increasingly prevalent in outer neighborhoods. The few communities with large suburban-style lots, such as Bellevue Park and Academy Manor, represent a different building typology that distinguished these neighborhoods from their surroundings.

A tight street grid lined with buildings of mostly romantic-style architecture define many of the city's streetscapes, particularly in neighborhoods such as Shipoke, Midtown, Uptown, and Mount Pleasant. The periods of rapid development throughout Harrisburg's history produced conspicuous continuities in building type and style that define the city's architectural identity and neighborhood character. Although each neighborhood is composed of a variety of significant buildings, there are some exceptional examples of architectural styles that also hold historical significance for their association with prominent figures. Architectural styles of Harrisburg's residential neighborhoods are primarily composed of Federal, Italianate, Queen Anne, and Second Empire rowhouses and duplexes. Many large and stately mansions exist in Harrisburg and do not necessarily conform with typical historic neighborhoods. These mansions, often constructed of monolithic stone, mostly line Front Street, such as the Donald Cameron Mansion or the Harris-Cameron Mansion.

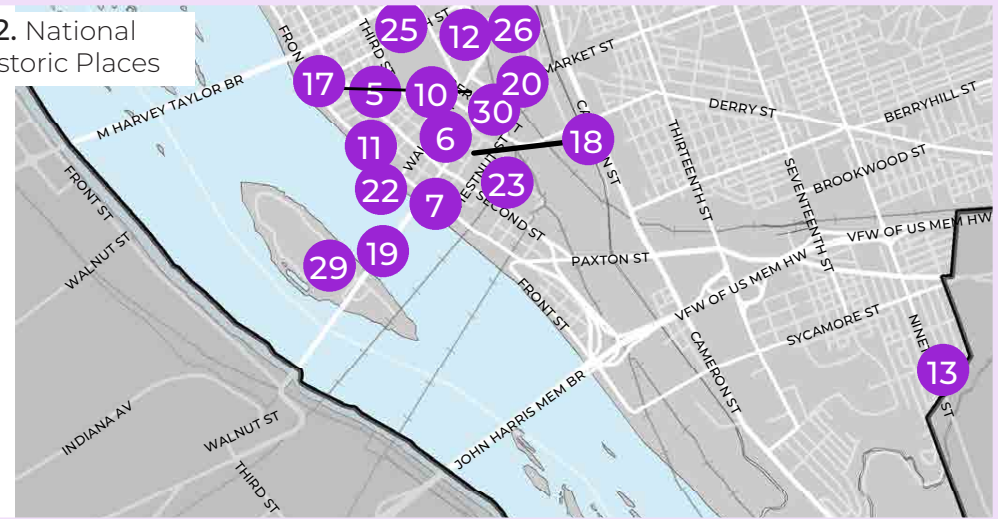
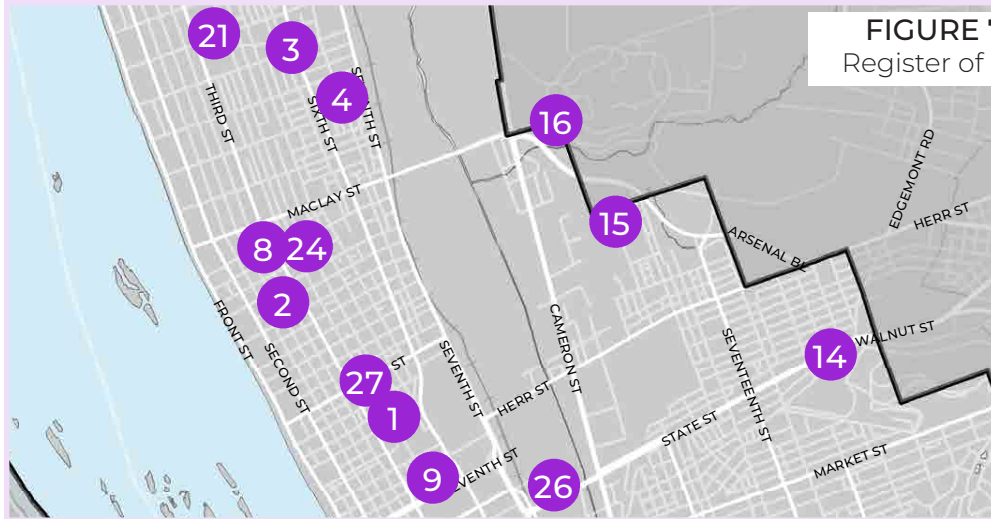
## SPIRITUAL

Places of worship have always been fundamental parts of the built environment—they are culturally symbolic of the people who created them, and how those people interpreted their reality and spirituality. Places of worship are often proxies for expressing the social, religious, and cultural diversity in a community. Harrisburg has a rich collection of churches, synagogues, temples, and mosques; these architecturally diverse and historic places of worship provide space and services that support cultural events and congregations that fill these buildings and preserve their cultural relevance in the community. The level of skill and tradition of craftsmanship is difficult to duplicate in contemporary construction—large hand-cut monolithic stone, delicately detailed stained glass, and towering spires instill a sense of place and stability in a rapidly changing environment.

Several of these, such as the Curtin Heights Methodist Church and the Salem United Church of Christ, are listed on the National Register. Others, such as St. Stephens Cathedral and Grace United Methodist, are contributing structures within municipal or national historic districts. Other spiritual buildings have historical, architectural, or cultural value. Historic preservation measures do not protect these buildings, including the Market Street Presbyterian Church, Pine Street Church, Tabernacle Baptist Church, and Derry Street United Methodist Church.

As the population of the city decreased and identified religious affiliations decline nationwide, these places of worship face threats of abandonment and potentially demolition, endangering their unique architecture and stature

**FIGURE 7-2: National Register of Historic Places**



**1**  
**BROAD STREET MARKET**  
 ▶ 1233 North 3rd Street  
 ▶ Style: Classical Revival  
 ▶ Designated: 1974



**2**  
**SIMON CAMERON SCHOOL**  
 ▶ 1839 Green Street  
 ▶ Style: Georgian  
 ▶ Designated: 1975



**3**  
**CAMP CURTIN FIRE STATION**  
 ▶ 2504 North 6th Street  
 ▶ Style: Italianate  
 ▶ Designated: 1981



**4**  
**CAMP CURTIN MEMORIAL METHODIST EPISCOPAL CHURCH**  
 ▶ 2221 North 6th Street  
 ▶ Style: Romanesque  
 ▶ Designated: 1975



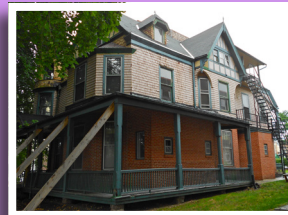
**5**  
**CATHEDRAL OF SAINT PATRICK**  
 ▶ 219 South Front Street  
 ▶ Style: Georgian  
 ▶ Designated: 1975



**6**  
**COLONIAL THEATRE**  
 ▶ 3rd and Market Streets  
 ▶ Style: Greek Revival  
 ▶ Designated: 1982



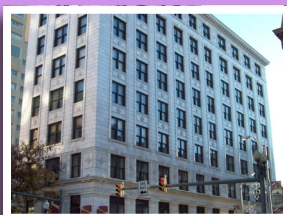
**7**  
**DAUPHIN COUNTY COURTHOUSE**  
 ▶ Front and Market Streets  
 ▶ Style: Moderne  
 ▶ Designated: 1993



**8**  
**WILLIAM DONALDSON HOUSE**  
 ▶ 2005 North 3rd Street  
 ▶ Style: Queen Anne  
 ▶ Designated: 1990



**9**  
**GERMAN EVANGELICAL ZION LUTHERAN CHURCH**  
 ▶ Capital and Herr Streets  
 ▶ Style: Georgian  
 ▶ Designated: 1975



**10**  
**KUNKEL BUILDING**  
 ▶ 301 MARKET Street  
 ▶ Style: Chicago  
 ▶ Designated: 1982



**11**  
**WILLIAM R. GRIFFITH HOUSE**  
 ▶ 215 North Front Street  
 ▶ Style: Georgian  
 ▶ Designated: 1976



**12**  
**HARRIS SWITCH TOWER**  
 ▶ 637 Walnut Street  
 ▶ Style: Georgian  
 ▶ Designated: 1994

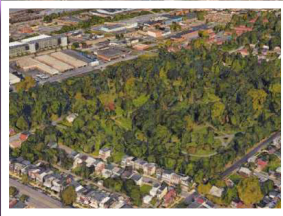




13

**HARRISBURG 19TH STREET ARMORY**

- ▶ 1313 South 19th Street
- ▶ Style: Georgian
- ▶ Designated: 1991



14

**HARRISBURG CEMETERY**

- ▶ 13th and Liberty
- ▶ Style: Georgian
- ▶ Designated: 1975



15

**HARRISBURG MILITARY POST**

- ▶ 219 South Front Street
- ▶ Style: Georgian
- ▶ Designated: 1975



16

**HARRISBURG STATE HOSPITAL**

- ▶ 219 South Front Street
- ▶ Style: Georgian
- ▶ Designated: 1975



17

**HARRISBURG TECHNICAL HIGH SCHOOL**

- ▶ 423 Walnut Street
- ▶ Style: Georgian
- ▶ Designated: 1982



18

**KEYSTONE BUILDING**

- ▶ 18-22 South 3d Street
- ▶ Style: Georgian
- ▶ Designated: 1979



19

**MARKET STREET BRIDGE**

- ▶ Market Street over the Susquehanna
- ▶ Style: Georgian
- ▶ Designated: 1975



20

**PENNSYLVANIA RAILROAD 4859**

- ▶ 219 South Front Street
- ▶ Style: Georgian
- ▶ Designated: 1975



21

**POLYCLINIC MEDICAL CENTER**

- ▶ 2601 North Third Street
- ▶ Style: Colonial Revival
- ▶ Designated: 1975



22

**ST. STEPHEN'S EPISCOPAL CATHEDRAL**

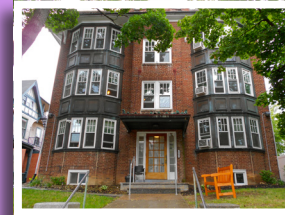
- ▶ 221 North Front Street
- ▶ Style: Georgian
- ▶ Designated: 1975



23

**SALEM UNITED CHURCH OF CHRIST**

- ▶ 231 Chestnut Street
- ▶ Style: Georgian
- ▶ Designated: 1975



24

**SHEFFIELD APARTMENTS**

- ▶ 2003 North 3rd Street
- ▶ Style: Georgian
- ▶ Designated: 1990



25

**STATE MUSEUM OF PENNSYLVANIA**

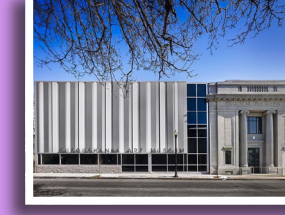
- ▶ 219 South Front Street
- ▶ Style: Georgian
- ▶ Designated: 1975



26

**STATE STREET BRIDGE (AKA SOLDIERS & SAILORS MEMORIAL BRIDGE)**

- ▶ 219 South Front Street
- ▶ Style: Georgian
- ▶ Designated: 1975



27

**SUSQUEHANNA ART MUSEUM**

- ▶ 1401 North 3rd Street
- ▶ Style: Georgian
- ▶ Designated: 1975



28

**TELEGRAPH BUILDING**

- ▶ 219 South Front Street
- ▶ Style: Georgian
- ▶ Designated: 1975



29

**WALNUT STREET BRIDGE**

- ▶ 219 South Front Street
- ▶ Style: Georgian
- ▶ Designated: 1975



30

**WILLIAM SEEL BUILDING**

- ▶ 319 Market Street
- ▶ Style: Georgian
- ▶ Designated: 1980

in the community. Recently, several historic Methodist churches have closed due to a lack of funding, deferred maintenance, and declining attendance. These buildings should be protected through historic designations while identifying adaptive reuse strategies. The First Church of God is an example of this—the building converted to Gamut Theater’s playhouse in 2015.

## COMMERCIAL & INDUSTRIAL

Harrisburg’s early development was driven by transportation and the industries that evolved from its presence and connections in the region. Many corridors and districts contain commercial and industrial buildings, particularly along the Paxton Creek corridor; however, they still retain value as reminders of Harrisburg’s history and as incubators for its economic future.

Commercial corridors within Harrisburg’s municipal historic districts are 2nd and 3rd Streets. Market Street is the oldest commercialized area of the city but is not within a municipal historic district, although it does connect the Old Downtown Commercial and Mount Pleasant national historic districts. Many of Harrisburg’s commercial structures were constructed between 1890-1940 and are representative of this period, including Romanesque, Italianate, Beaux-Arts, Second Empire, and Art Deco styles. These building types are often grand and impressive in their use and craftsmanship of masonry materials and impose a sense of importance on visitors.

Significant downtown commercial buildings outside of a historic district still deserve to be protected for their historic and architectural merit. Many historic warehouses and commercial buildings in the Paxton Creek industrial or Market Street corridors often suffer neglect, inappropriate alterations, or demolition due to the misconception that these spaces do not have value like those of historic mansions. Harrisburg’s industrial and economic past has both historical and cultural significance that should balance architectural change and economic growth.

## GOVERNMENT

*“...the handsomest state capitol I have ever seen.”*

— President Theodore Roosevelt

October 4, 1906 at the Capitol’s dedication

As the State Capital since 1812, Harrisburg has accumulated a plethora of government buildings that exhibit their period’s unique architectural styles, inspirations, and cultural values. These grand structures contribute to the city’s built environment and urban experience; they are the medium through which the Commonwealth’s citizens interact with the government.

The current State Capitol is one of Harrisburg’s most important resources, one of its iconic buildings, and the city’s most visited attraction. Designed by Joseph Miller Huston in 1902, it was dedicated in 1906 after the former

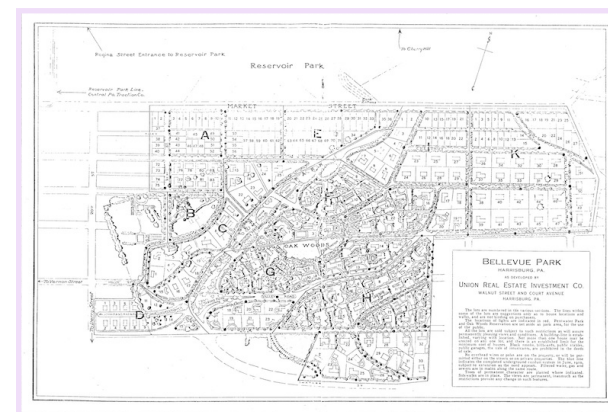
Capitol building (the Hills Capitol) burned down, and a subsequent construction (the Cobb Capitol) abandoned due to funding issues. It is one of the most significant examples of the Beaux-Arts architectural style in the U.S. The Capitol Complex grounds, including Soldier’s Grove to the east of the main buildings, are valuable and publicly-accessible green spaces that accommodate a variety of uses, including the exercise of guaranteed freedoms. The right to publicly speak, protest, and assemble are all essential and equal parts in a democratic republic. Additionally, the Forum Building contains some of the finest Art Deco interiors in the world. The entire complex is listed on the National Register and is a National Historic Landmark.

Other notable government buildings include the Dauphin County Courthouse on Market Street, the State Museum, and the State Archives, which are all listed on the National Register. The Governor’s Mansion on North Front Street, built in 1968, is now eligible for nomination. Two examples of municipal properties with historic value are the city’s Shipoke Fire Station and 19th Street Armory.

## NEIGHBORHOODS

Harrisburg is fortunate to have a diverse set of historic neighborhoods that showcase its developmental growth and architectural heritage. Residential neighborhoods throughout the city, their streetscapes, and their historic fabric are highly valuable assets to the future growth of the urban environment. Much of the housing stock in these neighborhoods are undervalued, despite their aesthetic beauty and structural continuity.

Two neighborhoods with exceptional historical integrity that are not national or local historic districts, but are eligible for listing, are Bellevue Park and Academy Manor. Bellevue Park was laid out in 1910 and is Pennsylvania’s first planned residential community. Warren Manning, one of the nation’s most prominent landscape architects, designed it. The neighborhood is an early example of a street car suburb and has winding streets, large mansions, and natural areas called reservations. Academy Manor is another early suburb where large Colonial, Spanish, and Tudor Revival mansions, situated on tree-lined avenues between Front Street and Italian Lake.



Though their architectural designs vary, Harrisburg’s neighborhoods typically feature narrow streets, ornamental trees, and uniform building massing. There are challenges to the rehabilitation of these neighborhoods. Large areas of historic neighborhoods such as Uptown, Midtown, and Shipoke are nestled directly

in the Susquehanna River's floodplain, posing a threat to the preservation of these communities. Additionally, many residential and commercial buildings in the Mount Pleasant national historic district in South Allison Hill have seen deferred maintenance, putting these structures at risk of demolition by neglect.

## INFRASTRUCTURE

Extensive infrastructure shapes Harrisburg's identity, including its roads, bridges, railroads, and trails. These fundamental networks are valuable and functional assets that also have historical and cultural value. The infrastructure allows for the transportation and movement of people, materials, and information to and from the city. These functions and their development are inseparable from Harrisburg's past, and their continued presence serves as a reminder of both change and continuity.

The various bridges that span the Susquehanna River represent Harrisburg's finest historic infrastructure, particularly the Walnut and Market Street Bridges, which are both listed on the National Register. These bridges are not only historical for their engineering and materials but are cultural landmarks because of their connection with residents and how they have connected people throughout the region. Other historic bridges and viaducts include those that have historically transported vehicles or trains including the State Street Viaduct, the Mulberry Street Bridge, the CVRR Bridge, and the Philadelphia and Reading Railroad Bridge.



*Camelback Bridge, the present-day Market Street Bridge*

Without the rapid development of railroad infrastructure in early Harrisburg, the city would be a much different place than it is today. The railroad in Harrisburg has historically been one of the most influential causes of growth in the area and has altered the landscape of the city like no other form of

infrastructure. The Harrisburg Train Station is one of the most historically significant structures in the city and achieved the status of a National Historic Landmark for its national significance for its role in railroad history.

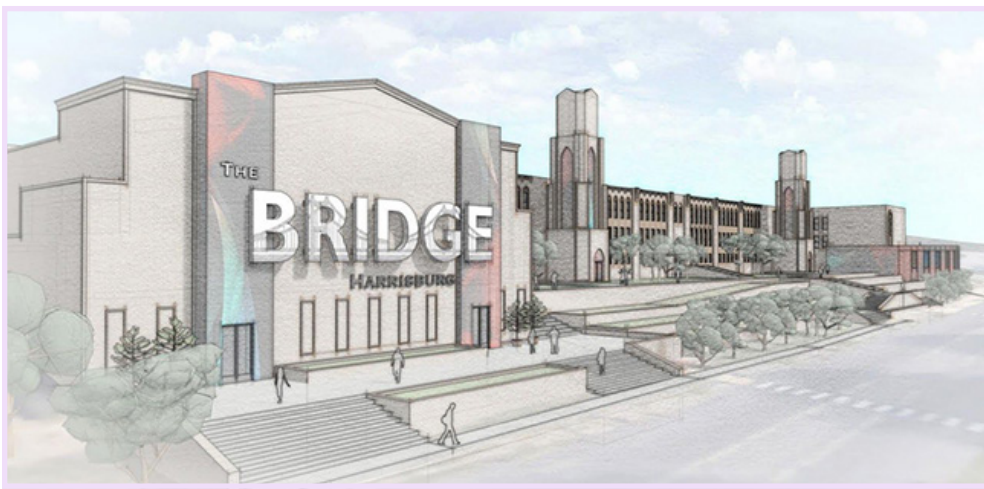
## CULTURAL RESOURCES

Preservation is more than just preserving the architectural and historical record. Cultural resources is an umbrella term to classify all physical evidence of human activity, including sites, objects, land, streetscapes, or structures. NPS defines it as “physical evidence or place of past human activity; site, object, landscape structure; or a site, structure, landscape, object, or natural feature of significance to a group of people with which it is associated.” Cultural resources include all historic and pre-historic evidence of human culture and action. Archaeological sites, historical and cultural landscapes, and the built environment (including sculptures, murals, and architecture) are all cultural resources. In contrast, cultural traditions include holidays, annual events, and rituals that all have social significance for residents of Harrisburg. Events including Kipona, Artsfest, and the Farm Show are all examples of cultural traditions that celebrate the city's collective heritage. Community relationships, deep-rooted traditions, and artistic expressions add social texture to the city's physical canvas. The continual preservation of both the physical and intangible assets of the city's past is imperative to protecting Harrisburg's sense of place and community.

## INSTITUTIONAL CAMPUSES & BUILDINGS

Harrisburg is home to numerous institutional campuses, including schools, hospitals, and other organizations. These sites often have a single architecturally significant structure, or a collection of buildings, accompanied by recreational grounds or aesthetic landscapes. These schools, hospitals, and civic organizations have served the social, educational, and medical needs of residents of central Pennsylvania for generations. Many of these places have statewide or national significance, including the Farm Show Complex and the State Lunatic Hospital, established in 1845 as Pennsylvania's first public facility for mental health.

Many of Harrisburg's most iconic institutional buildings are schools, including John Harris High School, the former Bishop McDevitt High School, and William Penn High School, which were built around the same time but are not protected by historical status. Unfortunately, many of these institutional buildings have become obsolete and are awaiting creative adaptive reuse. Population decline has rendered facilities such as Bishop McDevitt and William Penn schools obsolete, but they remain significant to the city's architectural history. Many building design elements used for schools, such as large windows and high ceilings, are now valued in residential design. Two of the city's former schools, the Simon Cameron School and Harrisburg Technical High School (Old City Hall) have been renovated into apartment space—examples of adaptive reuse that captures the intrinsic values of these design elements.



*A rendering of the old Bishop McDevitt High School transformed into The Bridge.*

## LANDSCAPES & VIEWSHEDS

Cultural landscapes are geographic areas that have been utilized by human activity where alterations of their associated natural environment occurred for cultural or aesthetic purposes. Harrisburg has a variety of cultural landscapes that exhibit all types of use by humans, particularly those within the last three centuries. Its changing landscapes leave physical indications that exhibit cultural values and show how cultures have evolved while using these spaces. Many of the city's iconic and well-known cultural landscapes have their roots in the City Beautiful movement. Others are deemed sacred places or sacrificed for industrial capacity. The relationship these landscapes have with each other and their continued connection with those utilizing them make these spaces important features within the built environment.

### DESIGNED LANDSCAPES

Some of Harrisburg's most unique historic and cultural resources, buildings, and properties rely on adjacent natural resources and open spaces to tell their stories, such as Riverfront Park and Wildwood Lake. Many also include indoor and outdoor spaces that create opportunities for residents to meet, socialize, exercise freedoms, and build relationships. Designed landscapes can also include solemn places such as cemeteries and places to memorialize loss including Harrisburg Cemetery and the Mexican War monument.

Harrisburg is fortunate to have an intact and robust cultural legacy that remains from the Manning Plan, developed during the City Beautiful movement. A product of this legacy is the city's well-planned landscapes, public spaces, and parks that define and complement the surrounding urban environment. This park system is extensive, extending beyond the city's boundaries, attracting visitors from throughout the region. Although parts of the system have changed since its inception and some areas have been carved out for other uses, particularly portions of the original Wildwood

Park, it maintains its original purpose and fulfills the needs of Harrisburg's current citizens and visitors.

### VERNACULAR LANDSCAPES

Harrisburg's industrial past manually altered its landscapes. Most notably, the various transportation modes that have guided the city's growth are among the most evident impressions on the urban landscape. Remnants of the 1830s Pennsylvania Canal are still visible in northern Harrisburg along the western edge of Wildwood Park and are a reminder of the city's early history. Through the central part of the city, railroads and railyards physically and culturally divide Harrisburg and have changed the way that citizens engage with their environment. These sites should be integrated into overall historic preservation planning as they have the potential for future interpretation through heritage tourism efforts.

### VIEWSHEDS

Visitors to Harrisburg typically reminisce about the city's historic viewsheds. These viewsheds are important because they are what define a visitor's perception of, and interaction with, an environment and a community. Harrisburg has several viewsheds that highlight the city's relationship with the Susquehanna River, as well as its commercial corridors and architectural heritage. These historic viewsheds and their accessibility serve as components to the city's heritage and architectural tourism efforts. The city's most iconic perspectives can be seen from Front Street, City Island, or on the West Shore at Fort Washington in Lemoyne.

## ARCHAEOLOGICAL POTENTIAL

As mentioned earlier, the Susquehannocks inhabited the site of present-day Harrisburg. Much of the native lands within Harrisburg's city limits have been heavily disturbed over the past two centuries. Since it has existed as an urban environment for nearly 200 years, any sites, features, or artifacts that did exist have most likely been destroyed or lost; therefore, the likelihood of yielding archaeological evidence of pre-historic information is minimal, due to the loss of provenance between artifacts and the relationship that these artifacts have with each other locally.

Despite the disturbance of most soils within city limits, there are still pockets of undisturbed soil that exist throughout the city where archaeological resources could remain. The highest potential for pre-historic and early historic sites in Harrisburg likely exist within the old alluvial soils along the Susquehanna River. These soils are composed of sediment carried by the river and are present within its islands, Riverfront Park south of Market Street, and floodplains along Spring Creek. City, Sheets, and McCormick Islands include many documented and recorded pre-historic sites. These islands, inundated during high-flow events, are dry for most of the year; therefore, they have been continually used by humans for several thousands of years.

The city and its inhabitants should keep in mind the potential for archaeological sites, however remote, particularly in soils considered to have high potential to yield valuable information. It is simple to overlook archaeological potential due to subterranean pre-historic cultural resources. The potential to lose future archaeological sites is great, considering there are few local measures to enforce their planning. To preserve these sites for their archaeological potential, the City should consider strengthening related future planning efforts.

## TRADITIONS & EVENTS

Harrisburg boasts a wide range of community arts and cultural assets. From museums and performing arts, to its historic physical character and annual events, Harrisburg affords residents and visitors a unique blend of history and tradition.

## MUSEUMS & GALLERIES

The Harrisburg area is home to local, regional, and national museums.

- ▶ State Museum of Pennsylvania
- ▶ Pennsylvania State Capitol Building
- ▶ National Civil War Museum
- ▶ John Harris—Simon Cameron Mansion
- ▶ Fort Hunter Mansion & Park
- ▶ Governor’s Residence
- ▶ Pennsylvania National Fire Museum
- ▶ Art Association of Harrisburg
- ▶ 3rd Street Studio Fine Arts Gallery
- ▶ Doll House Museum
- ▶ Rose Lehrman Arts Center
- ▶ Whitaker Center for Science and the Arts
- ▶ Susquehanna Art Museum
- ▶ Dorothea Dix Library & Museum
- ▶ The Millworks
- ▶ Gallery@Second

## THEATRES/PERFORMANCE VENUES

- ▶ City Island
- ▶ Pride of the Susquehanna Riverboat Cruise
- ▶ Harrisburg Senators Baseball
- ▶ Harrisburg Symphony Orchestra
- ▶ Midtown Cinema
- ▶ Theatre Harrisburg
- ▶ Harrisburg Heat Pro Indoor Soccer
- ▶ House of Music, Arts & Culture
- ▶ Popcorn Hat Players Children’s Theatre
- ▶ Gamut Theatre Group
- ▶ Open Stage of Harrisburg
- ▶ Harrisburg Improv Theatre

## EVENTS

The following events occur throughout the year:

- ▶ Ice & Fire Festival—At this annual March festival, blocks of ice transform into works of art with a series of illuminated ice sculptures. The festival also features fire dancers, food trucks, live music, an ice-skating rink, and children’s activities. The event draws approximately 10,000 visitors.
- ▶ Independence Day Celebration & Food Truck Festival— Held annually in Riverfront Park, this one-day event features food trucks, live music, children’s activities, and fireworks. The event draws approximately 35,000 visitors each year.
- ▶ Kipona—Since the turn of the century, Labor Day weekend has been a time of celebration in Harrisburg. This annual event includes food trucks, art vendors, live music, a Native American Pow Wow, water activities, wirewalkers, a children’s festival, fireworks, and more. The three-day event draws nearly 55,000 visitors.
- ▶ Downtown Harrisburg Holiday Parade—The annual holiday parade occurs each November and features musical acts, floats, local celebrities, parade balloons, food vendors, and more.
- ▶ New Year’s Eve—Held downtown, this event features live music, children’s activities, and the strawberry drop and fireworks at midnight.
- ▶ Pride Festival of Central Pennsylvania—Now in its 28th year, the Pride Festival regularly attracts more than 5,000 gay, lesbian, bisexual, transgender, and straight allies to the Capitol Complex for its weekend-long event including the Voices United concert, PrideFest, and a Spirits United service on Sunday.
- ▶ Central Pennsylvania Farm Show—The nation’s largest indoor agricultural exposition features nearly 6,000 animals and 12,000 competitive exhibits spread throughout 11 halls and three arenas, including the traditional butter sculpture event that has depicted cows, school children, and Ben Franklin in past years.
- ▶ Greenbelt Tour de Belt—A cycling ride along the 20-mile Capital Area Greenbelt.
- ▶ Riverfront Park Concert Series—This pop-up concert venue along the Susquehanna River consists of Indie/Alt-Rock.
- ▶ Antique Fire Apparatus Show & Muster—Hundreds of families enjoy more than 100 pieces of antique apparatus that are on display or participating in activities. Attendees can also shop flea market tents and enjoy fire-related contests and games.
- ▶ BrewFest—Set on the front lawn of the historic Fort Hunter Mansion, this craft beer festival features more than 60 craft brews, food trucks, live music, and local vendors.

- ▶ Cultural Fest—Harrisburg locals and visitors come together to celebrate differences at this free block party in downtown. The summer evening includes music, food, and vendors, with a variety of family-friendly games and activities.
- ▶ Jazz & Wine Festival—Fort Hunter Park hosts this annual festival that features jazz musicians and samples from regional wineries.
- ▶ Harrisburg Restaurant Week—Harrisburg Restaurant Week began in 2008 and is now one of the largest dining events in central Pennsylvania.
- ▶ Fort Hunter Day—Once a year, Front Street is closed to allow participants to get a sense of the area before automobiles. The annual autumn festival features kid-friendly activities; children’s crafts and games; pony, hay, and carriage rides; live music; a craft show; and food and quilt displays.
- ▶ Motorama—The nation’s largest all-indoor motorsports event attracts over 2,000 racers to participate, along with 800 exhibition race and show vehicles and more than 150 vendors.
- ▶ Great American Outdoor Show—This event brings the world’s top outdoor vendors and TV personalities to the Farm Show Complex each February. Sportsmen and women from across the county attend to find gear and learn from top experts in shooting, hunting, fishing, archery, camping, and boating. The vent includes demonstrations, seminars, calling competitions, education and safety programs, and a country music concert.
- ▶ Pennsylvania Christmas & Gift Show—This event is a festive celebration of the season’s decorations, arts and crafts, cuisines, and musical and dance groups.
- ▶ Broad Street Market—Founded in 1860, the Broad Street Market is one of the oldest continuously operating farmers’ markets in the country. Serving as the long-time anchor of retail activity in the Midtown district, the Broad Street Market fills three city blocks between 3rd and 6th Streets.
- ▶ Art in the Wild—Using mostly natural materials, artists construct large and small installations along Wildwood Park’s trails.

## PUBLIC ART

A large number of U.S. cities and government agencies have adopted policies to make art even more visible in the design of public buildings, infrastructure, and even private development. As public art projects have become more diverse and challenging, there has also been a shift from using art merely as an embellishment for architecture to using art to create a sense of neighborhood identity and to provide a connection to local history and culture. Art projects document, celebrate, and define communities with overlooked stories.

According to America for the Arts<sup>54</sup>, America’s nonprofit arts industry generates \$134 billion in economic activity every year, including \$53.2 billion in spending by arts organizations and \$80.8 billion in event-related spending by arts audiences. These activities have generated over \$24 billion in local, state, and federal tax revenues.

Within Harrisburg, Sprocket Mural Works is a citywide mural project that works with neighborhoods, artists, and organizations to create vibrant community murals across the city with a mission to increase community pride and civic engagement through creative action.

Examples of murals and other public art installations begin on the next page, courtesy of Sprocket Mural Works and the city’s talented artists.

## KEY ISSUES

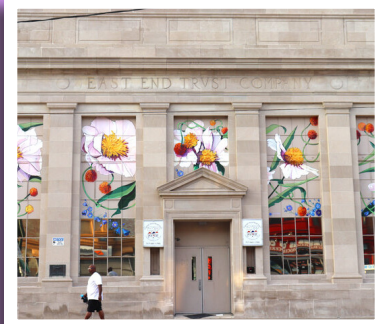
- ▶ Harrisburg’s historic and cultural resources face many threats, including environmental changes, diminished preservation funding, and increasing development pressures.
- ▶ Without continued education, maintenance, and advocacy efforts, historic properties face issues of demolition by neglect or abandonment.
- ▶ Construction of many historic resources occurred in environmentally sensitive areas, such as the floodplain.
- ▶ Harrisburg’s cultural resources are meaningful connections to the past and foundations for successful future development.
- ▶ Supporting events and festivals through coordination with community and social organizations can ensure that Harrisburg’s cultural resources are promoted and preserved for future generations.

263 OLIVER ALLEY



416 FORSTER STREET

1300 MARKET STREET



19 NORTH 3RD STREET

99 SOUTH PAXTANG AVE



1005-1015 NORTH 3RD ST

SAYFORD MARKET SOUTH



SAYFORD MARKET NORTH

RIVERFRONT PARK



920 NORTH 3RD STREET



512 NORTH 3RD STREET



1514 DERRY STREET



801 SOUTH 10TH STREET



313 MARKET STREET



213 LOCUST STREET



1316 NORTH 3RD STREET



314 CHESTNUT STREET



416 FORSTER STREET



STRAWBERRY ST UNDERPASS



BROAD STREET MARKET

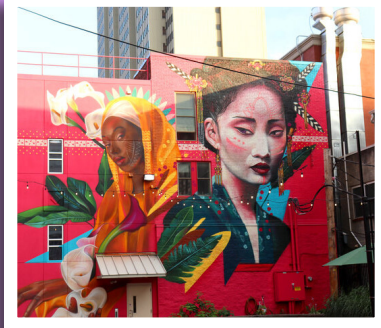
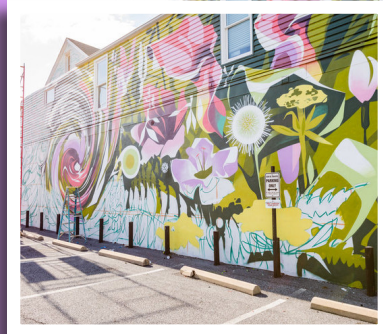


FIGURE 7-3. Public Art

1519 NORTH 3RD STREET



MIDTOWN CINEMA

1006 NORTH 6TH STREET



1110 NORTH 3RD STREET

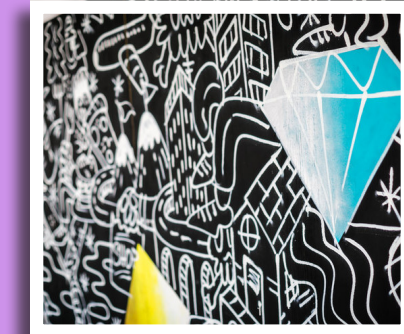


1517 NORTH 3RD STREET

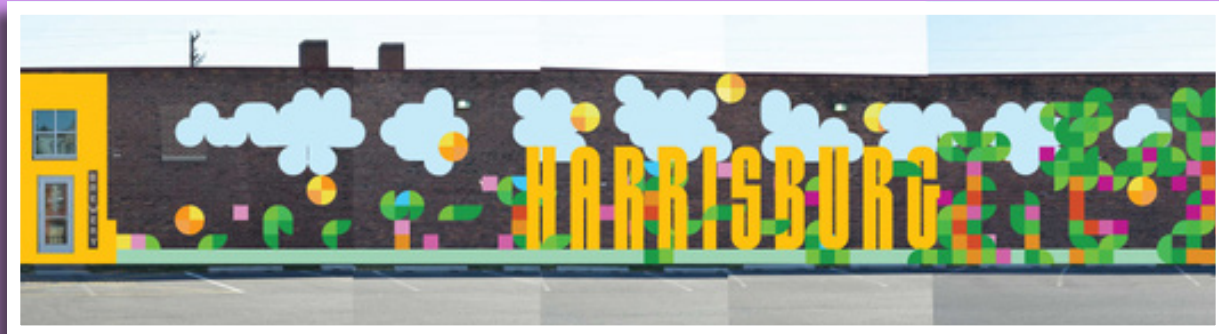


SOUTH OF MARKET

312 MARKET STREET



RIVERFRONT PARK

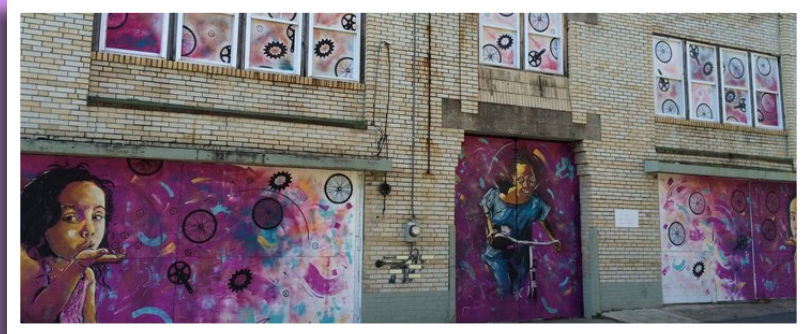


RECYCLE BICYCLE

GK VISUAL



SOUTH ALLISON HILL



SOUTH ALLISON HILL

SOUTH ALLISON HILL



SOUTH ALLISON HILL

SOUTH ALLISON HILL



FIGURE 7-3. Public Art



3RD STREET, MIDTOWN



SOUTH ALLISON HILL

KINDERGARTEN ACADEMY

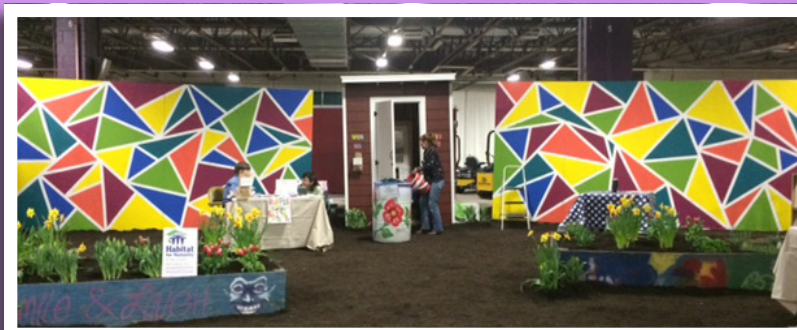


3RD & MEUNCH STREET



HARRISBURG GREENBELT

GREEN URBAN INITIATIVE



1725 NORTH 3RD STREET

SOUTH ALLISON HILL

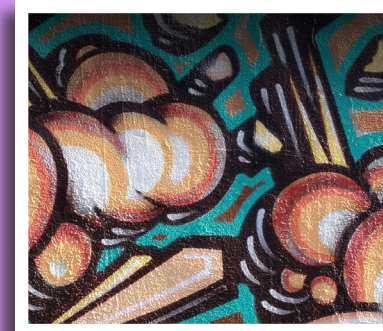


FIGURE 7-3. Public Art

## GOALS & OBJECTIVES

**GOAL HC-1** Strengthen relationships to collaborate in historic preservation planning.

- Objective HC-1.1 Increase public education and participation.
- Objective HC-1.2 Collaborate with PHMC, PA SHPO, HHA, and universities.
- Objective HC-1.3 Continue participation in the CLG program.

**GOAL HC-2** Expand historical preservation protection.

- Objective HC-2.1 Strengthen or develop additional means of protecting historic resources.
- Objective HC-2.2 Strengthen enforcement efforts of established protection measures.
- Objective HC-2.3 Consider the establishment of new historic districts.

Objective HC-2.4 Engage the public about appropriate preservation methods.

Objective HC-2.5 The City should be a source the public can look to for historic and cultural preservation efforts.

Objective HC-2.6 Broaden efforts to identify and preserve archaeological resources.

**GOAL HC-3** Encourage adaptive reuse of historic buildings, structures, grounds, and institutions.

Objective HC-3.1 Allow for and encourage the adaptive reuse of historic resources.

Objective HC-3.2 Develop incentives to encourage the adaptive reuse of historic resources.

Objective HC-3.3 Discourage the demolition of historic structures through adaptive reuse.

**GOAL HC-4** Promote historic preservation as a means of neighborhood improvement.

Objective HC-4.1 Identify placemaking opportunities throughout the city.

Objective HC-4.2 Improve and preserve community identity that supports new investment and development in neighborhoods.

Objective HC-4.3 Preserve historic viewsheds and streetscapes.

**Goal HC-5** Increase advocacy for and promotion of the city's cultural resources.

Objective HC-5.1 Highlight Harrisburg's cultural resources, including civic groups, neighborhood associations, and annual festivals and events.

Objective HC-5.2 Increase engagement with residents on the many festivals and events throughout the city.

Objective HC-5.3 Make cultural events a core component of the city's promotional efforts.

Objective HC-5.4 Ensure that new development and investment accommodates and supports cultural goals.

**Goal HC-6** Increase public art throughout the city.

Objective HC-6.1 Increase support for existing and future arts organizations.

Objective HC-6.2 Develop standards and processes that streamline and support the installation of public art throughout the city.

Objective HC-6.3 Work with investment and development partners to incorporate publicly accessible art (e.g., murals, sculptures, interactive streetscape elements) into new projects.

Objective HC-6.4 Ensure that public art reflects community goals such as identifying and beautifying neighborhood gateways and promoting identity through placemaking.

▶ HC.2 Hold regularly-scheduled events with partners to engage the public and increase awareness about preservation and cultural resources.

▶ HC.3 Use social media to engage the public to raise awareness about preservation and cultural resources.

▶ HC.4 Develop internships in historic preservation to increase the city's capacity for planning and engagement.

▶ HC.5 Expand knowledge regarding the linkage between floodplain management and preservation and allow for creative mitigation methods to preserve historical places within the city's Special Flood Hazard Areas (SFHAs).

▶ HC.6 Establish a Harrisburg Historic Landmark Ordinance to protect historic architecture, objects, and places outside of established historic districts.

▶ HC.7 Establish a demolition delay ordinance.

▶ HC.8 Establish a procedure for procuring preservation easements.

▶ HC.9 Develop a system for identifying and enforcing penalties for illegal alterations within Historic Districts.

▶ HC.10 Establish new municipal historic districts in Academy Manor and Bellevue Park if there is public support to move forward with the official designation.

▶ HC.11 Develop educational campaigns and related collateral material in a variety of media to engage the public about appropriate preservation methods.

▶ HC.12 Continue and enhance the City's stewardship efforts of its historic resources including the Mansion at Reservoir Park, the Bath House at City Island, and Broad Street Market in Midtown.

▶ HC.13 Encourage internal collaboration with the City government to broaden awareness of historic preservation issues throughout Harrisburg.

▶ HC.14 Consider archaeological, historical, and cultural potential before breaking ground on new projects.

▶ HC.15 Work with nonprofits (and others when appropriate) to identify a location for the storage and sale of historic architectural salvage for its reuse.

▶ HC.16 Consider amendments to the Zoning Code that are creative and allow for more flexible uses of historic structures and grounds.

## ACTIONS

▶ HC.1 Increase capacity for GIS capabilities as educational and engagement tools for preservation partners and the general public.

- ▶ HC.17 Consider developing financial incentives for those willing to purchase large, obsolete historic structures and place them into a new use.
- ▶ HC.18 Develop an adaptive reuse ordinance.
- ▶ HC.19 Work with preservation partners and property owners to nominate additional resources to the National Register.
- ▶ HC.20 Increase coordination with neighborhood groups to identify cultural resources and goals for their communities.

- ▶ HC.21 Develop a digital platform on the City's website that enhances the interaction between the City and community on cultural and social events and festivals.
- ▶ HC.22 Develop clear, consistent, and flexible guidelines for public art that facilitates incorporation within the community.
- ▶ HC.23 Codify the inclusion of public art and community spaces into development projects in the city through updated Zoning Code and Subdivision and Land Development Ordinance (SALDO).
- ▶ HC.24 Identify City-owned resources that can host temporary or permanent public art installations.



Holocaust Memorial, Riverfront Park



Holocaust Memorial, Riverfront Park



Festival of Colors, Kipona



Native American Pow-Wow, Kipona

# 08 ENERGY & UTILITIES



# INTRODUCTION

Utilities provide services that permit modern urban life: power, communication, water, and waste removal. Provision of plentiful potable water and adequate sewerage to urban populations has been the hallmark of capable government for millennia—although contemporary citizens might claim they cannot live without a high-speed internet connection.

The Manning Plan focused on providing water supply, modern sewerage, paved streets, and open space for a city of 100,000. Interestingly, that plan demonstrated an early example of utility and infrastructure design integration: open space, greenways, and improved streetscapes are byproducts of waterway conservation and the burial of water and sewer utilities. Harrisburg should recall this approach that combined utility design and landscape improvement during infrastructure planning for new development areas.

In the contemporary city, the mechanics of water distribution and sewer systems have changed little. The main change in the water system is a mandate to aggressively address stormwater management practices before stormwater reaches the sewerage system. This change has more to do with expanding stormwater management to site design practices than modifications to the water and sewerage system. In contrast, rapid evolution is occurring in the areas of communication technology and energy generation and distribution. For **HBG2020**, the effect of changing communication technology on energy generation and distribution and transportation will be transformative to life in the city. Within a decade, the city should be nearing full conversion to smart grids controlling energy use and distribution and citywide 5G Wi-Fi, allowing for the operation of driverless vehicles. The change in communication services has transformative implications for transit and parking policy.

New ‘smart’ utilities will require a coordinated design for operation integration—a very different approach from traditionally separate utilities. The City will play a much more active role in coordinating utility design, construction, and maintenance of these integrated ‘smart’ utilities.

## TRENDS IN ENERGY & UTILITIES

Increasing interest in local energy conservation planning is mostly the result of rising energy costs in addition to concerns related to global warming, climate change, and the nation’s energy security. When assessing energy use, there are five key areas to consider:

- ▶ Reducing demand and consumption relates to the amount of energy used
- ▶ Improving energy efficiency relates to ways of using energy more efficiently

- ▶ Revitalization, reuse, and recycling relates to reducing energy use by reusing materials, adaptively reusing buildings, or redeveloping previously developed land
- ▶ Alternative and sustainable energy relates to generating energy from renewable sources; alternative energy, such as wind and solar, ultimately conserves energy because unlike fossil fuels, extraction, transportation, and storage is not necessary—all of which require energy consumption
- ▶ Reducing unintentional barriers to energy conservation relates to land use regulations that are meant to improve living conditions but unintentionally result in higher energy costs for residents, such as accessory use standards that may preclude the installation of solar panels

Utilities are moving toward self-monitoring technologies to optimize service while minimizing the use of resources. They are evolving toward a reliance on ‘smart’ systems, which monitor and communicate in milliseconds. The evolution of utilities requires designing better trenches and utility tunnels that allow for ease of maintenance and upgrades of individual systems. As technology improves, the design life of most system controls becomes shorter as improved generations more frequently emerge.

The following examples show utilities and infrastructure amid service changes focused on speed, interconnectivity, and system-wide communication.

## NETWORK RESILIENCE

First-generation utilities followed a hub-and-spoke pattern with a generator in the center distributing to a web of consumers. Later, these generating points were connected to compensate when one was out of service, but the network still failed with regularity. Increasingly, energy and data networks are evolving as connected, redundant web systems. New dry utilities form redundant, layered grids with flexible networks and distribution systems that readily accept new lines.

Increasingly, utility service interruption is unacceptable. Business and institutional customers desire and often require access to multiple networks, back-up systems, and uninterruptible services. Single providers will fail, regardless of system capability, so managed networks of utility suppliers provide assurance against service failure. Data is quickly evolving toward localized ‘mesh’ networks that do not require national firms for installation or management.

Power is similarly evolving with smart grids and buildings, exchanging power to balance usage across the daily cycles of peaks and valleys experienced by the differing use schedules of housing and commercial buildings.

Sustainability is much easier to achieve within an urban district than it is in an individual building. Master planning new development areas and existing neighborhoods should incorporate a sustainability master plan as the core of the document. Building sustainability has three components:

- ▶ Energy use including embodied energy aggregated through the construction process in the building materials and direct efforts to build the structure
- ▶ Material conservation and waste reduction
- ▶ Conservation of water resources

One way some places are beginning to address energy and utility resiliency is through the creation of energy precincts. Dividing the city into a series of stand-alone energy precincts provides protected sources of immediately-available capacity to counter system interruptions. Ideally, when one area experiences a service interruption or excessive peak demand, other precincts continue to function normally.

The resilient city emphasizes a variety of power generation technologies and locations. It requires new, large buildings and mission-critical buildings to have sustainable, auxiliary generation to provide uninterrupted power to the facility and its surrounding micro-grid.

The resilient city emphasizes interconnected networks of renewable power sources such as solar, wind, and hydroelectric.

## TRANSITION TO PRIVATE SERVICES

The move to a smart grid and distributed energy production heralds a new form of utility, one that is decentralized, even to the point of off-grid, standalone cellular operation. Except for trash collection, private companies provide Harrisburg’s utilities. Transportation, electricity, natural gas, telecommunications, and water and wastewater are regulated by the Pennsylvania Utility Commission (PUC), whose policies have a substantial effect on utility service quality, pricing, and distribution.

## SMART GRIDS

Smart power grids are networks that sense locations in an electricity supply network using digital communications technology to detect and react to local changes in usage. Individual buildings require smart meters that communicate with the grid. If a house has a smart building system, its devices communicate with the network to adjust their use cycles to correspond to times of low energy usage and pricing. The creation of a smart energy system takes time, but new buildings and renovations in the City should encourage or incentivize smart technology to advance the realization of Harrisburg as an optimally energy-efficient city.

Telecommunications capacity is essential, but business location decisions are made based on internet speeds. Few information technology (IT) businesses will locate where fiber optic connections are not available. Currently, large

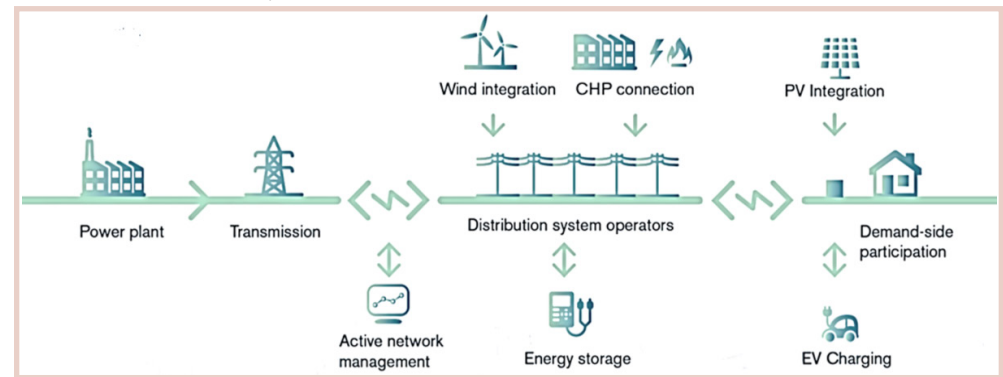
businesses in Harrisburg, such as the State, have dedicated fiber-optic networks, and companies like Level (3) and Zayo have limited networks serving dedicated customers. City residents need a readily-accessible, reasonably priced fiber-optic service option(s). Google Fiber is bringing a high-speed public fiber service to the market at a fraction of the cost of competing fiber providers. Introducing Google fiber into the Harrisburg market would create a competitive environment and, likely, hasten the speed of Verizon’s conversion from copper to fiber service. At the moment, the city cannot compete with surrounding areas in terms of internet speed or ease of connectivity to affordable fiber.

Increasingly, fixed-line telephones will be routed through the fiber network and not through dedicated telephone lines. Voice-over-Internet Protocol (VoIP) services are growing due to their lower cost structures. Available fiber connections will benefit VoIP use. Without fiber-speed internet connections, bandwidth competition significantly diminishes voice quality.

As larger houses and multi-unit residential buildings move toward home energy generation systems, the interactive capacity of the Smart Building/ Smart Grid will become even more critical. Rooftop solar electric systems and small wind turbines are now widely available. Companies are also starting to introduce home fuel cell systems, which produce heat and power from natural gas.

Quite simply, smart infrastructure is an efficient infrastructure. What makes it smart is the use of real-time monitoring to optimize the efficiency of a single utility and the coordination of optimal resource sharing among different utilities—efficient infrastructure delivering what is needed when it is needed, at the lowest price possible. These simple ideas are challenging to accomplish in reality, especially when providing custom services for a city full of individual consumers; however, interconnected networks of Smart Buildings, Smart Houses, and Smart Grids do precisely this.

FIGURE 8-1. Example Smart Grid Network

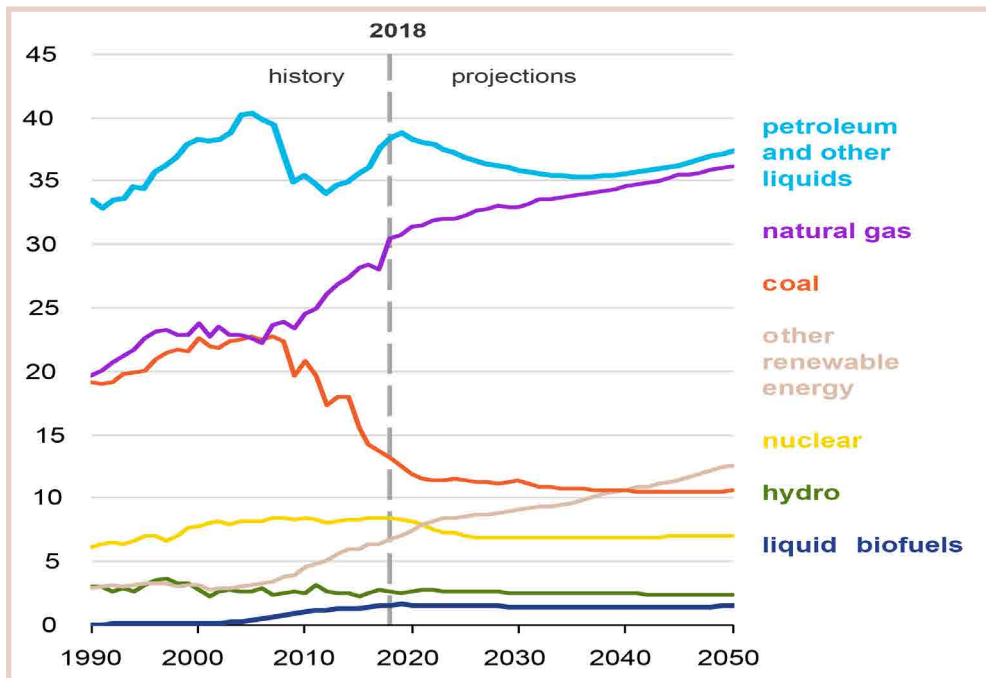


Source: European Distribution System Operators' Association

# ENERGY

There is no readily available information on the amount of energy used by Harrisburg’s energy consumers, who include residents, business operators, and other energy users; however, **FIGURE 8-2** presents data on the amount of energy consumed at the national level. This chart shows the anticipated rise in energy consumption in the coming decades with some changes in the type of fuels consumed: increases in natural gas and other renewable energy consumption will continue, petroleum and other liquids consumption may decrease over the next fifteen years but then rise again, and coal consumption will continue to see slight levels of declining use, while other sources of fuel consumption will see no significant shifts.<sup>49</sup>

**FIGURE 8-2.** National Energy Consumption by Fuel



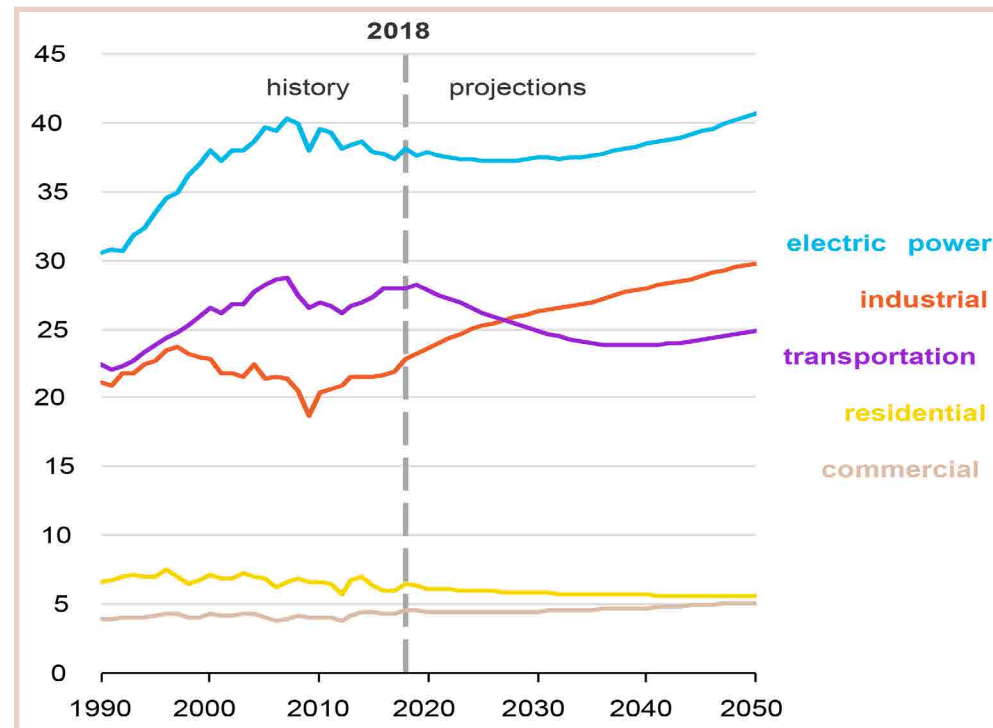
Source: U.S. Energy Information Administration Annual Energy Outlook 2019

Implementing policies at the state level (renewable portfolio standards) and the federal level (production and investment tax credits) have encouraged the use of renewables. Growing renewable use has driven down the costs of renewable technologies (wind and solar photovoltaic), further supporting their expanding adoption by the electric power and building sectors. Projected low natural gas prices drive the rise of natural gas consumption. The industrial sector will become the largest consumer of natural gas starting in the early 2020s with its expanded use in chemical industries, as industrial heat and power, and for liquefied natural gas production. It will also increase significantly in the power sector in response to low natural gas

prices and the installation of lower-cost natural gas-fired combined-cycle generating units.

Energy demand is the amount of energy required to make cars, factories, stores, and houses function. The people, businesses, and other entities that use energy are jointly called the ‘end-use sector.’ **FIGURE 8-3** shows energy use by end-use sectors at the national level. This chart shows that electric power, industrial, and transportation sectors are the more dominant energy users. It is likely that Harrisburg reflects this national data and has an energy use mix that shows a similar breakdown.<sup>49</sup>

**FIGURE 8-3.** National Energy Consumption by Sector



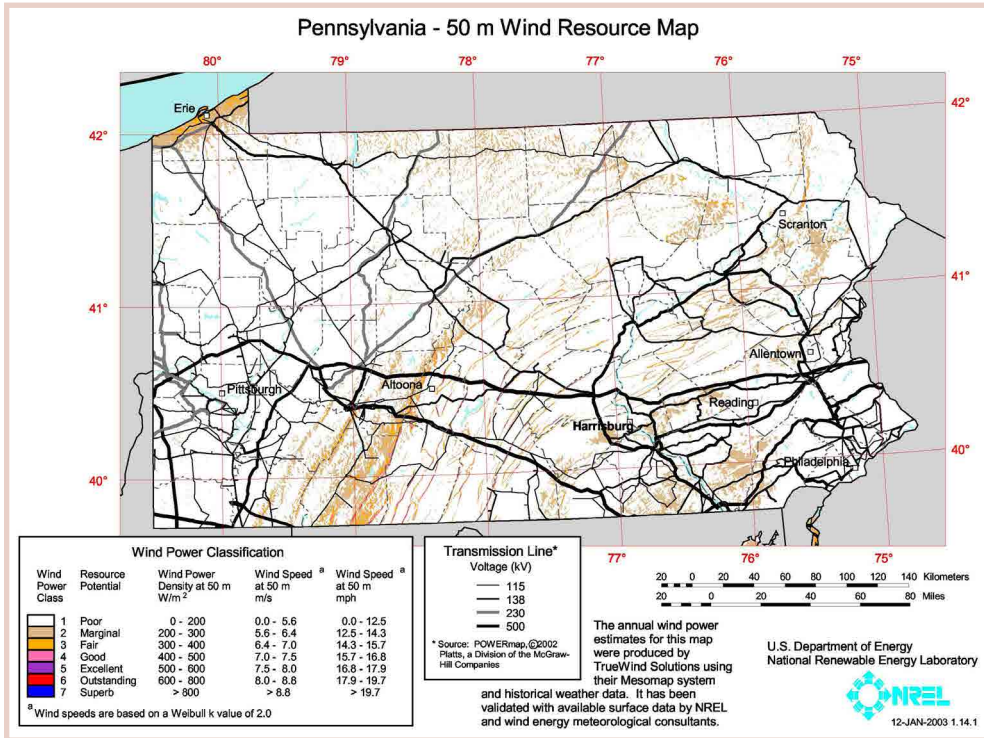
Source: U.S. Energy Information Administration Annual Energy Outlook 2019

## WIND POWER

Historically, windmills powered pumping water from wells; however, in recent decades, they have been employed in areas with constant winds to produce electricity. Windmills are only feasible in areas that have sustained wind speeds of 12.5 miles per hour; wind power is not a reasonable energy source in Pennsylvania, and the city is not well suited for wind production

(FIGURE 8-4). Areas designated Class 3 and 4 are suitable for most wind turbine applications, while Class 2 areas are marginal. Class 1 areas are generally not suitable. Wind power estimates apply to areas that are free of obstructions to the wind and to areas that provide good exposure to the wind, such as plains and hilltops.

FIGURE 8-4. Pennsylvania Wind Resource Map



Source: U.S. Department of Energy National Renewable Energy Laboratory

## SOLAR POWER

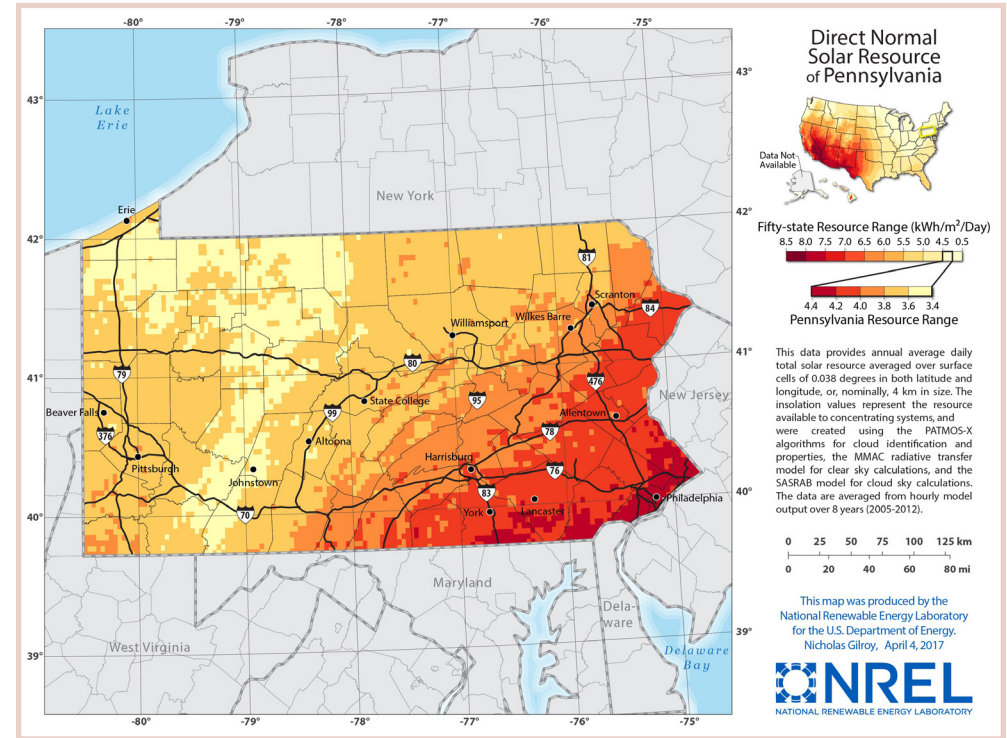
Photovoltaic systems and solar thermal power systems convert sunlight into energy. Solar cells absorb sunlight and convert it directly into electricity, without the use of any moving parts. Since individual cells produce only a small amount of power, cells are sometimes linked together in solar arrays to generate more significant amounts of electricity. Cells or arrays are mounted on roofs or platforms to maximize exposure to the sun's rays. Batteries store unused electricity, which then provides power after sunset or during overcast days. Although the installation of a photovoltaic system is relatively simple, the cost of converting a home or business can sometimes be prohibitively high.

Harrisburg is somewhat well suited for solar power generation in the form of photovoltaic panels employed on rooftops or back or side yards. As FIGURE

8-5 shows, Southeastern Pennsylvania lies in the mid-range of sunlight exposure.

Harrisburg is the home to an almost 63,000 square foot solar field on North 7th Street that contains over 3,500 solar panels. The field sits on five acres of land and is one of the largest urban solar fields on the East Coast. The field's owner estimates that it saves more than 44% on its electric bills due to energy savings. The solar panels, installed in 2012 over six months, are expected to last for 25 years.<sup>50</sup>

FIGURE 8-5. Direct Normal Solar Resource of Pennsylvania



Source: U.S. Department of Energy National Renewable Energy Laboratory

## GEO THERMAL

According to the U.S. Department of Energy (DOE), most of the upper ten feet of the Earth's surface maintains a nearly constant temperature of 50-60°F. A geothermal heat pump (GHP) system consists of pipes buried near the building, a heat exchanger, and ductwork into the building. In winter, heat from the relatively warmer ground travels through the heat exchanger into the building. In summer, the heat exchanger pulls hot air from the building into the relatively cooler ground. The heat removed during the summer can be used as no-cost energy to heat water. In general, GHPs use 25-50% less electricity than conventional heating or cooling systems.



According to the EPA, GHPs can reduce energy consumption and corresponding emissions up to 44% compared to air-source heat pumps and up to 72% compared to electric resistance heating with standard air-conditioning equipment.<sup>12</sup> GHP hardware requires less space than that needed by conventional heating, ventilation, and air-conditioning (HVAC) systems, and they provide excellent 'zone' space conditioning, allowing different parts of a building to be heated/cooled to different temperatures. GHPs have been in use since the late 1940s. Because they have relatively few moving parts, they are durable and highly reliable. The underground piping often carries warranties of 25-50 years, and the heat pumps usually last 20 years or longer. GHPs are suitable for use at the single-family residence level as well as for businesses and larger institutions.

## BIOMASS

Biomass fuels are energy sources from recent-term organic (plant and animal) matter. Examples of biomass sources are trees, farm crops (such as ethanol from corn), manure, plants, and landfill gas. While wood is one of the most plentiful forms of biomass energy, trees can take 10-20 years to become large enough to use, making sound forestry management essential to the viability of this resource. Processing turns grain crops such as corn and wheat into alcohol fuels such as ethanol. Ethanol is a proven gasoline additive already in use. The Ford Motor Company manufactures models of the Ford Ranger and Taurus that run on 85% ethanol and 15% gasoline; however, the high price of ethanol compared to crude oil has inhibited its widespread use to date.

Methane gas derived from animal and human waste using an anaerobic digester is an attractive fuel source. Methane gas can be used either in an internal combustion engine to produce electricity or to assist in co-firing a boiler or heat exchanger system. The conversion of landfill gases to methane has significant potential for energy production, since landfill gas emitted by the nation's 750+ landfills has the potential to power three-million homes if captured and converted.

## ENERGY EFFICIENT STANDARDS

Several techniques can make buildings and developments more energy- or resource-efficient. Increased efficiency occurs due to a building's construction as well as its appliances and HVAC system. Some commonly-used standards for rating the efficiency of buildings, developments, appliances, and HVAC systems include:

- ▶ Energy Star is a government-run product certification label for energy-efficient products, including appliances, HVAC equipment, lighting, home electronics, commercial roofing, and office equipment. Devices carrying the Energy Star logo typically reduce energy use between 20-30%.

- ▶ WaterSense identifies water-efficient products that are at least 20% more efficient without sacrificing performance, offering people a simple way to use less water with water-efficient products, new homes, and services.
- ▶ Forest Stewardship Council is a certification program that promotes responsible forestry and certifies the resulting wood products, ensuring good environmental and social stewardship of forests.
- ▶ Leadership in Energy and Environmental Design (LEED) Green Building Rating System was developed by the U.S. Green Building Council to provide a suite of standards for environmentally sustainable construction. The rating system uses credits and criteria for different building types.
- ▶ The Green Building Initiative developed Green Globes, which uses a point scale to rate new or renovated commercial and multi-family buildings. Categories include energy, indoor environment, site, water, resources, emissions, and project/environmental management.

To date, the following buildings within city limits have received LEED certifications:<sup>51</sup>

- ▶ 2nd and State Street—LEED-Gold (Commercial Interior)
- ▶ 2nd and State Street—LEED-Silver (Core and Shell)
- ▶ HACC Law Enforcement Complex—LEED-Silver (New Construction)
- ▶ AIA Pennsylvania Offices, 240 North 3rd Street—Certified (Commercial Interiors)
- ▶ Rachael Carson State Office Building, 400 Market Street—LEED-Gold (Existing Buildings)
- ▶ Governor's Residence, 2035 North Front Street—LEED-Gold (Existing Buildings)
- ▶ Select Medical Health Education Pavilion, HACC—LEED-Gold (New Construction)
- ▶ Pennsylvania Housing Office Building, 211 North Front Street—LEED-Gold (New Construction)

## OPPORTUNITIES & OBSTACLES

### PURSuing BALANCED ENERGY CONSERVATION

Because Harrisburg is a densely developed community with significant existing infrastructure and building stock, it has many opportunities to pursue energy conservation initiatives. Much of its aging building stock may require costly retrofitting to implement energy conservation projects related to structures. The strategy for pursuing energy conservation may have to employ a balance that can optimize energy conservation rather than maximizing it.

## ENERGY CONSERVATION THROUGH CITY INITIATIVES

The City has the option to initiate energy conservation efforts such as updating ordinances, building codes, and other regulations to either promote or permit green infrastructure and emerging technologies. Such efforts should also update those regulations already in place that may inadvertently limit the use of new energy conservation techniques. The City can also serve in an educational role for its residents and businesses by using its facilities, vehicle fleet, etc. as demonstration projects showcasing these new technologies. Often, grants are made available through a variety of sources to encourage the use of these new technologies.

## PROMOTING ENERGY EFFICIENT TRANSPORTATION

The city's existing street grid and system of sidewalks are well-suited for transportation-related energy conservation efforts. The City should consider placing a higher emphasis on mixed-use development, where residential, commercial, and employment centers are close enough together to be reached on foot. It should also consider parking strategies such as shared parking requirements and adjusted required parking ratios. These and other strategies facilitate efficient parking and encourage walking to reduce the number of vehicle trips, traffic congestion, and increase air quality.

## PLUG-IN & ALTERNATIVE FUEL VEHICLES

Plug-in vehicles can easily recharge if the owner has an indoor garage, carport, or driveway that has ready and safe access to an appropriate outdoor outlet. Recharging a car parked on the street or in a townhouse or commercial parking lot would require the construction of new outdoor outlets and outlet stations. It is difficult to predict if these technologies will become more commonplace, but it could be prudent for the City to establish policies that will not discourage alternative fuel stations.



## KEY ISSUES

- ▶ The City must take a more proactive approach in terms of renewable energy.

## GOALS & OBJECTIVES

### GOAL EU-1

Become a municipal leader within Pennsylvania to push for more sustainable energy generation strategies, providing policies and programs to enable widespread adoption.

#### Objective EU-1.1

Advocate for the State to create a community solar program, allowing for the creation of community- or district-solar programs.

#### Objective EU-1.2

Develop a citywide renewable energy plan with thresholds for local and sustainable energy production.

### GOAL EU-2

Create advantages that make the city a preferred location for new companies and increase the quality of life for existing businesses and residents.

#### Objective EU-2.1

Encourage network resilience for power and data systems.

#### Objective EU-2.2

Ensure a clean, uninterrupted energy supply for commercial areas of the city.

#### Objective EU-2.3

Provide a fiber-optic network throughout the city, working with interested providers to create a robust, affordable network that is available to all residents and businesses.

#### Objective EU-2.4

Provide a robust infrastructure system that creates distinct locational advantages, making the city a preferred location for technology companies.

## ACTIONS

- ▶ EU.1 Encourage multiple service providers in each utility sector to ensure competitive pricing and thwart service failures.
- ▶ EU.2 Facilitate the evolution of localized mesh networks.
- ▶ EU.3 Complete citywide 5G Wi-Fi coverage.

- ▶ EU.4 Facilitate affordable, readily available fiber optic connectivity, actively soliciting new fiber providers.
- ▶ EU.5 Facilitate free Wi-Fi available citywide, working with internet companies to ensure the availability of strong, continuous 5G signal coverage.
- ▶ EU.6 Integrate smart utility systems with initiatives for housing renovations and investment in redevelopment areas to create resilient networks.
- ▶ EU.7 Convene a utility working group to begin implementing Smart Grid utility capabilities.

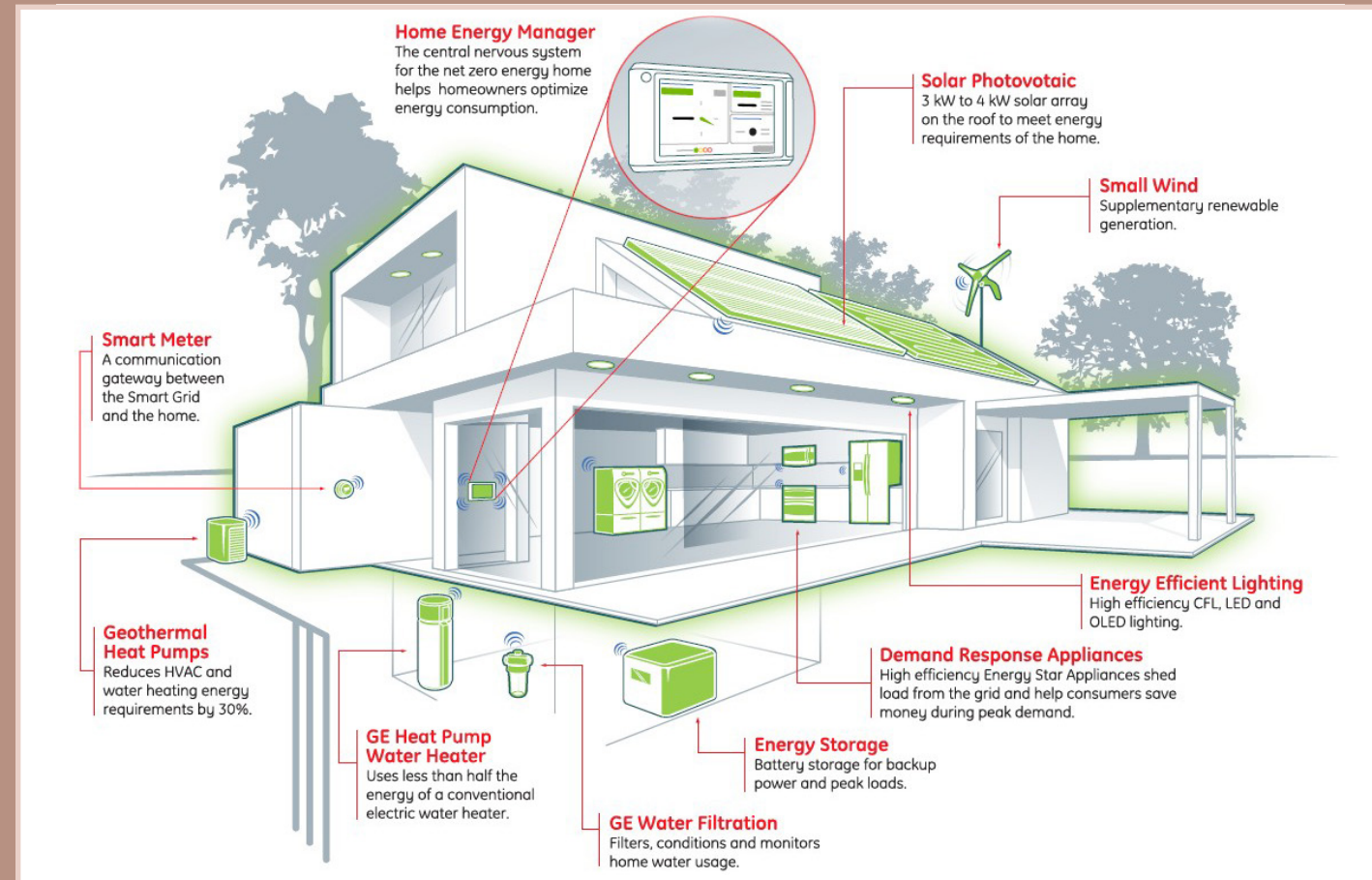
## NET-ZERO ENERGY CITY

Utility payments are a factor in a company's overhead and a significant part of a household's monthly expenses. Achieving the goal of becoming a Net-Zero Energy (NZE) city substantially reduces the cost of power to consumers. A fully realized NZE city provides a more affordable, robust, and safer city than the traditional model of point-source energy generation and delivery. A long-term goal for Harrisburg should be to meet and eventually surpass the goal of being an NZE city.

To achieve this goal, the City will need to work with power providers to develop a plan to implement smart grids throughout Harrisburg and require smart building technology to be incorporated in all new buildings and renovations. Utility providers should provide programs to fully or partially fund integration of smart building technology in new construction and renovation. Due to the city's relatively small area, it is an ideal demonstration site for the early adoption of a smart house/smart grid system.

Renovations of existing housing stock and investment in targeted redevelopment areas create a favorable situation to begin the implementation of NZE infrastructure and individual building systems. New, large buildings are particularly good at achieving NZE status and even becoming net positive generators of energy.

**FIGURE 8-6.** Net-Zero Energy Components



Source: GE Ecomagination Division

# UTILITIES

Capital Region Water, a separate authority from the City, administers Harrisburg's water and sewer services. Pennsylvania Power & Light (PP&L), UGI Corporation (UGI), and NRG Energy (NRG) operate power supply systems. Many publicly regulated private suppliers provide data and telecommunications services. The City transports, and the Lancaster County Solid Waste Management Authority (LCSWA) disposes of, solid waste.

Regardless of the entity supplying services, the City depends on the delivery of all utility services provided within its boundaries. Increasingly, these systems will integrate with the city's roads and buildings through smart networks, to optimize power and water consumption and route vehicles. Over the life of **HBG2020**, the nature of utilities will transform from an assortment of independent services to a more integrated part of the buildings and streets that it serves.

For Harrisburg to evolve into a preferred technology business and entrepreneurial location for the region, state-of-the-art utilities, particularly data access, will provide the most critical deciding factor. Resources to further encourage this include:

- ▶ Smart systems that optimize the use of power and water resources, which can integrate smart grid and smart house systems
- ▶ Fiber optic-based communications networks that can lead the region in preparing for full-coverage 5G network service
- ▶ Transit-based living options including smart streets that take us from public spaces to destinations using the quickest route

## CAPACITY & EFFICIENCY

While utilities provide essential conveniences for residents, they present a critical opportunity to create a strategic advantage for companies choosing to locate in the city. Utility capacity and

reliability can be a make-or-break factor in the location decisions of technology, industry, data, healthcare, and manufacturing facilities.

Critical care healthcare facilities require uninterruptible utility services. The availability of clean power, adequate peak capacity, and uninterruptible power supply is a requirement for many industries. Certain manufacturing activities require substantial clean water resources; while sensitive processes employ a series of filters, beginning with good quality water simplifies the process. Larger institutional users can afford to establish dedicated service, generators, and backup systems, but smaller companies and start-ups typically cannot. To be attractive and competitive, the City needs to provide more robust capacity than is available in surrounding areas.

Data capacity and speed are critical for the location of IT companies. High-speed fiber connections for internet, information, and telecommunications systems have become baseline considerations for technology firms. If the city wants to become the first-choice location for start-ups, fiber connections must be present and active in commercial zones, particularly in the most affordable areas; they will not wait for installation. Available capacity must be ready to serve—immediate high-speed fiber connection is a critical consideration. While fiber-optic systems serve large customers, it is not readily available to small business or households.

Major planned redevelopment areas (e.g., 6th Street Corridor, Meander, City Square TOD) offer the opportunity to plan for sustainable infrastructure from scratch—providing the foundation for sustainable utility districts supporting new economic sectors for the city. Providing these key development sites with integrated, state-of-the-art communication, data, power, and ecological infrastructure will ensure Harrisburg has multiple development sites that

are competitive with the most attractive locations in the Mid-Atlantic region.

From the perspective of project finance, the district utility strategy moves infrastructure costs from initial development to operating, spreading them out over the building's lifetime, significantly reducing the building's initial cost and making financing more accessible and building rents more competitive.

## UTILITY COOPERATION

### SMART TRENCHES & TUNNELS

New development areas offer the opportunity to locate resilient, adaptable service tunnels, allowing easy access to utility systems without the need to disrupt streets. Smart trenches and service tunnels should be required design elements in new redevelopment areas. The City must coordinate utilities to plan, design, and build this critical infrastructure before vertical development takes place on these sites.

Traditional wired utilities are evolving to the point where the city could soon be free of wires, other than for fiber connections and energy distribution. Through coordinated urban design, power lines should be underground on major streets; eventually, the City could coordinate with power, cable, and telecommunications for the phasing-out of utility poles. Targeted redevelopment zones offer an early opportunity to develop and implement utility coordination protocols.



## MAPPING OF EXISTING & ABANDONED UTILITIES

Utility maps show the positioning and identification of utilities that are both below- and above-ground. It involves detecting utilities such as sewer pipes, electric cables, telecommunication wires, and gas and water mains. Combined with topographical surveys, the resulting information provides the City with a comprehensive, detailed map of utilities that are buried underground or directly related to above-ground features.

Utility maps are important anytime groundbreaking occurs, as they show accurate positions of buried utilities. They also help prevent digging into or damaging any utilities that may cause harm to the public or the city's workforce.

Harrisburg University students could be instrumental in creating a coordinated map of the city's utilities; currently, all parties rely on the PAI-Call system. Methodologies would have to be put in place to ensure mapping accuracy. Before this work happens, coordination should occur between the City and utility service providers.

## WATER & WASTEWATER

The Manning Plan provided the city with state-of-the-art water and sewer systems. The water system continues to serve the city well, serving its original purpose of providing fresh drinking water to a large population. In contrast, the sewer system's planned function was to transfer sewage out of the city and away from its riverfront areas. The sewer system used a combined system—at the time, merely having a sewer system was progressive—and so, the combined system seemed efficient, utilizing stormwater to help regularly clean out sewer lines.

CRW is in charge of managing the city's fresh water supply and wastewater system. The city's water supply is one of the best in the nation. Conversely, the over century-old sewer system that combines sewage and stormwater is antiquated and generates high levels of environmental pollution. The EPA and the City have entered into a Consent Decree, which mandates improvement of the water quality of the wastewater stream entering into natural waterways from the city.

## WATER SUPPLY

Fresh water collects in the William T. DeHart Reservoir located 20 miles north of the city in Clarks Valley, in a mountain valley preserve. Recently, CRW entered the 8200-acre DeHart property into a conservation easement with the Ward Burton Wildlife Foundation, the Nature Conservancy, and Fort Indiantown Gap.

The reservoir holds six billion gallons of water. Approximately 8.5 million gallons per day flow to the water treatment facility and into the tanks located in Reservoir Park, where the water supply flows by gravity through

the city's water supply system. CRW tests the water and monitors for 80 possible contaminants in the drinking water supply. Underground water storage tanks in Reservoir Park need maintenance.

A secondary source of water is the Susquehanna River. The secondary intake is in the riverbed across from the pumping station located between Graham and Edward Streets. This source is used only for emergency needs.

CRW maintains almost 250 miles of water mains ranging from 2-36 inches in diameter. Property owners are responsible for the line that connects the main to their building.



## SEWERAGE

Harrisburg's combined sewerage system connects to the city's building and stormwater inlets. Sewer lines collect into two mains, one located under the steps of Riverfront Park and the other aligning with Paxton Creek. CRW is engaged in system upgrades to clean out sewer lines and replace lines where necessary.

The sewer mains conduct wastewater to the treatment plant in southern Harrisburg. In October 2016, CRW completed \$50 million in improvements to its wastewater treatment plant, marking the first major upgrade in 40 years. The facility treats approximately 22 million gallons of water each day for more than 120,000 residents in Harrisburg, Lower Paxton, Susquehanna, Swatara, Paxtang, Penbrook, and Steelton.

The improvements will bring the facility into compliance with regulatory requirements to reduce pollution transmitted to the Susquehanna River and the Chesapeake Bay. These include new treatment units that will reduce nitrogen pollution by 90% and suspended solids (i.e. particles in the water) by nearly 50%.

During rains and rapid snowmelt, the system frequently exceeds treatment plant capacity, and water flows directly into Paxton Creek and the Susquehanna River through a series of outfalls, allowing untreated waste to enter the river system. In 2014, there were 88 reported direct outfall instances. CRW is committed to reducing outfall occurrences from the combined sewer system.

## STORMWATER MANAGEMENT

In response to the consent decree, CRW and the City have embarked on a significant effort to manage surface stormwater better and upgrade the combined sewer system. The goal of the upgrade is to prevent stormwater from flowing into the combined sewer system at rates faster than the wastewater treatment plant can process wastewater. When wastewater flow exceeds the plant's processing capacity, the untreated water flows directly into the Susquehanna River and Paxton Creek.

New projects will employ strategies to reduce the volume of stormwater entering the sewer system, including using green roofs and converting vacant and blighted properties to green space. The Paxton Creek Greenway will be a significant component in this stormwater management strategy. The Greenway provides an area for the interception, retaining, infiltration, and temporary storage of stormwater from a majority of the city's land area. The Greenway is a strategic planning initiative, providing an ecological buffer for stormwater management and native species habitat, with a recreational spine throughout the city's core, providing economic development opportunities in planned areas within the landscape. Another project will replace critical sections of the sanitary and sewer collection system in danger of imminent failure to avoid sinkholes and continue operations.

## CLEAN WATER VIOLATIONS

In 2015, the EPA, Pennsylvania Department of Environmental Protection (PDEP), Harrisburg, and CRW announced a partial settlement to resolve alleged Clean Water Act violations involving sewer overflows and discharges of polluted stormwater to the Susquehanna River and Paxton Creek. This consent decree will help protect people's health, the two impacted waterways, and ultimately the Chesapeake Bay.

Under the agreement, CRW is taking significant steps to improve the operation and maintenance of Harrisburg's wastewater and stormwater collection systems, including construction upgrades at its wastewater treatment plant. The updates will significantly reduce discharges of nitrogen pollution from the plant, which is currently the largest point-source of nitrogen pollution to the Susquehanna River. CRW is also conducting a comprehensive assessment of existing conditions within its combined sewer system and is developing a long-term control plan to curtail combined sewer overflows.

The settlement addresses problems with Harrisburg's combined sewer system, which during rain events and dry weather, frequently discharges raw sewage, industrial waste, and polluted stormwater into Paxton Creek and the Susquehanna River. Keeping raw sewage and contaminated stormwater out of the waters of the U.S. is one of EPA's National Enforcement Initiatives, as sewage overflows and stormwater discharges from municipal sewer systems pose a significant threat to water quality and public health.

## POWER & ELECTRICITY

### NRG ENERGY

NRG is the leading integrated power company in the U.S., built on the strength of the nation's most extensive and diverse competitive electric generation portfolio and leading retail electricity platform. NRG can be one of the City's key partners to achieve clean-energy targets.

NRG maintains three facilities in Harrisburg—a chiller water plant serving the Pinnacle Hospital complex, a steam plant on 9th Street, and a 12 MW electric plant on Paxton Creek. The plant operates only to provide peak-savings to the grid, powered by natural gas supplied by UGI; it has an oil back-up burner if the natural gas system fails. NRG has been reducing the extent of the steam system; it currently has approximately six miles of steam lines, with 40% of its load serving the Capitol Complex. The steam plant recently upgraded to include return condensate, which provides an efficient, closed-loop system.



## FUTURE PLANNING

NRG already can deliver local area utility networks within the city. It could establish district heating and cooling systems for new TOD developments from its existing facility. New distributed generation plants could provide district heating, cooling, and power to the city's other targeted redevelopment areas.

## ENERGY SOURCE REDUNDANCY

Maximizing the number of energy sources feeding the city's power grid increases its options to optimize the relationship between power cost and consumption. Private energy companies will often fund the cost of energy generation up front.

NRG has a Power Purchase Agreement (PPA) that allows the company to build new power generation capacity in exchange for an agreement to buy a certain amount of power over a fixed period. NRG would be a likely candidate to provide distributed generation facilities for power, heating, and cooling services to the targeted redevelopment areas within the city.

Other companies follow similar models. For example, Tesla (with its recent acquisition of Solar City) will provide rooftop solar array systems that are 100,000 square feet or larger. In return, Tesla/Solar City will offer the host structure a 30% discount on power. Tesla/Solar City provides all power to the host building, regardless of who actually generates it, and sells excess energy back to the grid.

## PP&L



PP&L provides electrical distribution throughout Harrisburg. The utility has five primary customers in the city, including the State of Pennsylvania. PP&L provides spot networks to individual clients, such as PNI, which has a standalone 480-volt network to power its operations.

PP&L representatives noted that the city has a very reliable system; it maintains over 100 transformers located in ground vaults throughout Harrisburg (many of these vaults are currently in a replacement program). The system is modeled as a web, providing redundancy. The current investment seeks to increase this redundancy, providing greater reliability.

## PP&L SMART GRID DEVELOPMENT

In 2015, PP&L began smart monitoring of the city's entire electrical system from its headquarters in Allentown. The smart grid is currently active in Midtown and Uptown and provides real-time information and problem location detection.

## STREETLIGHTS

PP&L provides streetlights to the city. They have started a program within Harrisburg to convert City streetlights from metal halide lamps to LED fixtures. In the future, streetlights should avoid the cobra head fixtures developed for use on interstate highways and instead use those designed for urban environments, which reduce light pollution, particularly in residential areas.

## CAPACITY

The power supply is sufficient for the city's needs. PP&L has no plans to expand the electrical distribution system or power supply, based on population forecasts. It does provide a second feed to City Island, due to the severance of its primary feed in 1996.

## FUTURE PLANNING

PP&L coordinates activities with the City Engineer and looks for opportunities to bury electrical supply cables in newly planned developments throughout the city. Overhead lines transmit

most power, and PP&L does not intend to bury these electrical lines proactively.

## NATURAL GAS

Natural gas will likely provide the least expensive energy cost for the foreseeable future in Pennsylvania; as the state is one of the largest producers of gas in the country, the intra-state supply is likely to be reliable and affordable. The longstanding federal policy sees natural gas as a transition from fossil fuels to fully renewable energy sources. Since the city is very close to rich sources, it is logical to build medium-term policies around gas power.

UGI supplies natural gas to the city and is upgrading all gas lines from low- to medium-pressure in response to increased customer demand and high-efficiency gas equipment. High-density plastic replaces cast iron and bare steel pipelines throughout the system. A project around the city center occurred, replacing older metal pipes with five miles of new medium-pressure piping. Sections of Allison Hill, 3rd Street, Maclay Street, and Chestnut Street underwent pipe upgrade projects in 2016. As a result of the pressure upgrade, UGI replaced gas regulators on building exteriors and installed interior meters in the city's historic structures.

The utility is transitioning to remote meter reading, where a UGI vehicle can drive by properties to acquire meter readings. Remote meters monitor pressure and temperature. Supervisory control and data acquisition (SCADA) is a system for remote monitoring and control that operates with coded signals over communication channels. UGI coordinates with the City Engineer on city paving schedules, in an attempt to co-schedule planned upgrades or system maintenance.

## COMMUNITY PROGRAMS

UGI provides incentives for energy efficiency through community outreach programs for low-income households.

# TELECOMMUNICATION

Telecommunication services are transitioning from a single-source provider to a marketplace with many options in providers and technology.

Fiber-optic service exists in the city, but it serves only large dedicated users such as the State. Verizon and Comcast state that they provide fiber-optic service, but distribution is limited. Fiber networks are initially expensive to provide but provide internet speeds up to 1000 times faster than coaxial cable. The introduction of fiber service throughout the city's commercial areas is critical. As noted, to be competitive for technology companies, the city needs affordable, readily available fiber-optic connectivity. To be a desirable place to live, Wi-Fi must also be available citywide. The City should facilitate achieving these goals.

Telecommunications have also leaped forward with the introduction of 5G wireless service. 4G LTE service is available throughout the city. The 5G network system has much higher speeds and capacity, and much lower latency than existing cellular systems. 5G networks will rely on networks of small cells, rather than using massive towers radiating great distances. Some are because of the nature of frequencies used, but a lot is due to expanded network capacity. The most significant change 5G may bring is virtual and augmented reality. As phones transform into devices used with VR headsets, the very low latency and consistent speeds of 5G provides an internet-augmented world, if and when desired. The small cell aspects of 5G may also help with in-building coverage, as 5G encourages every home router to become a cell site.

## VERIZON

Verizon representatives stated that they are investing in conversion from copper to fiber-optic connections and phasing out copper wire throughout the city but did not comment on the speed of this transition. Fiber-optic service, branded as FiOS by Verizon, is a bundled internet access, telephone, and television service that

operates over a fiber-optic communications network to over five million people in nine states.

## VERIZON WIRELESS

Verizon Wireless supports 4G LTE cellphone coverage citywide. Verizon works with vendors to place small cell antennas that will carry 4G and 5G service to create citywide Wi-Fi service.

## COMCAST

Comcast focuses on enterprise services, which emphasizes services to small- and medium-sized businesses. Their service supports smart utility meters and traffic management systems. The system can be used effectively for Smart Cities' communication with citizens.

Comcast representatives stated that the company has a fiber-rich network throughout the city, providing voice, video, and X-1 video on demand (VoD) television and entertainment platform. Any service they provide in the country is available in Harrisburg; however, an affordable fiber system for the small business and individual consumer is not yet available. Comcast is working to provide citywide Wi-Fi coverage that enables car-to-car communications for future intelligent and driverless cars.

## STUDENT & LMI RESIDENT SERVICES

Comcast offers an 'Internet Essentials' program, which provides internet access to schoolchildren and their families for a low monthly fee. This program extends to all residents of public housing. Schoolchildren also receive a free device for homework. As students reach higher levels of education, Comcast also provides STEM Education Grants.

# SOLID WASTE & RECYCLING

The city had a detailed report on solid waste and recyclables prepared by Barton & Loguidice in May 2015. The detail contained in this report surpasses the need for **HBG2020** to discuss the issue of solid waste and recyclables in detail; it

stands as the guiding document for solid waste and recyclables. The only component of **HBG2020** that the 2015 report did not contemplate is the development of the proposed Southern Green, which adjoins the LCSWMA incinerator facility across Spring Creek (the Cameron Parkway Section of the Greenbelt). The opportunity to place an organic composting site in the Southern Green could serve as a convenience to the LCSWMA facility and city residents as a location to dispose of organic waste and pick up composting materials for use in private gardens.

## RECYCLING & COMPOSTING

Harrisburg continues to be afflicted with illegal dumping, which is a condition that will likely continue until community reinvestment reaches a point to eliminate areas of vacant and distressed properties virtually.

The city has made great strides in rationalizing solid waste removal. Within the last five years, residential curbside trash and recycling containers were standardized citywide, significantly reducing accidental litter emanating from open and overstuffed trash cans supplied by individual property owners—or worse, unprotected plastic bags left curbside.

The City must coordinate citywide recycling programs with LCSWMA to increase recycling rates of non-renewable glass, metals, and plastics. The City and LCSWMA need to develop a strategy for the composting of organic materials.

Two areas require similar rationalization: glass and organic waste. Recently, glass has been eliminated from recycling collection, so residents have little choice but to place it in general garbage, where it adds significant weight to the city's stream, which is a wasteful use of its incinerator allowance. The 2015 report recommends a study of glass handling options.

The City gathers street cleaning debris, leaf collection, and yard waste; however, there are no composting facilities in Harrisburg. The City provides for the collection of yard waste through street sweeping and leaf collection in the fall.



## WASTE-TO-ENERGY INCINERATION

Harrisburg's waste collection system, is processed by the and cooling tower replacement. Susquehanna Resource Management Complex

(SRMC), located on a 50-acre site in southern Harrisburg. LCSWMA assumed control of the SRMC in December 2013. Since taking over the operations of the plant, LCSWMA invested over \$5M in a new transfer building and over \$5.6M in improvements to address extreme deferred maintenance of the plant's equipment including new boilers, fans, and emissions monitoring equipment. An additional \$25M in continued upgrades to the system is anticipated, including turbine cleanup, ash

The plant consumes approximately 350,000 tons of trash per year. Metals are recovered from the trash stream for recycling. The remainder of the trash is incinerated to create steam that the plant uses to generate electricity. The plant provides 110,000 megawatts of power to the State Capitol Complex annually. Excess power is sold to the regional electricity grid. LCSWMA's landfill in Lancaster County has projected capacity until 2030.



In January, the City conducts special Christmas tree collection dates. The 2015 report recommends adding pickup of compostable bags of yard waste or a separate color-coded 32-gallon yard waste container for weekly or monthly collection.

Planning for the deconcentration of Hall Manor and the development of the Southern Green could include a composting facility. Locating the composting facility in the Southern Green would be consistent with its initial programming emphasis on urban agriculture and horticulture.

## KEY ISSUES

- ▶ Communication services are drastically changing.
- ▶ Harrisburg utilizes a combined sewer system, which has resulted in problems due to the volume of entering stormwater.

## GOALS & OBJECTIVES

**GOAL EU-3** Transition Harrisburg to a state-of-the-art utility environment.

- Objective EU-3.1 Seek out opportunities for case study demonstration sites for sustainable utilities, energy, and urbanism.
- Objective EU-3.2 Develop communication protocols that ensure utility and infrastructure integration.
- Objective EU-3.3 Develop mapping of the city's existing and abandoned utilities.

**GOAL EU-4** Plan the city as a collection of sustainable urban precincts.

- Objective EU-4.1 Provide distributed energy systems to new development areas in the city.

**GOAL EU-5** Reduce the city's waste stream.

- Objective EU-5.1 Improve recycling efficiency.
- Objective EU-5.2 Improve composting capacity.

**GOAL EU-6** Eliminate outfall of untreated wastewater into Paxton Creek and the Susquehanna River.

- Objective EU-6.1 Reduce the volume of stormwater entering the combined sewer system.

## ACTIONS

- ▶ EU.8 Convene regular meetings with utility providers.
- ▶ EU.9 Work with Harrisburg University students to develop coordinated maps of city utilities.
- ▶ EU.10 Plan for sustainable local area utility networks in the city, providing district heating, cooling, and power to targeted redevelopment areas.

- ▶ EU.11 Integrate utilities with roads and buildings through smart networks.
- ▶ EU.12 Provide key development sites with state-of-the-art integrated communication, data, power, and ecological infrastructure to provide the city with development sites competitive with other Mid-Atlantic region locations.
- ▶ EU.13 Plan utility tunnels and Smart Trenches in redevelopment areas and in conjunction with major planned street infrastructure.
- ▶ EU.14 Coordinate utilities to plan, design, and build utility infrastructure before vertical development takes place.
- ▶ EU.15 Encourage retrofitting individual housing units with smart meters that communicate directly with utility providers.
- ▶ EU.16 Encourage the use of solar panels for domestic hot water and heating.
- ▶ EU.17 Encourage UGI to place meters unobtrusively, ideally to the rear of buildings.
- ▶ EU.18 Facilitate the transition to remote meter reading.
- ▶ EU.19 Avoid placing utilities under the roadway on major commuter streets.
- ▶ EU.20 Require the burial of electrical supply in new developments throughout the city and other locations.
- ▶ EU.21 Coordinate citywide programs with LCSWMA to increase the recycling of non-renewable glass, metals, and plastics.
- ▶ EU.22 Coordinate with LCSWMA to collaborate in the programming and redevelopment of a composting facility.
- ▶ EU.23 Invest in ecological buffer areas along Paxton Creek to provide infiltration areas for the city.
- ▶ EU.24 Install green roofs on City buildings and incentivize green roofs on private buildings.
- ▶ EU.25 Work to retain and infiltrate stormwater.
- ▶ EU.26 Prioritize the replacement of critical sections of the sanitary and sewer collection systems in danger of imminent failure to avoid sinkholes and continue operations.

# 09

# INTEGRATION & IMPLEMENTATION

# IMPLEMENTATION



# INTRODUCTION

**HBG2020** represents Harrisburg’s vision for the growth, development, and preservation. It will guide the City in evaluating future planning decisions. It is intended to shape decisions about infrastructure, development, historic preservation, and the natural environment.

## INTEGRATION

### PLAN ELEMENT INTERRELATIONSHIPS

Article III of the MPC requires that comprehensive plans provide a statement of interrelationship among the various plan components. This requirement is intended to ensure that plan components are integrated and do not present conflicting goals, objectives or policies. During **HBG2020**’s preparation, each element chapter was reviewed several times and was shared with the county and neighboring jurisdictions. Any inconsistencies identified during these reviews were corrected to provide city decision-makers, residents, business owners, and other stakeholders clear direction regarding Harrisburg’s future growth, development, and preservation.

**HBG2020**’s core values (see **CHAPTER 01**) are interrelated and, together with the goals outlined in the element chapters, provide a holistic strategy for the city’s future. Basing the goals and subsequent objectives and action strategies on the core values, identified early in the comprehensive planning process through community input, ensured that each goal and supporting objectives are well-integrated and aligned to preclude conflicts during their implementation. There is also a relationship among the goals and the success of each helps achieve the collective attainment of all goals, and ultimately the vision, expressed through the core values, for Harrisburg.

### RELATIONSHIP TO OTHER PLANS

Article III of the MPC requires that comprehensive plans include a statement describing the degree of compatibility of the comprehensive plan with those of surrounding jurisdictions as well as the county. Consideration of these relationships is essential to ensure that the planning and policy recommendations of the planning area are consistent with those of the overall county and with those of adjoining jurisdictions.

### CONSISTENCY WITH THE DAUPHIN COUNTY PLAN

The Dauphin County Comprehensive Plan, *Growing Together*, was adopted on July 12, 2017. **HBG2020** is consistent with *Growing Together*. Both plans focus on community development, environmental protection and enhancement, and economic development.

The two plans are highly consistent with regard to:

- ▶ managing growth toward areas with existing public facilities and services
- ▶ promoting the use of planning and stormwater management best management practices
- ▶ promoting the creation of livable, sustainable communities
- ▶ promoting economic development
- ▶ integrating land use with transportation and other public infrastructure

Harrisburg will continue a long-term cooperative planning effort with Dauphin County.

### COMPATIBILITY WITH ADJOINING PLANS

Harrisburg borders Susquehanna Township to the north and east, Swatara Township to the south, and Paxtang Borough to the east. **HBG2020** is consistent with the various planning efforts for these jurisdictions as follows.

#### SUSQUEHANNA TOWNSHIP

Susquehanna Township adopted *Sustainable Susquehanna 2030* in May 2019. To the south, the Township reflects the more urban influences of Harrisburg, with many of the streets developed in a grid pattern, lined with shade trees, sidewalks, and a mix of uses. Corridors located close to Harrisburg have older, established uses with an urban character. The plans share common visions including enhancing commercial corridors, strengthening neighborhoods through proactive investments in multimodal connectivity and park enhancements, and protecting the natural environment. *Sustainable Susquehanna* envisions working with the city on various future planning activities including redevelopment of shared/adjacent sites, corridor and multimodal planning efforts, and park planning. Accordingly, the two plans are compatible.

#### SWATARA TOWNSHIP

A draft of *Swatara Rising 2025*, Swatara Township’s municipal comprehensive plan update was presented for review in October 2019. The plans share common goals including increasing overall safety, improving traffic movement, mitigating congestion, and providing multimodal facilities; protecting and enhancing existing urban areas, patterns, and structures; improving existing parks and recreation sites; making existing commercial districts more attractive; and providing for essential municipal facilities. Proposed future efforts include working with the City on a variety of efforts; thus, the plans are compatible.

## PAXTANG BOROUGH

Paxtang Borough's 2009 Comprehensive Plan is the first comprehensive plan to be adopted by the borough. It shares goals with **HBC2020** including providing for a mix of compatible land use development and building designs; providing for new housing opportunities that are consistent with existing neighborhoods; supporting and promoting local businesses; providing adequate community facilities and services; promoting safe and efficient access and mobility through its street network, public transportation, and multimodal opportunities; preserving, enhancing, and promoting historic, cultural, and architectural heritage; and preserving and enhancing natural resources. Paxtang proposes retaining its mixture of existing businesses along with its existing residential neighborhood uses adjacent to Harrisburg. Harrisburg's existing zoning generally provides for similar or compatible uses along most of its adjacent borders. Land in both municipalities is generally built out and both are generally separated physically by major transportation infrastructure corridors. Paxtang's proposed enhanced screening, landscaping, buffering, and coordinated access requirements related to future redevelopment of business uses east of the Rudy and 29th Street intersection will have less of an impact on the City's nearby residential zones than currently exist; therefore, the plans are compatible.

## IMPLEMENTATION

Implementation is an essential element of the comprehensive planning process. The impact of a comprehensive plan is measured by the effectiveness of its recommendations and policies. Planning for the future should not be a stagnant process, but a process that incorporates continuous analysis, revisions, and actions.

### IMPLEMENTATION ROLES

No single individual or entity is responsible for **HBC2020**'s implementation. There are multiple aspects of the plan that require participation by various parties such as the adoption of regulations, administration of development codes, and partnering with different organizations. Each individual or group involved with **HBC2020** has a vital role to play in its implementation, based on their authority or expertise.

**CITY COUNCIL** The City Council's key responsibilities are to decide and establish priorities, set time frames for when actions should be initiated and completed, and determine the financial resources to be made available for implementation efforts.

**PLANNING COMMISSION** The Planning Commission is charged with making recommendations to the City Council regarding zoning and the comprehensive plan. In this role, the Planning Commission acts as the connection between City staff and City Council, making sound recommendations in the best interest of the city.

**CITY STAFF** City staff is involved in the most direct application of **HBC2020**. They are responsible for administering the plan through the zoning ordinance, subdivision codes, and other regulations influenced by **HBC2020**. City staff works directly with property owners and developers to translate the vision in **HBC2020** to the built environment through the administration of these ordinances.

**OUTSIDE ORGANIZATIONS** **HBC2020**'s implementation does not solely rely on city resources. Entities like private developers, other government agencies, or local nonprofit organizations are useful resources to implement specific recommendations. These entities can provide resources and support for elements of the plan to assist the City in completing particular tasks.

### TOOLS

**ZONING** Zoning is the primary tool of comprehensive plan implementation. Zoning ordinances divide a municipality into specific districts and establish regulations concerning the use, placement, spacing, and size of land parcels and buildings within respective districts. Zoning is intended to avoid disruptive land use patterns by preventing activities on one property from generating negative impacts to other properties. Ordinances describe the various districts, permitted uses, regulations, standards, and include a map detailing the location and extent of each district. All zoning amendments should be consistent with **HBC2020**.

## DESIGN GUIDELINES

Design guidelines can be considered, or updated, to incorporate character and aesthetic provisions for new development and promote context-sensitive design. These guidelines are intended to inform project designers and developers of the city's expectations and preferences for the character of new development (or redevelopment). They should allow projects to be designed in a manner that responds to the unique characteristics of their individual sites, while still being consistent with the community's character, or the character that the community is working to achieve.

## OFFICIAL MAP

The Official Map is a map of a municipality that shows and "reserves" the locations of planned future public rights-of-way, such as streets, parks, trails, open space networks, and other public purposes. It is not a zoning map. The adoption of an official map expresses a municipality's interest in acquiring these lands for public purposes sometime in the future. If a landowner seeks to develop land noted on the map, the municipality has one year to pursue acquisition from the owner before the owner may freely build or subdivide.

## SALDO

Subdivision and Land Development Ordinances (SALDO) should be reviewed for compatibility with land use and zoning goals and zoning ordinance changes, consistent with the comprehensive plan. The SALDO sets the physical parameters for future development to ensure the pattern of development recommended in the comprehensive plan actually occurs. The SALDO establishes the procedures, platting, and design requirements associated with the subdivision of land into parcels or development of lots. Lot size is largely determined by zoning regulations, but the shape, location, ability to be served by utilities, drainage improvements, and sidewalks occurs through application of subdivision regulations.

## CIP

The Capital Improvement Program (CIP) is the way local governments determine, schedule, and prioritize major public facilities and services needed to implement the comprehensive plan. It outlines the multi-year scheduling of public physical improvements and related costs to help guide the municipality's decisions on how to allocate available funds over a 5-year period. The comprehensive plan provides the basis for CIP requests and review criteria for capital expenditures.

## UPDATING HBG2020

**HBG2020** is intended to be a living document that allows for flexibility as community priorities change. Over time, there are changes in political, economic, physical, technological, and social conditions that influence the city's development, and **HBG2020** should be reviewed and regularly updated. If it is to reflect community goals and remain relevant, it must be reviewed periodically to ensure plan elements, policies, and recommendations are still applicable.

### MINOR AMENDMENTS

Minor amendments can be proposed at any time, and can be addressed by the City as they arise or may be documented and compiled for a more thorough evaluation via an annual review process.

### MAJOR AMENDMENTS

More significant plan revisions and updates should occur no more than every five to ten years. Major updates involve reviewing the current conditions and projected growth trends; reevaluating policies and recommendations and formulating new ones as necessary; and adding to, modifying, or removing recommendations based on their implementation progress.

### *Annual Progress Reporting*

After **HBG2020**'s adoption, it should be reviewed every year and a report prepared for the City Council. This annual review will ensure the plan does not remain static. It is also important to ensure that policies and ordinances are consistent with **HBG2020**'s recommendations.

### *Comprehensive Plan Updates*

It is recommended that the city's comprehensive plan is updated at least every ten years. At this time, the conditions of the community can be assessed, the success of the plan can be evaluated, and the goals of the plan can be realigned with changes in the community.

## IMPLEMENTATION TABLES

The implementation table is a tool to identify and monitor the progress of recommended action items. These action items can only be achieved through a collection of stakeholders and partnerships working together to promote the health and welfare of the community. The following tables consolidates action items in a comprehensive list.

## Action Item Number

Each action item listed in the following tables includes a reference number to its corresponding element chapter. Additional information on these actions items can be found in the related chapters.

<b>LU</b>	Land Use & Community Facilities	<b>CHAPTER 02</b>
<b>H</b>	Housing	<b>CHAPTER 03</b>
<b>MA</b>	Mobility & Access	<b>CHAPTER 04</b>
<b>ED</b>	Economic Development	<b>CHAPTER 05</b>
<b>POC</b>	Park, Open & Civic Space	<b>CHAPTER 06</b>
<b>HC</b>	Historic & Cultural Resources	<b>CHAPTER 07</b>
<b>EU</b>	Energy & Utilities	<b>CHAPTER 08</b>

## Strategic Tools

Each action item is categorized by its strategic tool type:

- PLANS**
- ▶ A reference to an existing plan and call to implement or update it
  - ▶ Creation or adoption of new plans, studies, or planning exercises

- CODES**
- ▶ Creation of new codes or regulations
  - ▶ Update of an existing code or regulation

- OPERATIONS**
- ▶ Continuation or expansion of a current city program or practice
  - ▶ Support for change to city program or practice

- FINANCING**
- ▶ Identification of a need for city financing for capital improvements
  - ▶ Pursuit of philanthropic or other funding sources

- PARTNERSHIPS**
- ▶ Identification and development of partnerships that could help achieve the related goal

- KNOWLEDGE**
- ▶ Creation of public awareness on a topic
  - ▶ Enhancement of staff and community capacity

**Table 9-1.** Allison Hill Implementation Items

No.	Action Item	Location	Tool
LU.12	Populate the proposed Meander Park with recreational opportunities including splash parks, spray parks, basketball courts, handball courts, and a skate park.	Allison Hill	Financing
LU.13	Re-plan 17th Street as a low-speed, high-capacity street connecting I-83 to Elmerton Avenue via Sycamore Drive, connecting institutions, campuses, and innovations zones atop the city's eastern bluff.	Allison Hill	Financing
LU.14	Convert 18th Street to predominantly pedestrian use, connecting neighborhood schools in the south to Reservoir Park in the north.	Allison Hill	Financing
LU.15	Prepare an area plan for Pleasant View Circle with a focus on goods and services.	Allison Hill	Plans
LU.79	Develop a plan for the establishment of a local food market, in coordination with Hamilton Health Center, as part of the Meander Park concept.	Allison Hill	Plans
MA.21	Create a linear sequency of public plaza spaces between 17th and 18th Streets, connecting residential and neighborhood commercial uses to Reservoir Park, as a pilot project for low-traffic, pedestrian-oriented streets.	Allison Hill	Financing
POC.10	Improve multimodal accessibility and mobility through Reservoir Park.	Allison Hill	Financing
POC.11	Develop botanical, horticultural, or environmental programming for Reservoir Park, targeting and integrating with school programs, local and regional festivals, and community events.	Allison Hill	Operations
POC.14	Renovate Reservoir Park facilities (e.g., greenhouse, pavilion, band shell) to support entertainment, artistic and cultural uses, and youth programming.	Allison Hill	Financing
POC.15	Create a master plan for Reservoir Park that includes a parking study that will minimize the parking footprint.	Allison Hill	Plans
POC.45	Program activities and amenities in the Allison Hill pedestrian plaza.	Allison Hill	Operations
POC.46	Redesign 18th Street as a living street.	Allison Hill	Financing
POC.48	Create a linear living streets model in Allison Hill.	Allison Hill	Financing
POC.52	Convert the corridor formed by Catherine, Argyle, 14th, and 15th Streets into a living street.	Allison Hill	Financing
POC.56	Coordinate with the State to integrate the Armory building into Harrisburg's open space system.	Allison Hill	Partnership
HC.10	Establish new municipal historic districts in Academy Manor and Bellevue Park if there is public support to move forward with the official designation.	Allison Hill	Plans



**Table 9-2.** Downtown Implementation Items

No.	Action Item	Location	Tool
LU.1	Develop regulations and building guidelines to encourage high-density development in downtown expansion areas.	Downtown	Codes
LU.3	Explore the capacity of the HRA to serve as the master developer coordinating and sequencing CBD expansions	Downtown	Partnership
LU.4	Direct the preparation of a detailed plan to describe, coordinate, and sequence CBD expansions with an emphasis on creating a vehicle-optional city center, integrating with the TOD.	Downtown	Plans
LU.6	Develop minimum height and density requirements with absorption studies as a basis for the CBD's urban design and its extensions, additionally describing the character and aesthetic goals of the area.	Downtown	Codes
LU.7	Identify sites for premium residential uses in the CBD.	Downtown	Plans
LU.9	In coordination with the HDC, explore the creation of a long-range planning process for HDC-controlled areas of the CBD as a first step in planning for CBD expansion.	Downtown	Plans
LU.10	Convert Market Street to standard, two-way traffic flow.	Downtown	Financing
LU.11	Implement Market Street's reorganization as a whole, connective experience crossing through the city's most vital locations.	Downtown	Plans
LU.18	Develop a special area and action plan to stabilize and preserve Front Street's important cultural landscape, which extends from the Susquehanna River to Susquehanna Street and includes all 2nd Street properties to define and direct development.	Downtown	Plans
LU.19	Develop a long-range plan for Riverfront Park and Front and 2nd Streets as a unified landscape and amend the special purpose district to reflect the civic importance of this unique cultural landscape and conserve and refine its form.	Downtown	Plans
LU.20	Address vacant lots and underutilized tracts either through the direct development by a Front Street trust or through clearly defined development requests for proposals that provide clear design guidelines.	Downtown	Operations
LU.21	Explore designing two-way 1st, 2nd, and 3rd Streets as an integrated system of flexible streets.	Downtown	Financing
LU.22	Explore traffic calming on Front and 2nd Streets as part of the riverfront landscape plan,	Downtown	Plans
LU.25	Develop a flood control plan for Shipoke.	Downtown	Plans
LU.41	Work with the investment and development communities to introduce policies that can ease the downtown toward market pricing.	Downtown	Partnership
LU.42	Consider establishing and maintaining a build-out model of the downtown and its neighboring areas to help guide future planning efforts.	Downtown	Plans
LU.43	Consider developing urban design guidelines or a full form-based code to inform investment in the downtown expansion areas.	Downtown	Codes

LU.44	Explore strategies to locate commercial uses in innovation/incubator zones in the CBD or one of its planned extensions.	Downtown	Plans
LU.47	Develop regulations and building guidelines to encourage high-density development in CBD expansion areas.	Downtown	Codes
LU.54	Ensure that the City Government Center becomes a national model for progressive governmental facilities through improved building networks, energy-efficiency measures, and data storage and analysis infrastructure.	Downtown	Financing
LU.59	Establish a police headquarters facility that meets the modern public safety and crime-fighting needs of the Bureau, including an evidence room, laboratory facilities, and equipment cages.	Downtown	Financing
LU.62	Evaluate the current co-location of the City's Police and Fire administration offices and proposed changes to enhance operational efficiency.	Downtown	Plans
LU.73	Collaborate with UPMC Pinnacle on a long-range expansion strategy for the redevelopment of the southern Downtown gateway in anticipation of PennDOT's I-83 widening project.	Downtown	Plans
LU.75	Discuss the addition of a trauma center to UPMC Pinnacle's Downtown campus.	Downtown	Operations
MA.4	Develop a more comprehensive street grid by converting 2nd Street and Market Street to two-way travel and extending 3rd Street to I-83.	Downtown	Financing
MA.43	Analyze transportation conditions, demands, and benefits for new rapid bus service between Harrisburg and the western shore and through the city's center.	Downtown	Plans
MA.51	Develop a zoning overlay, creating a TOD overlay zone around the HTC, that includes increased density allowances, reduced parking requirements, design guidelines, floodplain development guidelines, mixed-use development requirements, bicycle and pedestrian accommodations, and affordable housing provisions.	Downtown	Codes
MA.54	Work with SP+ to conduct a Downtown/Midtown parking consolidation study to centralize parking, freeing up urban land for development, and maintaining reasonable accessibility for drivers.	Downtown	Plans
ED.29	Encourage business growth through stronger ties to secondary and post-secondary educational institutions in Downtown.	Downtown	Partnership
ED.31	Continue to work with local real estate agents, property owners, and developers to attract commercial and retail businesses to Downtown.	Downtown	Partnership
POC.1	Improve sports- and recreation-based activities on City Island and develop winter programming such as ice rinks, ice sculpture competitions, polar bear swims, and sledding hills.	Downtown	Operations
POC.2	Explore adaptive reuse of the Bath House to activate the northern end of City Island and attract more customers to support existing businesses.	Downtown	Plans

POC.3	Explore locations for a Susquehanna River Center, such as the City Island Bath House or Old Water Works building.	Downtown	Plans
POC.4	Reduce the parking footprint on City Island, perhaps through the construction of a parking garage, and redevelop reclaimed areas with recreational and environmental uses.	Downtown	Financing
POC.5	Identify and promote new amenities (e.g., barges, docks, refreshment kiosks) to connect residents and visitors to the Susquehanna River.	Downtown	Plans
POC.8	Explore reuse of the Old Water Works building or the Harrisburg Civic Club as a potential headquarters for Riverfront Park activities.	Downtown	Plans
POC.9	Repair the concrete Riverwalk for improved bicycle and pedestrian conditions.	Downtown	Financing

**Table 9-3.** Midtown Implementation Items

No.	Action Item	Location	Tool
LU.24	Engage residents to develop unique streetscapes that enhance the linear communities of Green, Penn, and Susquehanna Streets, considering living street or woonerf treatments.	Midtown	Plans
LU.33	Prepare an area plan for the Muench Makerspace/Uphill Apartments area.	Midtown	Plans
LU.34	Prepare an area plan to complete Capital Heights.	Midtown	Plans
LU.35	Assemble a qualified, progressive design team to carefully plan and implement completion of the mixed-use Midtown Mews/Makerspace area.	Midtown	Plans
LU.36	Prepare a Reily Street corridor plan and coordinate with Midtown Market District and 6th Street Boulevard planning efforts.	Midtown	Plans
LU.37	Incorporate the Market District in River destination planning, strengthening Verbeke and North Broad Streets and the connector between the Market District and River destinations.	Midtown	Plans
LU.38	Restore the use of a street grid through New Fox Ridge and Cumberland Court for pedestrian and alternative transportation.	Midtown	Financing
LU.39	Plan for the redevelopment of Cumberland Court as a higher-density extension of the Market District, coordinating with 6th Street and Market District planning efforts.	Midtown	Plans
LU.45	Create a new Market Mews revitalization plan to transform the current distressed area surrounding the Broad Street Market into a progressive, sustainable mixed-use, mixed-income community.	Midtown	Plans
LU.53	Plan new green infrastructure for redevelopment areas and create guidelines for new, quality investment in limited areas designated for redevelopment including City Square/TOD area, the 6th Street corridor, Bailey Square, Meander Park, and Downtown Gateway.	Midtown	Plans
LU.80	Prepare a small area plan for the redevelopment of the Broad Street Market area as a regional attraction for food and culture.	Midtown	Plans

POC.7	Enhance the Maclay Street Riverwalk/Riverfront Park transition as an education and recreation hub within the Park that would draw traffic to the northern terminus of the Riverwalk.	Midtown	Financing
POC.37	Mitigate stormwater runoff from parking at HACC and the Pennsylvania Farm Show through reduced footprints and integration of green stormwater infrastructure.	Midtown	Partnership
POC.49	Develop a living streets district in the proposed Market Mews area.	Midtown	Plans
POC.50	Consider designing Midtown Mews as a pedestrian district.	Midtown	Plans
POC.51	Convert 5th Street into a living street.	Midtown	Financing

**Table 9-4.** Paxton Creek Corridor Implementation Items

No.	Action Item	Location	Tool
MA.5	Perform a feasibility study and alternatives analysis to identify opportunities for improving the crossing of the Cameron Street corridor.	Paxton Creek Corridor	Plans
POC.31	Enact natural area preservation and tree protection regulations for the Paxton Creek corridor.	Paxton Creek Corridor	Codes
EU.23	Invest in ecological buffer areas along Paxton Creek to provide infiltration areas for the city.	Paxton Creek Corridor	Financing

**Table 9-5.** South Harrisburg Implementation Items

No.	Action Item	Location	Tool
LU.49	Define surplus land area in South Harrisburg and Paxton Creek Valley designated for conservation as ecological reserves and riparian buffers.	South Harrisburg	Plans
POC.17	Begin a land planning and conceptual landscape design study for Southside Park.	South Harrisburg	Plans
POC.20	Secure land or formal easements through southern Harrisburg for the Greenbelt.	South Harrisburg	Financing

**Table 9-6.** Uptown Implementation Items

No.	Action Item	Location	Tool
LU.23	Consider a roundabout at Division Street to encourage the calming of incoming traffic and direct it away from Front Street onto other streets within the grid network.	Uptown	Plans
LU.26	Plan for the Division Street corridor, which presents an opportunity to consider the revitalization of the Uptown Plaza shopping center and the commercial area to the north.	Uptown	Plans
LU.27	Prepare an area plan for the Division Street corridor, incorporating Uptown makerspace and Division Street/Uptown Village.	Uptown	Plans
LU.28	Commission a Maclay Street corridor study and include the Muench Makerspace area, coordinating with the Camp Curtin area plan and the Division Street/Wildwood corridor.	Uptown	Plans

LU.29	Coordinate planning of the Maclay Street Bridge to accommodate multi-use paths that will connect Reservoir Park to the Susquehanna River, designing the bridge to serve multiple functions including transportation conduit, transitional gateway, and welcoming pedestrian link between the River District and Farm Show Complex.	Uptown	Plans
LU.30	Coordinate Division and Maclay Street corridor plans.	Uptown	Plans
LU.31	Plan and implement a system of green and civic spaces in the Camp Curtin neighborhood.	Uptown	Plans
LU.32	Coordinate 6th Street Boulevard transitway and bikeway planning efforts.	Uptown	Plans
LU.64	Prioritize the design and construction of the Division Street/Industrial Road crossing to improve fire response times.	Uptown	Financing
LU.74	Coordinate with UPMC Pinnacle on a redevelopment and revitalization strategy for the Polyclinic Hospital campus and surrounding community, particularly adjacent underutilized institutional properties to the north, including housing opportunities or additional medical programming.	Uptown	Plans
POC.22	Create supplements to the Greenbelt consisting of inner loops between Riverfront Park and Wildwood Park via Division Street and Maclay Street.	Uptown	Financing
POC.23	Coordinate with HACC to improve the quality of the Greenbelt through the campus.	Uptown	Partnership
POC.35	Coordinate with Dauphin County, HACC, and the Department of Agriculture to restore natural functions of the creek bed and riparian buffers north of Maclay Street.	Uptown	Partnership
POC.36	Coordinate creek reclamation work with transportation planning efforts for the Maclay Street Bridge and the proposed Division Street Bridge.	Uptown	Plans
POC.43	Require bicycle and pedestrian infrastructure and green stormwater management strategies to be employed along Maclay Street.	Uptown	Codes
POC.55	Prepare a Division Street corridor plan that connects the institutional landscapes in the city's northern end.	Uptown	Plans
POC.57	Coordinate with the Naval Reserve Center to address the closed land use pattern of the current site, linking the Dixon University Center with Italian Lake.	Uptown	Partnership
POC.58	Explore cultural, historical, and environmental activity programming at Italian Lake.	Uptown	Operations
POC.59	Activate Italian Lake with a small public plaza and surrounding commercial uses.	Uptown	Financing

**Table 9-7.** Citywide Implementation Items

No.	Action Item	Location	Tool
LU.2	Adaptively reuse former industrial/commercial areas as flexible, creative spaces/ incubator zones.	Citywide	Operations
LU.5	Commission market studies defining short-, medium-, and long-term absorption of commercial office space, retail, hospitality, and housing within the city.	Citywide	Plans
LU.8	Begin a dialogue with large landholders to determine future internal demand for expansion space.	Citywide	Plans
LU.16	Identify and program key sites for strategic reinvestment along the Riverfront corridor.	Citywide	Plans
LU.17	Facilitate the redirection of investment intended for commercial and professional office uses to one of the city's defined commercial/mixed-use redevelopment areas.	Citywide	Financing
LU.40	Update market studies to identify the merchandising mix and amenities necessary to attract commercial leases and regular regional visitors.	Citywide	Plans
LU.46	Identify and plan a spatial arrangement of governmental and institutional uses throughout the city and make sure these are reflected appropriately on the Zoning Map.	Citywide	Plans
LU.48	Rezone land in flood- and sinkhole-prone areas as ecological reserve and riparian buffers.	Citywide	Plans
LU.50	Explore land use changes that facilitate the accommodation of research, product development, and small business generation.	Citywide	Plans
LU.51	Repurpose underutilized commercial/manufacturing areas near education campuses for off-campus research and development incubators.	Citywide	Operations
LU.52	Consider adopting or incentivizing appropriate sustainable construction scoring systems for new construction such as LEED, Net Zero Energy Building Certification, etc.	Citywide	Codes
LU.55	Develop an activity programming plan for City government facilities embracing buildings as centers for the community, rather than strictly administrative functions.	Citywide	Operations
LU.58	Ensure that new public lighting projects are designed and installed to CPTED and Dark Sky Lighting standards.	Citywide	Operations
LU.60	Establish a network of police substations/precincts throughout the city and several mobile substations to better integrate essential public safety and administrative services into the city's communities.	Citywide	Financing
LU.61	Install a Blue Light police call system throughout the city.	Citywide	Financing
LU.63	Explore regional consolidation opportunities for police and fire services and consider these opportunities when programming new facilities.	Citywide	Plans
LU.65	Coordinate with the Fire Bureau and HRRES to construct additional boat launches to ensure faster response times to river-based emergencies.	Citywide	Financing
LU.66	Engage the School District in a comprehensive planning discussion to review the status of its school buildings, anticipated needs, and long-term maintenance strategies.	Citywide	Plans

LU.67	Coordinate with the school district to establish a database of all surplus school facilities and develop a plan to identify opportunities for existing building stock reuse or redevelopment.	Citywide	Plans
LU.68	Engage higher education facilities (e.g., HACC, HU, DUC) in discussions regarding the potential reuse of vacant school buildings, particularly the William Penn High School, for new or expanded educational programs.	Citywide	Plans
LU.70	Explore options for Kline Library's relocation or the establishment of new library extensions within neighborhood centers to increase access to the community.	Citywide	Plans
LU.72	Explore coverage of affordable medical services in the city and promote the establishment of new facilities at designated multimodal hubs in neighborhoods throughout the city.	Citywide	Partnership
LU.76	Evaluate senior center distribution throughout the city and coordinate with senior housing and service providers to promote accessibility for all neighborhoods.	Citywide	Plans
LU.77	Consider the co-location of senior centers with children and youth facilities.	Citywide	Operations
LU.78	Encourage the development of a vertically-integrated, citywide food distribution network encompassing community gardens, food pantries, markets, distribution hubs, and restaurants to make fresh food accessible to all city residents.	Citywide	Operations
LU.81	Explore food banks and food pantry consolidation or co-location within shared facilities to reduce overhead, improve efficiency, and share warehousing and storage space.	Citywide	Plans
LU.82	Explore shared commercial kitchen co-location with other food distribution centers.	Citywide	Operations
LU.84	Organize personal and community gardens to establish small, neighborhood farmers' markets throughout the city to increase access to fresh, healthy food.	Citywide	Partnership
H.1	Develop a vacant building registry.	Citywide	Plans
H.8	Develop strategies and policies and work with housing partners to improve the quality of existing housing.	Citywide	Partnership
H.9	Create opportunities for the construction of new market-rate homes.	Citywide	Operations
H.11	Identify opportunities for reinvestment in contiguous areas of distressed property.	Citywide	Plans
H.13	Develop neighborhood reinvestment (or action) plans to promote the revitalization of neighborhood commercial centers, introduction of contemporary housing types, streetscape improvements, and infrastructure rehabilitation.	Citywide	Plans
H.18	Identify areas throughout the city as the most appropriate locations for new construction.	Citywide	Plans
H.20	Consider allowing higher residential densities in moderate density multi-family zones for housing that is limited to elderly or disabled households (e.g., active adult or age-restricted communities), due to their lower traffic generation and parking impacts. Any such change must comply with the Housing for Older Persons Act of 1995.	Citywide	Codes
H.21	Achieve a mix of housing types that are attractive, affordable, and accessible to a diversity of ages, incomes, household types, household sizes, and cultural backgrounds.	Citywide	Operations

H.22	Encourage and support the accessible design and housing strategies that provide seniors the opportunity to remain in their neighborhood (i.e. age-in-community) as their housing needs change.	Citywide	Codes
H.23	Conduct targeted, equitable, and effective code enforcement for safe and healthy housing free of known hazardous conditions, ensuring that renter-occupied housing is maintained and operated according to minimum standards established in the City's Building Maintenance Code. Active encourage compliance and seek to inspect regularly.	Citywide	Operations
H.24	Amend the Zoning Code to allow mixed-value housing options to occur in all neighborhoods.	Citywide	Codes
H.26	Monitor housing categories to ensure all housing types are available throughout the city.	Citywide	Plans
H.29	Use existing tools such as the City of Harrisburg Land Bank, HRA, and the Vacant Property Review Board to assemble land for future development.	Citywide	Financing
H.30	Prioritize demolition in targeted housing areas for redevelopment and site assembly.	Citywide	Operations
H.34	Evaluate the housing market conditions of each neighborhood to establish a baseline for measuring progress and guiding future strategic investment.	Citywide	Plans
H.36	Prepare plans for targeted redevelopment areas.	Citywide	Plans
H.37	Prepare design guidelines to address quality and sustainability aesthetics and accessibility for building types and open spaces.	Citywide	Codes
H.38	Reduce the number of low-income households in need of housing assistance, recognizing that the provision of housing affordable to low-income households can help provide access to education, employment, and social opportunities; support the creation of a more inclusive Harrisburg; and reduce household displacement.	Citywide	Operations
H.39	Take a leadership role in regional efforts to increase affordable housing preservation and production to ensure a balanced regional commitment to affordable housing, while also maintaining the City's commitment to affordable housing.	Citywide	Operations
H.40	Promote new LMI housing through market-rate housing production and assisted housing programs.	Citywide	Operations
H.42	Promote the preservation or enhancement of currently affordable housing to retain opportunities for LMI households.	Citywide	Operations
H.45	Use housing programs and funds to preserve existing housing that is susceptible to redevelopment or gentrification.	Citywide	Financing
H.46	Encourage the acquisition of housing by nonprofit organizations, land trusts, or tenants to protect housing from upward pressures of prices and rents.	Citywide	Partnership
H.47	Make funds available to LMI homeowners for emergency code-related repairs.	Citywide	Financing



H.48	Preserve good-quality housing units that are already serving LMI households with programs that improve substandard units and prevent the deterioration and loss of existing affordable units.	Citywide	Financing
H.49	When expanding the supply of new housing units, look for opportunities to increase the number of units designed for accessibility and independent living, as well as the number of units with fully accessible design.	Citywide	Operations
H.50	Promote racial and economic diversity in neighborhoods so that lower-income and minority households are not isolated from social, educational, and economic opportunities.	Citywide	Operations
MA.1	Establish a mode share goal that supports a shift toward sustainable transportation; collect and monitor data on mode share regularly.	Citywide	Operations
MA.2	Develop a local street hierarchy that identifies existing street types within Harrisburg and provide correlating design guidelines that detail appropriate facilities, including elements such as minimum sidewalk widths, type of bicycle facilities, and bus stop features.	Citywide	Codes
MA.3	Conduct a citywide circulation study to explore the benefits of "squaring the city" through the State Hospital Complex.	Citywide	Plans
MA.7	Establish a pilot study program for minor intersection improvements, monitoring and analysis of subsequent changes to safety and circulation, and expanded use of successful improvements across the city.	Citywide	Plans
MA.8	Establish a program for identifying and improving hazardous street intersections, thereby reducing crash risks to pedestrians and cyclists.	Citywide	Plans
MA.9	Create a 'Car Free Days' program, promoting the use of alternative transportation to personal vehicle owners each season with incentives for participants.	Citywide	Plans
MA.10	Create an 'Open Streets' program promoting the use of streets for purposes other than automotive travel (e.g., festivals, parades, recreation, concerts) in neighborhoods across the city.	Citywide	Plans
MA.13	Identify streets most susceptible to environmental risks such as flooding, determine appropriate mitigation actions, and identify and fortify evacuation routes.	Citywide	Plans
MA.14	Adopt, implement, and maintain a comprehensive, connected Citywide Pedestrian Network Plan that details and prioritizes the creation of new pedestrian facilities within the city.	Citywide	Plans
MA.15	Develop and implement a zero-fatality pedestrian safety plan and program (i.e. Vision Zero) that addresses engineering, enforcement, and education.	Citywide	Plans
MA.16	Create and adopt sidewalk design guidelines for different street types, with a primary focus on residential neighborhoods, school areas and parks, and neighborhood commercial corridors.	Citywide	Codes

MA.17	Promote appropriate local speed limits on residential streets and identify methods of engineering and enforcement to ensure compliance.	Citywide	Operations
MA.18	Install pedestrian priority signals (i.e. leading pedestrian intervals) at heavily-used pedestrian crossings to minimize conflicts between pedestrians and turning vehicles.	Citywide	Financing
MA.19	Install high-visibility crosswalks within high pedestrian risk corridors such as Cameron Street, Paxton Street, and Derry Street.	Citywide	Financing
MA.20	Develop networks of low traffic streets and alleys to create woonerfs, linear parks, and shared streets that form safe, fun, and aesthetically pleasing pedestrian spaces across the city.	Citywide	Financing
MA.22	Identify locations to test and implement neckdowns and raised crosswalks as a way of slowing vehicle traffic and raising awareness of pedestrians using the street.	Citywide	Financing
MA.23	Develop a pedestrian and bicycle signage and wayfinding program to facilitate safe walking and biking within Harrisburg.	Citywide	Plans
MA.24	Install pedestrian-scale lighting within key pedestrian and neighborhood commercial corridors.	Citywide	Financing
MA.25	Adopt, implement, and maintain a comprehensive, connected Citywide Bicycle Plan that details and prioritizes the creation of new bicycle facilities specific to Harrisburg.	Citywide	Plans
MA.26	Perform annual surveys to measure cyclist activity on key routes within the city utilizing cameras, sensors, or in-person methods to determine volume, identify significant safety issues, and inform decisions regarding implementation priorities.	Citywide	Plans
MA.30	Regularly inspect and maintain bike lanes and other City-owned and managed bicycle facilities.	Citywide	Operations
MA.33	Install bicycle-sensitive detectors at signal-controlled intersections on major bicycle routes.	Citywide	Financing
MA.34	Develop a program to create regular car-free days (Cicloviás) on select city streets.	Citywide	Plans
MA.37	Gradually expand the existing bike-share network, based on trip generation and utility, until the system is accessible citywide.	Citywide	Financing
MA.38	Work with special event organizers to incorporate bike valet services and provide at all City functions.	Citywide	Partnership
MA.39	Collaborate with CAT and other transit service providers to determine transit priority corridors throughout the city and identify bottlenecks and points of delay.	Citywide	Partnership
MA.40	Identify opportunities and locations along transit priority corridors to reduce transit delays through techniques such as signal priority, bus lanes, queue jumps, and station location optimization.	Citywide	Plans
MA.41	Coordinate with TCRPC to conduct a study of local transit needs concerning employment accessibility within Harrisburg and between Harrisburg and regional employment centers.	Citywide	Plans

MA.42	Collaborate with CAT to create a high-frequency local circulator bus service and provide service to residential areas and key activity and employment centers across the city.	Citywide	Partnership
MA.48	Evaluate economic conditions along the Harrisburg/Baltimore, MD/Washington, DC corridor and identify the economic feasibility of inter-city rail service to Harrisburg using the CVRR Bridge.	Citywide	Plans
MA.50	Study the feasibility of intra-city busways into and out of the HTC, primarily along underutilized rail corridors and along northsouth corridors through the city, including between North 7th Street and Paxton Creek.	Citywide	Plans
MA.52	Identify corridors with excessive, regular speeding concerns and install warranted control devices (e.g., signals, traffic calming), signage, and enforcement devices to reduce speeds.	Citywide	Financing
MA.53	Perform circulation studies to identify opportunities to convert one-way streets to two-way streets or narrow traffic lanes, install bus or bike lanes, and widen sidewalks.	Citywide	Plans
MA.55	Work with SP+, private parking lot owners, and neighborhood groups to provide events, activities, and alternative uses (e.g., farmers' markets in neighborhoods lacking access to fresh and healthy food) for parking lots and facilities during off-peak parking times.	Citywide	Partnership
MA.56	Work with owners of existing, legal surface parking lots throughout the city to maximize the use of these facilities for residents and businesses, allowing greater flexibility in right-of-way design.	Citywide	Partnership
ED.6	Continue neighborhood outreach with job opportunity partners and employers to better communicate job opportunities to city residents.	Citywide	Knowledge
ED.15	Continue and strengthen small neighborhood business outreach through ongoing meetings to identify specific neighborhood products and services needed and to support the growth of neighborhood businesses.	Citywide	Knowledge
ED.16	Identify the need and properties for use in the development of business accelerators/incubators.	Citywide	Plans
ED.17	Work with local historical and cultural arts groups to provide venues and opportunities for special events.	Citywide	Partnership
ED.21	Identify obsolete or underutilized buildings and spaces for adaptive reuse by artists, researchers, or new technology businesses.	Citywide	Plans
ED.25	Identify neighborhood corridors for reinvestment.	Citywide	Plans
ED.26	Ensure that neighborhood and small area plans include references to business and mixed-use.	Citywide	Plans
ED.27	Include both public and private partners within each corridor to leverage human and financial capital.	Citywide	Partnership

ED.28	Identify land for site assembly through the Harrisburg Land Bank or Harrisburg RDA.	Citywide	Plans
ED.30	Encourage and develop the built environment to promote walkability and accessibility for downtown residents, workers, and visitors.	Citywide	Plans
ED.32	Focus economic development activities at nodes of planned regional public transportation systems.	Citywide	Operations
ED.33	Maintain a reserve of high-quality commercial space, under separate ownership and management, available within the city at all times.	Citywide	Operations
POC.6	Develop a landscape plan that emphasizes zones and overlook points within Riverfront Park.	Citywide	Plans
POC.12	Incorporate water-themed recreation into the park system.	Citywide	Plans
POC.13	Design landscapes to minimize maintenance requirements, restore native habitat, maximize biodiversity, and encourage passive recreation activities.	Citywide	Operations
POC.16	Develop former industrial land as parks and recreational assets through zoning, easements, and land purchases.	Citywide	Operations
POC.18	Coordinate with the County and State to fund planning for the entire park system.	Citywide	Financing
POC.19	Apply for National Landmark status for the Greenbelt.	Citywide	Plans
POC.21	Unify signage for the park system and Greenbelt.	Citywide	Financing
POC.24	Develop a financial model for the park system based on programming that meets local needs and regional interest.	Citywide	Plans
POC.25	Incorporate select vacant and distressed property into the open space system.	Citywide	Plans
POC.27	Coordinate infrastructure work with CRW to ensure the effective integration of green stormwater infrastructure into City projects.	Citywide	Partnership
POC.28	Develop a plan to restore Riverfront Park's environmental functions including appropriate vegetation and bank stabilization.	Citywide	Plans
POC.29	Implement a citywide program to replace street trees with tree trenches and infiltration beds.	Citywide	Operations
POC.30	Implement a citywide urban forestry program for native trees and ground cover plantings.	Citywide	Operations
POC.32	Ensure new and redeveloped parking lots incorporate green infrastructure systems.	Citywide	Codes
POC.38	Preserve areas of natural and managed open space areas in ways that complement the park and greenway system.	Citywide	Plans
POC.40	Transition land with known natural hazards such as flooding or unsuitable geology to the open space system.	Citywide	Operations
POC.41	Convert surplus and vacant land to long-term ecological buffers and recreational space.	Citywide	Operations
POC.42	Promote community gardens as a short-term tactic to activate vacant land.	Citywide	Knowledge
POC.44	Encourage design elements to enhance civic space in designs for proposed state and federal buildings.	Citywide	Partnership

POC.47	Establish new hardscaped civic squares and plazas in central locations in Allison Hill, Paxton Creek valley, and Midtown as catalytic centers for community life and economic development within the city.	Citywide	Financing
POC.54	Renovate surface parking lots to incorporate tree islands and bioswales for filtering stormwater, shading parked vehicles, and decreasing the urban heat island effect.	Citywide	Financing
HC.12	Continue and enhance the City's stewardship efforts of its historic resources including the Mansion at Reservoir Park, the Bath House at City Island, and Broad Street Market in Midtown.	Citywide	Operations
HC.24	Identify City-owned resources that can host temporary or permanent public art installations.	Citywide	Plans
EU.2	Facilitate the evolution of localized mesh networks.	Citywide	Partnership
EU.3	Complete citywide 5G Wi-Fi coverage.	Citywide	Financing
EU.4	Facilitate affordable, readily available fiber optic connectivity, actively soliciting new fiber providers.	Citywide	Partnership
EU.5	Facilitate free Wi-Fi available citywide, working with internet companies to ensure the availability of strong, continuous 5G signal coverage.	Citywide	Partnership
EU.6	Integrate smart utility systems with initiatives for housing renovations and investment in redevelopment areas to create resilient networks.	Citywide	Financing
EU.9	Work with Harrisburg University students to develop coordinated maps of city utilities.	Citywide	Financing
EU.10	Plan for sustainable local area utility networks in the city, providing district heating, cooling, and power to targeted redevelopment areas.	Citywide	Plans
EU.11	Integrate utilities with roads and buildings through smart networks.	Citywide	Operations
EU.12	Provide key development sites with state-of-the-art integrated communication, data, power, and ecological infrastructure to provide the city with development sites competitive with other Mid-Atlantic region locations.	Citywide	Operations
EU.13	Plan utility tunnels and Smart Trenches in redevelopment areas and in conjunction with major planned street infrastructure.	Citywide	Plans
EU.15	Encourage retrofitting individual housing units with smart meters that communicate directly with utility providers.	Citywide	Partnership
EU.16	Encourage the use of solar panels for domestic hot water and heating.	Citywide	Knowledge
EU.17	Encourage UGI to place meters unobtrusively, ideally to the rear of buildings.	Citywide	Partnership
EU.19	Avoid placing utilities under the roadway on major commuter streets.	Citywide	Operations
EU.20	Require the burial of electrical supply in new developments throughout the city and other locations.	Citywide	Codes
EU.21	Coordinate citywide programs with LCSWMA to increase the recycling of non-renewable glass, metals, and plastics.	Citywide	Partnership

EU.24	Install green roofs on City buildings and incentivize green roofs on private buildings.	Citywide	Financing
EU.25	Work to retain and infiltrate stormwater.	Citywide	Operations
EU.26	Prioritize the replacement of critical sections of the sanitary and sewer collection systems in danger of imminent failure to avoid sinkholes and continue operations.	Citywide	Financing

**Table 9-8.** Non-Spatial Implementation Items

No.	Action Item	Location	Tool
LU.56	Develop data platforms to improve the organization of and access to City records across all departments for more efficient response to the public.	Non-Spatial	Operations
LU.57	Develop CPTED design standards for inclusion in updated Zoning Code and SALDO regulations.	Non-Spatial	Codes
LU.69	Approach regional academic partners (e.g., HU, HACC, Messiah, Penn State) regarding efforts to digitize City and School District records for purposes of space management, research efficiency, and facilities maintenance.	Non-Spatial	Partnership
LU.71	Work with the Dauphin County Library System to expand computer literacy classes, increase access to computers, and identify additional programs to help city residents improve their knowledge base and enhance skills that increase their participation in the regional job market.	Non-Spatial	Operations
LU.83	Explore the capacity for regional food distribution through a Harrisburg-based hub.	Non-Spatial	Plans
H.2	Create a program to promote vacant and distressed properties to investors.	Non-Spatial	Operations
H.3	Increase staff to perform inspections of building construction, electrical standards, plumbing, health and sanitation, and property maintenance codes.	Non-Spatial	Operations
H.4	Develop programs that provide structural inspections.	Non-Spatial	Operations
H.5	Broaden programs that fund lead paint removal/mitigation and mold remediation.	Non-Spatial	Operations
H.6	Identify options for better access to mortgages through loan pools focused on non-traditional mortgages.	Non-Spatial	Knowledge
H.7	Identify non-traditional homeownership options (e.g., co-operatives).	Non-Spatial	Knowledge
H.10	Promote a variety of housing types that are attractive and affordable to potential homebuyers.	Non-Spatial	Operations
H.12	Support and promote programs offered by the City and its housing partners that provide homebuyer/owner counseling, down payment assistance, and help homeowners conduct home improvements and maintenance.	Non-Spatial	Knowledge

H.14	Identify incentives and resources to address deferred maintenance of existing housing stock, promote modern upgrades and improvements to existing homes, and create opportunities for renters to purchase homes within the city when they are ready.	Non-Spatial	Knowledge
H.15	Continue to support current HUD/CDBG programming for homeowner and front porch repairs.	Non-Spatial	Operations
H.16	Identify alternative sources of funding for homeowner upgrades and building repair.	Non-Spatial	Financing
H.17	Continue to work with and promote housing partners to leverage funds for housing rehabilitation.	Non-Spatial	Partnership
H.19	Amend the Zoning Code to provide for greater variety of housing options (e.g., reducing or eliminating setbacks).	Non-Spatial	Codes
H.25	Provide educational opportunities to current and potential residents on the processes and availability of housing.	Non-Spatial	Knowledge
H.27	Consider offering local incentives to develop housing, such as LERTA, and promoting existing incentives at the state and federal levels such as the federal QOZ.	Non-Spatial	Financing
H.28	Streamline the development process.	Non-Spatial	Operations
H.31	Identify local, state, and federal funding and tools to spur new, private investment to create and improve housing stock, attract new businesses to serve residents, and generate new employment opportunities.	Non-Spatial	Financing
H.32	Prioritize any public subsidies toward activities that will make genuinely transformative impacts.	Non-Spatial	Operations
H.33	Promote the holistic coordination of City resources to support neighborhood revitalization, creating a special focus across City departments from basic infrastructure and upkeep to development incentives, code enforcement, public safety, and efficient development standards.	Non-Spatial	Operations
H.35	Work with financial institutions, the Pennsylvania Housing Finance Agency, the Foundation for Enhancing Communities, and others to overcome barriers in real estate finance processes that inhibit the development of housing, and the purchase of housing, by owner-occupants.	Non-Spatial	Partnership
H.41	Support the creation of new LMI housing developed by TCHDC, nonprofit housing developers, and nonprofit organizations that help homeowners conduct home improvements/maintenance and provide homebuyer/owner counseling.	Non-Spatial	Partnership
H.43	Partner with HHA for the advancement of its affordable housing goals and objectives.	Non-Spatial	Partnership

H.44	Provide leadership participation in the CACH, the City's designated lead entity in the coordination and planning for housing and services to families experiencing homeless. Adopt CACH's <i>Blueprint to End Homelessness</i> and actively participate in its update and implementation.	Non-Spatial	Partnership
MA.6	Create protocols for "before and after" data collection for all street improvement projects conducted by the City and PennDOT.	Non-Spatial	Operations
MA.11	Advocate for the use of local, regional, state, and federal funding for multimodal accessibility improvements that focus on creating a car-optional Harrisburg. Improve inter-governmental coordination to inform City staff of key programs and funding opportunities, with appropriate parties advocating for funding at the State Capitol and in Washington, DC.	Non-Spatial	Financing
MA.12	Partner with Capital Region Water (CRW) to study the potential implementation of a green alleys program that promotes the use of alleys for stormwater capture.	Non-Spatial	Partnership
MA.27	Adopt Bicycle Facility Design Guidelines that provide detailed guidance for types of roadway treatments and other components that should occur on various street types, with design features found in the Guidelines eliminating the need for a substantial public engagement process.	Non-Spatial	Codes
MA.28	Pursue planning and capital improvement funding for citywide Bicycle Plan implementation through federal, state, local, and private grant resources for active recreation, alternative transportation, and congestion mitigation.	Non-Spatial	Financing
MA.29	Continue to improve Harrisburg's Bicycle Friendly Community status using the framework developed by the League of American Bicyclists.	Non-Spatial	Operations
MA.31	Help business and academic institutions apply for Bicycle-Friendly status through the League of American Bicyclists.	Non-Spatial	Partnership
MA.32	Partner with a non-profit organization to create a Bicycle Ambassador Program where staff attends public events to promote bicycling awareness and safety.	Non-Spatial	Partnership
MA.35	Publish and regularly update a map of the city's bicycle routes and distribute at bus shelters, public events, major trip generators, and City offices.	Non-Spatial	Plans
MA.36	Continue to work with the city's transit providers to install bicycle racks on all buses that service Harrisburg and to promote their use for first mile/last mile connectivity among riders.	Non-Spatial	Partnership
MA.44	Encourage CAT and other transit service providers to develop General Transit Specification Feeds (GTSF) to facilitate web access to schedule data, transit trip planning mobile applications, and improved analysis of transit service and operational gaps.	Non-Spatial	Partnership
MA.45	Encourage CAT and other transit service providers to equip their vehicles with Automatic Vehicle Location (AVL) to facilitate improved communication of wait times, transit delays, and routing information to transit users.	Non-Spatial	Partnership



MA.46	Develop design guidelines for bus stations, including shade, lighting, seating, bicycle parking, signage, shelter, and provision of information.	Non-Spatial	Codes
MA.47	Work with TCRPC, Dauphin County, and PennDOT to explore the local impacts of regional consolidation of transit service providers.	Non-Spatial	Partnership
MA.49	Convene a meeting with Amtrak, MTP, TCRPC, and PennDOT to discuss regional and inter-city transportation needs.	Non-Spatial	Partnership
MA.57	Collaborate with TCRPC, neighboring municipalities, and regional employment destinations to develop a travel demand management (TDM) program.	Non-Spatial	Partnership
MA.58	Develop gateway design guidelines for vehicular access points to the city and apply them at a pilot location.	Non-Spatial	Codes
ED.1	Continue to work with workforce development partners to meet all educational, training, and skill needs.	Non-Spatial	Partnership
ED.2	Continue to work with employers to determine the workforce needs to better coordinate training curriculum.	Non-Spatial	Partnership
ED.3	Continue to work with service providers for 'soft skills,' day care, transportation, and other workforce support needs to eliminate barriers to accessing job opportunities.	Non-Spatial	Partnership
ED.4	Ensure that a broad range of employment opportunities are available through the recruitment of a wide range of businesses.	Non-Spatial	Operations
ED.5	Provide targeted workforce training to ensure access to employment for Harrisburg's LMI population.	Non-Spatial	Knowledge
ED.7	Continue to work with the Pennsylvania Department of Labor and Industry to implement the Work Force Investment Act to focus funding and technical assistance to employers and those seeking job skills training.	Non-Spatial	Partnership
ED.8	Continue to work with Pennsylvania Careerlink training and service providers to identify and address barriers to employment.	Non-Spatial	Partnership
ED.9	Identify local, state, and partnership funding and assistance opportunities for new business growth and development.	Non-Spatial	Financing
ED.10	Assist targeted business growth through state tax credit and job creation programs.	Non-Spatial	Financing
ED.11	Develop streamlined processes for starting a business.	Non-Spatial	Operations
ED.12	Support traditional and non-traditional funding sources to support start-up businesses and companies.	Non-Spatial	Financing
ED.13	Work with regional economic development partners to access state business loan funding.	Non-Spatial	Partnership
ED.14	Develop a business outreach process to provide outreach and support for local businesses to identify existing and future needs.	Non-Spatial	Knowledge

ED.18	Grow and expand on the three current City-sponsored events.	Non-Spatial	Operations
ED.19	Market Harrisburg as a downtown destination for a variety of entertainment options.	Non-Spatial	Knowledge
ED.20	Market specific Harrisburg assets, such as the Broad Street Market and City Island.	Non-Spatial	Knowledge
ED.22	Partner with local institutions of higher learning to encourage the promotion of careers in the creative class.	Non-Spatial	Partnership
ED.23	Look for foundation, state, and local funding that supports local arts and other creative industry growth.	Non-Spatial	Financing
ED.24	Develop focused strategies for the reuse of vacant and blighted properties.	Non-Spatial	Plans
ED.34	Encourage development of alternative tenant classes to government and governmental services.	Non-Spatial	Operations
POC.26	Partner with the YMCA/YWCA, Harrisburg School District, and Boys & Girls Club to integrate programs for physical education courses and activities on park grounds.	Non-Spatial	Partnership
POC.33	Provide a source of native plants for use by City maintenance programs and residents.	Non-Spatial	Knowledge
POC.34	Engage residents, particularly youth, in horticultural activities and apprenticeships.	Non-Spatial	Operations
POC.39	Develop regulations to encourage leases and promote temporary parks and community gardens with legally-established entities (e.g., 501c3 non-profits).	Non-Spatial	Codes
POC.53	Explore paving materials (e.g., asphalt, concrete, brick) appropriate for achieving a distinct image and purpose that enhance streetscape appearance and function.	Non-Spatial	Operations
HC.1	Increase capacity for GIS capabilities as educational and engagement tools for preservation partners and the general public.	Non-Spatial	Operations
HC.2	Hold regularly-scheduled events with partners to engage the public and increase awareness about preservation and cultural resources.	Non-Spatial	Knowledge
HC.3	Use social media to engage the public to raise awareness about preservation and cultural resources.	Non-Spatial	Knowledge
HC.4	Develop internships in historic preservation to increase the city's capacity for planning and engagement.	Non-Spatial	Financing
HC.5	Expand knowledge regarding the linkage between floodplain management and preservation and allow for creative mitigation methods to preserve historical places within the city's Special Flood Hazard Areas (SFHAs).	Non-Spatial	Knowledge
HC.6	Establish a Harrisburg Historic Landmark Ordinance to protect historic architecture, objects, and places outside of established historic districts.	Non-Spatial	Codes
HC.7	Establish a demolition delay ordinance.	Non-Spatial	Codes
HC.8	Establish a procedure for procuring preservation easements.	Non-Spatial	Operations

HC.9	Develop a system for identifying and enforcing penalties for illegal alterations within Historic Districts.	Non-Spatial	Operations
HC.11	Develop educational campaigns and related collateral material in a variety of media to engage the public about appropriate preservation methods.	Non-Spatial	Knowledge
HC.13	Encourage internal collaboration with the City government to broaden awareness of historic preservation issues throughout Harrisburg.	Non-Spatial	Knowledge
HC.14	Consider archaeological, historical, and cultural potential before breaking ground on new projects.	Non-Spatial	Operations
HC.15	Work with nonprofits (and others when appropriate) to identify a location for the storage and sale of historic architectural salvage for its reuse.	Non-Spatial	Partnership
HC.16	Consider amendments to the Zoning Code that are creative and allow for more flexible uses of historic structures and grounds.	Non-Spatial	Codes
HC.17	Consider developing financial incentives for those willing to purchase large, obsolete historic structures and place them into a new use.	Non-Spatial	Financing
HC.18	Develop an adaptive reuse ordinance.	Non-Spatial	Codes
HC.19	Work with preservation partners and property owners to nominate additional resources to the National Register.	Non-Spatial	Partnership
HC.20	Increase coordination with neighborhood groups to identify cultural resources and goals for their communities.	Non-Spatial	Knowledge
HC.21	Develop a digital platform on the City's website that enhances the interaction between the City and community on cultural and social events and festivals.	Non-Spatial	Operations
HC.22	Develop clear, consistent, and flexible guidelines for public art that facilitates incorporation within the community.	Non-Spatial	Codes
HC.23	Codify the inclusion of public art and community spaces into development projects in the city through updated Zoning Code and Subdivision and Land Development Ordinance (SALDO).	Non-Spatial	Codes
EU.1	Encourage multiple service providers in each utility sector to ensure competitive pricing and thwart service failures.	Non-Spatial	Knowledge
EU.7	Convene a utility working group to begin implementing Smart Grid utility capabilities.	Non-Spatial	Operations
EU.8	Convene regular meetings with utility providers.	Non-Spatial	Partnership
EU.14	Coordinate utilities to plan, design, and build utility infrastructure before vertical development takes place.	Non-Spatial	Plans
EU.18	Facilitate the transition to remote meter reading.	Non-Spatial	Partnership
EU.22	Coordinate with LCSWMA to collaborate in the programming and redevelopment of a composting facility.	Non-Spatial	Partnership

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# A: ABBREVIATIONS & ACRONYMS

AAA	American Automobile Association	HATS	Harrisburg Area Transportation Study	PDCEd	Pennsylvania Department of Community and Economic Development
Act 47	Municipalities Financial Recovery Act	HBG <sup>2020</sup>	City of Harrisburg 2020 Comprehensive Plan	PDEP	Pennsylvania Department of Environmental Protection
ACOD	Architectural Conservation Overlay District	HCV	Housing Choice Voucher	PennDOT	Pennsylvania Department of Transportation
ACS	American Community Survey	HHA	Harrisburg Housing Authority	PHMC	Pennsylvania Historical & Museum Commission
ADA	Americans with Disabilities Act	HiHA	Historic Harrisburg Association	PP&L	Pennsylvania Power & Light
AV	Autonomous Vehicle	HRRES	Harrisburg River Rescue Emergency Services	PPA	Power Purchase Agreement
AVL	Automatic Vehicle Location	HOME	Housing Opportunities Made Equal	PRD	Planned Residential Development
BID	Business Improvement District	HOPWA	Housing Opportunities for Persons with AIDS	PUC	Pennsylvania Utility Commission
BRT	Bus Rapid Transit	HOV	High-Occupancy Vehicle	QCEW	Quarterly Census of Employment Wages
CACH	Capital Area Coalition on Homelessness	HRA	Harrisburg Redevelopment Authority	QOZ	Qualified Opportunity Zone
CASA	Capital Area School for the Arts	HSDC	Historical Society of Dauphin County	RGMP	Regional Growth Management Plan
CAT	Capital Area Transit	HTC	Harrisburg Transportation Center	SALDO	Subdivision & Land Development Ordinance
CDBG	Community Development Block Grant	HUD	U.S. Department of Housing & Urban Development	SCADA	Supervisory Control & Data Acquisition
CHDO	Community Housing Development Organization	HVAC	Heating, Ventilation & Air-Conditioning	SFHA	Special Flood Hazard Area
City	City of Harrisburg (Government)	IRS	U.S. Internal Revenue Service	SHPO	Pennsylvania State Historic Preservation Office (or Officer)
city	City of Harrisburg (Jurisdiction)	IT	Information Technology	SP+	Standard Parking
CLG	Certified Local Government	LCSWA	Lancaster County Solid Waste Management Authority	SRMC	Susquehanna Resource Management Complex
COA	Certificate of Appropriateness	LEED	Leadership in Energy & Environmental Design	STEAM	Sciences, Technology, Engineering, Arts & Math
CPTED	Crime Prevention Through Environmental Design	LERTA	Local Economic Revitalization Tax Assistance	TCHDC	Tri-County Housing Development Corporation
CRW	Capital Region Water	LMI	Low & Moderate Income	TCRPC	Tri-County Regional Planning Commission
CSA	Combined Statistical Area	LOS	Level of Service	TDM	Transportation Demand Management
CVRR	Cumberland Valley Railroad	LQ	Location Quotient	TDR	Transferable Development Right
DID	Downtown Improvement District	MPC	Municipalities Planning Code of 1968	TND	Traditional Neighborhood Development
DOE	U.S. Department of Energy	MTP	Modern Transit Partnership	TOD	Transit-Oriented Development
EPA	U.S. Environmental Protection Agency	NAICS	North American Industry Classification System	UGI	UGI Corporation
FAR	Floor Area Ratio	NPS	U.S. National Park Service	UPMC	University of Pittsburgh Medical Center
FTA	U.S. Federal Transit Administration	NRG	NRG Energy	VMT	Vehicle Miles Traveled
GHP	Geothermal Heat Pump	OMB	U.S. Office of Management & Budget	VoIP	Voice-over-Internet Protocol
GIS	Geographic Information System				
HACC	Harrisburg Area Community College				
HAMFI	HUD Area Median Family Income				
HARB	Historic Architectural Review Board				

# B: DEFINITIONS

These definitions are for general guidance only, not formally adopted as part of **HBC2020**. In the event of a conflict between these definitions and a formal, legal definition established by a City ordinance such as the Zoning Regulations, the legal definition shall prevail.

## A

### Access

The relationship between where people are and where they need to go; the ability to reach jobs, goods, and services in a timely, reasonable manner.

### Activate (the street)

The act of making a street lively by introducing activities that generate foot traffic (e.g., cafes, restaurants, live music) and providing features that are inviting to pedestrians (e.g., benches, landscaping, art).

### Active Recreation

Type of recreation or activity requiring the use of organized play areas such as softball, baseball, football and soccer fields, tennis and basketball courts, and various forms of children's play equipment.

### Adaptive Reuse

The conversion of obsolete or historic buildings from their original or most recent use to a new one (e.g., conversion of a former hospital or school building to residential use, conversion of a historic single-family home to office use).

### Affordable Housing

Rental housing with rent and income restrictions (typically 60% of Area Median Income or below) or housing for homeownership with income restrictions (typically less than 80 percent of Area Median Income) as governed by local, state and federal housing assistance programs.

### Americans with Disabilities Act (ADA)

Under Title III of this federal Act, no individual may be discriminated against, based on disability concerning the full and equal enjoyment of the goods, services, facilities, or accommodation by any person who owns, leases (or leases to), or operates a place of public accommodation.

### Archaeological

The field of study relating to the material remains of past human life or activities, which may refer to Native American remains or the remains of early American or European settlements.

### Area Median Income

The midpoint of a region's income distribution—half of the families earn more than the median and half earn less than the median. For housing policy, income thresholds set relative to the area median income—such as 50% of the area median income—identify households eligible to live in income-restricted housing units and the affordability of housing units to low-income households.

### Arterial

A roadway mainly serving through traffic; it takes traffic to and from expressways and freeways with limited access to adjacent properties.

### Automatic Vehicle Location (AVL)

A means for automatically determining and transmitting the geographic location of a vehicle; this location data, from one or more vehicles, can then be collected by a vehicle tracking system to manage an overview of vehicle traffic.

## B

### Beautification

To embellish or enhance with landscaping, art, street and sidewalk improvements, restored natural features, and other physical changes that are visually pleasing.

### Best Practices

Local technologies, operating methods, procedures and strategies that demonstrate progressive thinking, innovative approaches, and state of the art solutions to address challenges shared by multiple communities.

### Big Box

A large retail store, usually offering bulk-quantity merchandise at discounted prices, often in an industrial or warehouse-type structure.

### Bike Lane

An on-street separately striped and signed lane for the movement of bicycles.

### Bike Path

An improved off-road bike path that is not part of a roadway.

### Bike Route

A roadway designated as a bike route by signage only. Bicycles move within the traffic or parking lanes.

### Blight

A condition of a site, structure, or area that may cause nearby buildings or areas to decline in attractiveness or utility.

### Brownfield

A vacant or unoccupied site, any portion of which the owner has reasonable cause to believe may, as a result of any prior commercial or industrial activity by any person, have been environmentally contaminated by the release or threatened release of a hazardous substance in a manner that would interfere with the owner's intended use of such site.

### Bus Rapid Transit

A high-quality bus-based transit system that delivers fast and efficient service. It may include dedicated lanes, busways, traffic signal priority, off-board fare collection, elevated platforms, and enhanced stations. It also contains features similar to a light rail or subway system, which may be more reliable, convenient, and faster than regular bus service.

**Business Improvement District**

A special assessment district in which property owners agree to have an additional charge placed on their tax bill to fund special activities such as capital improvements or business promotion.

**Business Incubator**

A facility where new small businesses can locate at reduced costs, sharing services such as clerical support and document reproduction services.

**C****Capital Improvement Plan (or program)**

Local governments use this tool to schedule public facility and infrastructure construction, allowing them to proactively plan for and budget projects to fit their projected fiscal capabilities.

**Car-Sharing**

A system where a fleet of cars is owned jointly by the users on a membership basis. The fleet is made available to members on an hourly or daily basis, by reservation.

**Central Business District**

A city's primary employment, shopping, and commercial activity center, typically referring to its downtown.

**Certificate of Appropriateness (COA)**

Certificate issued by the HARB and City Council to indicate their approval of an application to alter, demolish, or add onto a building, or new building construction, within the boundaries of the municipal historic districts.

**Character**

A term used to describe the essential qualities of a place.

**Ciclovia**

A Spanish word that means "cycleway" and describes either a permanent bike path or the closing of certain streets to vehicles for cyclists and pedestrians, sometimes called open streets.

**Circulation Improvements**

Any change that facilitates the movement of people, principally referring to physical changes (e.g., new transit, bike lanes) rather

than programmatic improvements (e.g., more frequent bus service).

**Circulator**

A bus that operates on a looped route through a defined area, often connecting residents or visitors to transit, shopping areas, and tourist destinations.

**Citizen Participation**

The proactive involvement of residents and businesses in community affairs, including long-range planning.

**City Beautiful**

An American city planning movement of the early 20th century that aimed to improve the quality of cities through beautification and monumental grandeur.

**Civic Association**

A volunteer organization formed to protect the interest of neighborhood residents and address neighborhood-level issues.

**Class A Office Space**

Office space meeting modern corporate needs, usually in multi-story steel-framed buildings less than 30 years old (or in gutted and refurbished historic buildings), containing a high level of business amenities.

**Clean Fuel Vehicle**

A hybrid (gas-electric) vehicle or a vehicle powered by a low-emissions energy source.

**Clustering**

The practice of transferring the allowable density on a particular site to one part of the site, thereby allowing more sensitive areas to remain as open space.

**Co-Housing**

A living arrangement that combines private living quarters with shared dining and activity areas in a community whose residents share in tasks such as childcare.

**Co-Location**

The practice of siting different services or community facilities in a single place, to create efficiencies and allow the sharing of resources.

**Cogeneration**

A process where an industrial facility uses its waste energy to produce heat or electricity.

**Collector (street)**

A roadway that collects and distributes local traffic between arterial and local streets, which also provides access to adjacent properties.

**Combined Sewer Overflow**

A condition where the combined flow of sanitary sewage and stormwater exceeds the capacity of the conveyance system, thereby causing an overflow into surface water.

**Combined Statistical Area (CSA)**

A U.S. Office of Management and Budget (OMB) term for a combination of adjacent metropolitan and micropolitan statistical areas across the country that demonstrate economic or social linkage measured by commuting patterns. The Harrisburg-York-Lebanon, PA CSA is comprised of six counties: Adams, Cumberland, Dauphin, Lebanon, Perry, and York.

**Commercial Revitalization**

A process that seeks to increase (and often restore) economic activity in a business district, typically achieved through financial assistance to property owners and public investment in physical improvements.

**Community Development Block Grant (CDBG)**

A federal grant program that distributes an annual allocation of funds to cities and counties for housing, capital improvements, and civic improvement.

**Community Development Corporation**

A non-profit organization incorporated to provide programs and services, and to engage in other activities that support a community, including land development.

**Community Equity Investment**

A local business enterprise funded by local capital, with proceeds and profits directed back into the community.

**Community Facility**

A facility where public services for residents are provided, including recreational and cultural services, and services for youth and seniors.

**Community Garden**

A plot of land, usually publicly or collectively owned, that residents use for raising flowers and vegetables.

**Community Identity**

The defining qualities of a place; the aspects that make a place memorable and distinct.

**Community Park**

A large park serving an area with a one- to two-mile radius, typically including ballfields, swim facilities, a recreation center, natural areas, picnic areas, and a range of organized programs.

**Community Planning Process**

Any of several measures used to engage the public in local affairs and inform the public about matters of local importance.

**Community Policing**

Approach to law enforcement that emphasizes proactive outreach to the community, including community-based training and education.

**Commuter Rail**

Rail transit that carries residents of suburban communities to central business districts.

**Compatible, Compatibility**

Capable of existing together without significant conflict or ill effects.

**Complementary Use**

Land uses or activities that benefit from (or fit comfortably with) other uses nearby.

**Comprehensive**

Encompassing a broad range of topics and covering a large geographic area.

**Comprehensive Plan**

A long-range (20-25 year) plan that contains maps and policies to guide the future physical development of a city or county.

**Conceptual Development Project**

A project that exists in concept form only, with no entitlement or approval and no firm start date for construction.

**Concurrent**

Provided at the same time.

**Condominium**

An apartment house, office building, or multiple-unit complex, the units of which are individually owned, with each owner receiving a recordable deed to the individual unit purchased, including the right to sell or mortgage that unit, and sharing in joint ownership of any common grounds.

**Congestion Management**

The coordination of transportation planning, funding, operations, and capital projects in a way that helps traffic flow more smoothly and reduces travel delays.

**Connectivity**

The degree to which one area connects to or joins another.

**Consent Decree**

An agreement made between an entity and a higher governmental agency to enforce the rules and regulations established by that agency, typically when not in compliance with the rules and regulations.

**Consistent**

Adhering to the same principle, course, or form or being in agreement.

**Conservation**

Planned management of a natural or human-made resource to prevent exploitation, destruction, or neglect.

**Contaminated Site**

Any land parcel containing soil or groundwater that has been contaminated by past activities and that requires clean-up before re-use.

**Context-Sensitive**

The art of creating public works projects, buildings, additions, etc., that sensitively integrate projects into the context of their setting.

**Contributing Building (or feature)**

A site, structure, or feature adding to an area's historic quality because it was present during the period of significance, relates to the property's documented significance, possesses historic integrity, is capable of yielding valuable information about the period, or independently meets National Register criteria.

**Conversion (housing)**

Changing the principal use of a home or apartment to another, such as an office or hotel.

**Co-operative**

A building owned and managed by a corporation in which shares are sold, entitling the shareholders to occupy individual units in the building.

**Core Industry**

The sector(s) of the economy that employs the highest percentage of an area's residents and makes the most significant contribution to the area's economy.

**Corporate Citizenship**

The contribution that business makes to the social welfare and overall social good of a community.

**Corridor**

Any major transportation route; may also be used to describe land uses along these routes.

**Corridor Study**

An evaluation of current and projected traffic conditions along a road or transit line as it passes through several different neighborhoods or communities, including recommendations for improvement.

**Cost-Benefit Analysis**

The comparison of benefits and costs in decision-making, using assigned dollar values.

**Cottage Industry**

A small-scale industry that can be carried on at home by family members using their equipment.

**Creative Class (profession, workforce)**

A term describing persons in jobs that create new approaches to problem-solving, generate new ideas, or create new products. Includes scientists,



architects, academics, writers, educators, and media, as well as those in the creative arts

### **Creative Economy**

A subset of the broader service economy, whose creative work adds value to research, education, governance, technological, innovative and intellectual enterprises, and is viewed as an essential part of the overall economy.

### **Creative Sector**

The creative economy includes non-creative industries, businesses, and corporations that employ creative workers in marketing, design, and public relations roles, as well as artists and other creative workers. They perform, produce, and sell their work as sole proprietors and business owners with employees. Creative workers can also be found in the nonprofit sector founding, managing and working in arts and cultural organizations.

### **Cultural Facility (attraction, amenity, development, use)**

Facilities such as museums, galleries, art studios, theaters, art schools, performance venues, etc.

### **Cultural Organization**

Any organization providing support to the city's arts community.

### **Cultural Resource**

An aspect of the landscape that embodies the heritage of human experience or cultural identities.

### **Cycle Track**

An exclusive bikeway that has elements of a separated path and on-road bicycle lane, typically located within or next to the roadway but made distinct from both the sidewalk and general-purpose road by vertical barriers or elevation differences (also known as a separated bike lane or protected bike lane).

## **D**

### **Dedicated Funding (revenue)**

Funding reserved or restricted for a particular purpose.

### **Demolition by Neglect (or abandonment)**

The destruction of a building through abandonment or lack of maintenance.

### **Demonstration Project**

A project or action that provides a means for testing and introducing beneficial change.

### **Density**

The number of residential dwelling units per acre of land.

### **Design Guidelines**

Provisions guiding the design of buildings that are not mandatory but may be used by staff, City advisory boards and commissions, and others in evaluating projects.

### **Development Incentive**

Any measure used to attract development, or particular land use or activity, to an area, especially allowances for greater floor space or more permissive standards than would usually be allowed.

### **Disabled**

An individual with a physical or mental impairment that has a substantial and long-term adverse effect upon their ability to carry out typical day-to-day activities. Multiple legal definitions apply, depending on the context.

### **Disinvestment**

The gradual withdrawal of private investment in property or a neighborhood due to lack of investor confidence.

### **Displacement**

The gradual loss of long-time residents and businesses, especially renters and small business owners, from their communities as a result of rising rents, market forces, or redevelopment activities.

### **Distressed Neighborhood**

A term used to describe neighborhoods with high concentrations of poverty, crime, unfavorable social conditions, and little or no private investment.

### **Diversity**

Representing and inclusive of individuals with different racial, gender, age, disability status, sexual orientation, or philosophical backgrounds.

### **Downtown**

The civic and commercial center of a city or town. In Harrisburg, the term usually refers to the area west of the Paxton Creek corridor, south of Forster Street, and north of I-83/Paxton Street.

## **E**

### **Economic Development**

Refers to any of several programs and activities designed to increase wealth (e.g., creation of new jobs, the establishment of new businesses, improvement of existing businesses, training of residents to fill local jobs).

### **Ecosystem**

An interacting system formed by a biotic community and its physical environment.

### **Educational Facility**

Any public or private school, charter school, college or university, continuing education establishment, or other institution where the principal activity is learning and education.

### **Efficient**

Performing or functioning in the best possible manner with the least waste of time and effort.

### **Elderly**

A person who is 65 years of age or older.

### **Emergency Management**

The set of activities associated with preparing for, responding to, and recovering from a natural or human-made disaster, including a terrorist incident.

### **Emergency Medical Facility**

A facility equipped to handle medical emergencies and traumas (i.e. with an emergency room).

### **Eminent Domain**

The authority of a government to take (or to authorize the taking of) private property for public use.

**Employed Resident**

A permanent working city resident, regardless of the job's location.

**Employment Center**

Relatively large areas of the City dominated by office, government, technology, light industrial, regional retail, and other job-generating land uses.

**Energy Conservation**

Any of several measures designed to reduce the amount of energy consumed by a household or business.

**Energy Efficiency**

Any measure that reduces heat loss, cooling needs, or energy consumption by alterations to a household or business.

**Energy Reliability**

Activities that reduce the likelihood of interruptions in the energy supply or transmission system.

**Energy Security**

Minimizing the vulnerability associated with dependence on foreign oil by assuring the security of existing sources while diversifying sources to reduce the impact of future interruptions.

**Environmental Assessment**

A preliminary assessment of the likely influence a project may have on the environment and used to determine if more detailed evaluations of environmental impacts are needed.

**Environmental Health**

The control of environmentally related diseases and the protection of the ecological system.

**Environmental Justice**

The fair treatment and meaningful involvement of all people regardless of race, color, national origin, or income, concerning the development, implementation, and enforcement of laws, regulations, and policies. The practice of redressing inequitable distributions of environmental burdens (e.g., pollution, industry, landfills, freeways) and access to environmental benefits (e.g., clean air and water, parks, open spaces) in decision-making.

**Environmentally Friendly**

Having a lesser impact on the environment than a conventional approach.

**Environmentally Sensitive Area**

Any area with natural resources that are easily disturbed by human activity.

**Environmentally Sustainable**

The management and use of natural resources in a way that ensures these resources are not depleted or degraded and remain available to serve future generations.

**Equity**

The quality of being impartial and fair or the money value of a property or an investment.

**Erosion**

The loosening and transport of rock and soil debris by wind, rain, or running water.

**Extremely Low Income**

*See Income, Extremely Low.*

**F****Fabric**

The characteristic pattern and texture of land uses, lots, and buildings in a particular area.

**Façade**

A structure's exterior facing walls, usually used to refer to the street-facing or primary wall.

**Fair Housing**

The sale or rental of private housing free of discriminatory practices or policies.

**Fair Housing Act**

Federal legislation adopted in 1968 that prohibits discrimination by direct providers of housing, such as landlords and real estate companies as well as other entities, such as municipalities, banks or other lending institutions, and homeowner's insurance companies.

**Faith Institution**

A church, synagogue, mosque, or other houses of worship, or the offices, residences, or other facilities belonging to that institution.

**Faith-Based Community**

Persons employed by (or associated with the leadership of) religious or spiritual institutions

**Fair Market Rent**

The rent required in the particular housing market area to obtain privately owned, decent, safe, and sanitary rental housing of modest (non-luxury) nature with suitable amenities and includes utilities (except telephone); HUD establishes Fair Market Rents for dwelling units with varying numbers of bedrooms for different housing market areas.

**Family**

A married or unrelated couple living together and any children of either spouse or a lone parent of any marital status with at least one child living in the same dwelling.

**Family Housing**

Housing designed to meet the needs of families, meaning that there are typically three or more bedrooms and "child-friendly" amenities such as yard space or community play facilities.

**Fiber-Optics**

Thin filaments of glass that transmit light and carry data from one point to another at the speed of light.

**Floodplain**

The relatively flat area adjoining a river, creek, stream, lake, or bay, which may be inundated by water following prolonged heavy rain.

**Floor Area Ratio (FAR)**

Ratio formed by the relationship of a structure's total enclosed gross floor area to the gross area of its site.

**Food Desert**

An area that has limited access to affordable and nutritious food.

**Forecast**

A calculation of a future condition using relevant data and statistics.

**Form-Based Zoning (Form-Based Code)**

A method of regulating development to achieve a specific urban form. Form-based codes focus on

the physical dimensions and design of buildings and public spaces, rather than the land uses that occur within those buildings and spaces.

### **Front Yard**

The area between a structure's front and the street, including the side yard located to the structure's front.

### **Functional Classification System**

A system of categorizing roads based on the volume of traffic carried, the origins and destinations of that traffic, and the physical characteristics of the roadway.

### **Functional Open Space**

Open space that exists primarily because of another function or activity on the property, such as a cemetery, golf course, or power line corridor.

### **Functionally Obsolete**

A use or structure whose value diminished because it is no longer needed or no longer functions the way it did when designed.

## **G**

### **Gateway**

A point along a roadway where one gains a sense of entering the city (or portion thereof), which may include signs, monuments, landscaping, a change in development character, or a natural feature.

### **Gentrification**

The influx of middle-class or affluent people into neighborhoods in a manner that may displace earlier, usually lower-income or minority, residents.

### **Geographic Information System (GIS)**

Computer technology where digitally-recorded map information analyzes features for planning and building purposes.

### **Goal**

A general, overall, and ultimate purpose, aim, or end toward which the City will direct effort.

### **Green Building**

The practice of designing and constructing buildings to increase the efficiency with which they use energy, water, and raw materials, to

reduce impacts on human health and the environment.

### **Green Business**

A business that makes an explicit commitment in its operation and conduct to reduce its impact on the environment and minimize its use of non-renewable resources.

### **Green Energy**

Energy derived from renewable sources such as wind and solar.

### **Green Engineering**

The design of utilities, roads, drainage systems, and other infrastructure in a manner that minimizes environmental impacts.

### **Green Infrastructure**

The system of parks, gardens, farms, forests, vegetated lands, and other public and private open spaces in a community.

### **Green Roof**

A roof wholly or partially covered with vegetation and soil, planted over a waterproofing membrane.

### **Green Space**

The portion of a site planted with trees, lawns, or shrubs.

### **Greenhouse Gas**

Gases contributing to the atmosphere's warming (e.g., carbon dioxide, methane, nitrous oxide, ozone).

### **Greening**

The process of making something more environmentally sustainable; does not necessarily refer to adding trees and vegetation, but may in some cases.

### **Greenway**

An interconnected area of natural vegetation, often surrounded by urban development.

### **Groundwater**

Water under the earth's surface, often used to supply wells and springs.

### **Growth Occupation**

A job in an economic sector that is growing at a faster rate than the economy as a whole

## **H**

### **High-Occupancy Vehicle (HOV) Lane**

A restricted traffic lane reserved for the exclusive use of vehicles with a driver and one or more passengers, including carpools, vanpools, and transit buses. Restrictions can be imposed only during peak travel times or can apply at all times.

### **High Style**

A particular set of architectural elements or articulated features that serve to identify the building's architecture as belonging to a body of similar structures with common characteristics, placed within a culture in a defined period.

### **Historic District**

The area within a jurisdiction formally recognized by the local, state, or federal government for its concentration of historic or notable structures.

## **I**

### **Income**

#### **Low Income**

80% of the median family income for the area, subject to specific adjustments for areas with unusually high or low incomes.

#### **Very Low Income**

50% of the median family income for the area, subject to adjustments for areas with unusually high or low incomes.

#### **Extremely Low Income**

Income that does not exceed the higher of the Federal Poverty Level or 30% of area median income.

### **Incubator Space**

A facility, dedicated to the start-up and growth of small businesses, accomplished through management and facility support systems.

### **Industry Cluster**

Groups of similar and related firms in a defined geographic area that share common markets, technologies, worker skill needs, and which are often linked by buyer-seller relationships.

## Industry Cluster Analysis

A tool used to identify those areas of the local economy in which comparative advantage(s) exist (i.e. the output, productivity, and growth of a cluster are high relative to other regions).

## Innovation Districts

A tool utilizing partnerships with higher education institutions, businesses, and the government to fuel job growth and redevelopment in targeted locations. Its premise features collaboration and productivity resulting from proximity and job creation, where innovation occurs through the intentional clustering of businesses, institutions, ideas, and people. Jurisdictions use innovation districts for planning, fundraising, marketing, and potentially for innovative pilot projects and district systems.

## J

## K

## L

### Limited-Access Highway

A public road where the abutting land has no legal right of access except at points determined by the public authority having jurisdiction.

### Location Quotient (LQ)

An analytical statistic that measures how concentrated a particular industry, cluster, occupation, or demographic group is in a region as compared to the nation.

## M

### Maker Space

A place in which people with shared interests (especially in computing, technology, or small industry) can gather to work on projects while sharing ideas, equipment, and knowledge.

### Median Age

This measure divides the age distribution into two equal parts: one-half of the cases falling below the median value and one-half above the value.

## Median Household Income

The income of the householder and all other persons 15 years old and over in the household. Median represents the middle of the income in a demographic location, dividing the income distribution into two equal parts, one having income above the median and the other having income below the median.

## Mobility

The ability to quickly and comfortably travel within the community and region to reach destinations, using one or more modes of transportation.

## N

### National Register of Historic Places

The federal government's official list of districts, sites, buildings, structures, and objects deemed worthy of preservation for their historical significance.

### Neckdown

A narrowing of a roadway, especially at an intersection in a residential neighborhood, intended to slow vehicular traffic and increase the safety of pedestrians.

## O

### On-Demand Automobile Service

Services (typically online or app-based) offering commuters convenient transportation modes; transportation modes based on the on-demand model include ride-hailing (e.g., Uber, Zipcar, Lyft), car sharing, ridesharing, carpooling, and bicycle or scooter rental.

### One-Way Couplet

Two one-way streets whose flows combine on one or both ends into a single two-way street; a single block can separate the one-way streets or they may be spaced further apart with intermediate parallel roads.

## P

### Pedestrian Priority Signals

Signals typically giving pedestrians a 3-7 second head start when entering an intersection with a corresponding green signal in the same direction of traffic; these signals enhance the visibilities of

pedestrians in the intersection and reinforce their right-of-way over turning vehicles, especially in locations with a history of conflict.

### Per Capita Income

An average obtained by dividing total income by total population.

## Placemaking

A multi-faceted approach to the planning, design, and management of public spaces that capitalizes on a local community's assets, inspiration, and potential to create public spaces that promote people's health, happiness, and well-being.

## Q

## R

### Revival Style

In architecture and historic preservation, the use of visual styles that consciously echo the form of a previous architectural area.

### Roundabout

A circular intersection or junction where traffic flows in one direction around a central island and priority given to traffic already in the junction; roundabouts reduce the likelihood and severity of collisions significantly by lowering traffic speeds and minimizing T-bone and head-on collisions.

## S

### Setback

The distance between the exterior wall of a building and the property line, typically established in the Zoning Code.

### Sharrow

A marking in the form of two inverted V-shapes above a bicycle, indicating which part of a road should be used by cyclists when shared with motor vehicles.

### Subsidence

The gradual settling or sudden sinking of the Earth's surface due to underground material movement (i.e. removal of water, oil, natural gas, mineral resources) or natural events (e.g., earthquakes, soil compaction, glacial isostatic adjustment, erosion, sinkhole formation, loess deposits).

## T

### **Transit-Oriented Development (TOD)**

A form of development that maximizes investment in transit infrastructure by concentrating the most intense types of development around transit stations and along transit lines; development in such areas is designed to make transit use as convenient as possible.

### **Transportation Demand Management (TDM)**

The implementation of programs, plans, or policies designed to encourage changes in individual travel behavior; can include an emphasis on alternative travel modes to the single-occupant vehicle such as carpools or transit, reduction or elimination of the number of vehicle trips, or shifts in the time of vehicle commutes to other than the peak period.

## U

### **Urban Heat Island**

An urban or metropolitan area that is significantly warmer than its surrounding rural areas due to human activities.

## V

### **Value Chain**

A set of activities that a firm operating in a specific industry performs to deliver a valuable product for the market.

### **Vernacular Style**

Architecture characterized by the use of local materials and knowledge, usually without the supervision of professional architects. Vernacular architecture represents the majority of buildings and settlements created in pre-industrial societies and includes a wide range of structures, building traditions, and methods of construction. Vernacular buildings are typically practical and straightforward, regardless of use.

## W

### **Woonerf**

A road including devices for reducing or slowing the flow of traffic; a living street where pedestrians and cyclists have legal priority over motorists.

## X

## Y

## Z

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# D: RELATED PLANNING DOCUMENTS

Reviewing existing documents and data created a sound starting point for **HBG2020**'s development process. These plans and reports date back to before the previous 1974 Comprehensive Plan, with many completed since 2000.

## 01 INTRODUCTION

- ▶ General Plan for the City of Harrisburg (1974)
- ▶ Municipal Financial Recovery Act—Harrisburg Strong Plan (2016)
- ▶ Municipalities Financial Recovery Act—City of Harrisburg Exit Plan Report (2018)

## 02 LAND USE & COMMUNITY FACILITIES

### CITYWIDE PLANS

- ▶ Zoning Ordinance—1963 Revision (1963)
- ▶ Toward a Planning Program for Harrisburg (1965)
- ▶ General Plan for the City of Harrisburg (1974)
- ▶ Subdivision & Land Development Ordinance (1990)
- ▶ Zoning Code Draft (2000)
- ▶ Zoning Code Draft (2002)
- ▶ Long-Range Land Use Plan (2002)
- ▶ Zoning Code Draft (2003)
- ▶ Zoning Code Draft (2009)
- ▶ Zoning Code Draft (2010)
- ▶ Food Systems Planning Preliminary Report (2012)

### NEIGHBORHOOD/LOCAL PLANS

- ▶ A Plan for Downtown Harrisburg (1964)

- ▶ Hamilton Neighborhood Development Plan (1969)
- ▶ Development Potentials for Downtown Harrisburg, 1970-1990 (1969)
- ▶ Harrisburg Midtown Development (undated)
- ▶ Hamilton Neighborhood Development Plan—Economic & Marketability Analysis Study (1973)
- ▶ The River Commons: A New Heart in Harristown for the Tri-County Community (1976)
- ▶ The Midtown Plan (1976)
- ▶ 6th Street/Uptown—A Comprehensive Neighborhood Preservation System (1977)
- ▶ Downtown Waterfront & Islands Study (1985)
- ▶ Central Allison Hill Summit Terrace—Rezoning Study (1988)
- ▶ Midtown Market District—Design Guidelines (undated)
- ▶ Mount Pleasant Planning & Rezoning Study (1991)
- ▶ Strawberry Square & ULI: Harristown's Reaction to Urban Land Institute Report (1996)
- ▶ South Allison Hill Neighborhood Action Strategy (1998)
- ▶ Uptown Neighborhood Action Strategy (2001)
- ▶ Redevelopment Area Plan for South Allison Hill (2003)
- ▶ Walnut Street Corridor Redevelopment Planning Study (2007)
- ▶ Harrisburg Midtown Campus Master Plan (2007)
- ▶ South Allison Hill Community Action Strategy (2009)

- ▶ Division Street Revitalization: A Transportation & Economic Development Plan (2016)
- ▶ The South Allison Hill EPA Brownfields Area-Wide Plan (2019)

### REGIONAL & STATEWIDE PLANS

- ▶ Forces of Past & Future Development (1958)
- ▶ Master Plan (1960)
- ▶ Background Report, Volume 2: The Region (1992)
- ▶ Background Report, Volume 3: Harrisburg Today (1992)
- ▶ Dauphin County Comprehensive Plan (2008)

### COMMUNITY FACILITIES

- ▶ Study of Facilities Requirements (1971)
- ▶ River Commons Arts Facilities Study & Recommendations (1977)
- ▶ Aquatics Feasibility Study (2017)

## 03 HOUSING

- ▶ General Plan for the City of Harrisburg (1974)
- ▶ TCRPC Building Activity Report (2008-2018)
- ▶ Housing Market Analysis—Harrisburg, PA Metropolitan Area (2009)
- ▶ Harrisburg Housing Authority Strategic Plan (2014)
- ▶ Residential Opportunity Assessment, Downtown Harrisburg (2016)
- ▶ Assessment of Fair Housing (2017)
- ▶ Harrisburg Rental Housing Demand Study (2018)



- ▶ Capital Area Coalition on Homelessness Point in Time Survey (2018)
- ▶ City of Harrisburg FY 2018-2022 Consolidated Plan and FY 2018 Annual Action Plan (2018)

## 04 MOBILITY & ACCESS

- ▶ Vehicular & Pedestrian Circulation in Downtown Harrisburg (1963)
- ▶ General Plan for the City of Harrisburg (1974)
- ▶ Transportation Study—Harrisburg Enterprise Development Area (1984)
- ▶ HATS Bicycle/Pedestrian (1997)
- ▶ Analysis of Transportation Needs for the Southern Gateway Project (2003)
- ▶ Harrisburg Transportation Center: Phase II Redevelopment—Existing Conditions Report (2003)
- ▶ Connections—A Guide to Public Transportation in the Metro-Harrisburg Region and Beyond (2004)
- ▶ South Central Pennsylvania Regional Goods Movement Study (2006)
- ▶ Capital Area Transit Service Study (2009)
- ▶ PA Intercity Passenger & Freight Rail Plan (2009)
- ▶ Regional Bicycle Connections Study Draft (2015)
- ▶ Central Pennsylvania Regional Bike Share Feasibility Study (2015)
- ▶ 2nd Street Feasibility Study (2015)
- ▶ TCRPC Growth Management Plan, 2040 Update (2017)
- ▶ Bus Stop Optimization Study and Shelter Design (2017)
- ▶ North 2nd Street Multimodal Project Design (2017)
- ▶ Herr Street Pedestrian Access Improvements (2018)
- ▶ Riverwalk Improvements (2018)

- ▶ 17th Street Corridor—Complete Streetscape Plan (2019)
- ▶ Regional Transportation Plan 2040 (2019)
- ▶ Vision Zero HBG (2019)

## 05 ECONOMIC DEVELOPMENT

- ▶ The Center of Harrisburg or Harrisburg Centers? Perceptions & Information About Shopping (1962)
- ▶ Neighborhood Commercial Areas Plan for the Hill & Uptown (1964)
- ▶ Hamilton Neighborhood Development Plan—Economic & Marketability Analysis Study (1973)
- ▶ General Plan for the City of Harrisburg (1974)
- ▶ Market Study—Commercial Revitalization Potentials 6th Street/Uptown Revitalization Area (1978)
- ▶ Revitalization Plan for North 3rd Street (1984)
- ▶ City of Harrisburg Department of Community & Economic Development—Annual Report (1984-1992)
- ▶ City of Harrisburg Department of Community & Economic Development—Seven-Year Statistical Report (1989)
- ▶ City of Harrisburg Bureau of Planning—Annual Report (1990)
- ▶ City of Harrisburg: Enterprise Community Strategic Plan (1994)
- ▶ City of Harrisburg Department of Building & Housing Development—Annual Report (1994-2009)
- ▶ Gentrification & Neighborhood Dynamics in Harrisburg (2006)
- ▶ Harrisburg Tourism Plan (2006)
- ▶ Harrisburg Economic & Community Profile (2009)

- ▶ City of Harrisburg Green Economic Development Plan (2013)
- ▶ Division Street Revitalization: A Transportation & Economic Development Plan (2016)
- ▶ Harrisburg 2035: An Economic Analysis Report for the Comprehensive Land Use Plan (2016)
- ▶ South Allison Hill Brownfield Area-Wide Plan Market Analysis (2018)
- ▶ The South Allison Hill EPA Brownfields Area-Wide Plan (2019)

## 06 PARK, OPEN & CIVIC SPACE

- ▶ Plan Showing Proposed Public Reservations [The Manning Plan] (1901)
- ▶ General Plan for the City of Harrisburg (1974)
- ▶ Susquehanna River Conservation Plan (1998)
- ▶ Harrisburg Recovery Action Plan for City's Park System (2002)
- ▶ Paxton Creek Stream Corridor and Watershed Assessment Report (2003)
- ▶ HACC Midtown Campus Master Plan (2007)
- ▶ Pinnacle Indoor Sports—Market Study Report (2008)
- ▶ South Allison Hill Recreation Facility Market Study (2008)
- ▶ Dauphin County Parks, Recreation, Open Space & Greenways Plan (2009)
- ▶ ULI City Island TAP Report (2014)
- ▶ The City as a Park Strategic Initiative (2016)
- ▶ Select Park/Playground Renovation Project (2017)
- ▶ Reservoir Park Master Site Development Plan Draft (2017)
- ▶ Paxton Creek Master Plan (2018)

## 07 HISTORIC & CULTURAL RESOURCES

- ▶ General Plan for the City of Harrisburg (1974)
- ▶ Harrisburg Tourism Plan (2006)
- ▶ Historic District Design and Preservation Guide (2009)
- ▶ A Plan for the Future of the Harrisburg State Hospital (2014)

## 08 ENERGY & UTILITIES

- ▶ General Plan for the City of Harrisburg (1974)
- ▶ Harrisburg Municipal Solid Waste Collection Report (2015)

# E: SUPPLEMENTAL INFORMATION

## DEMOGRAPHICS

Table E1-1. Population History

Year	Harrisburg			Dauphin County			Pennsylvania			National Events of the Following Decade
	Population	No. Change	% Change	Population	No. Change	% Change	Population	No. Change	% Change	
1860	13,405			46,756			2,906,215			The Civil War
1870	23,104	9,699	72.4%	60,740	13,984	29.9%	3,521,951	615,736	21.2%	Reconstruction
1880	30,762	7,658	33.1%	76,148	15,408	25.4%	4,282,891	760,940	21.6%	Gilded Age
1890	39,385	8,623	28.0%	96,977	20,829	27.4%	5,258,113	975,222	22.8%	American Imperialism
1900	50,167	10,782	27.4%	114,443	17,466	18.0%	6,302,115	1,044,002	19.9%	Progressive Era/Depression of 1893
1910	64,186	14,019	27.9%	136,152	21,709	19.0%	7,665,111	1,362,996	21.6%	World War I
1920	75,917	11,731	18.3%	153,116	16,964	12.5%	8,720,017	1,054,906	13.8%	New Era Boom/Roaring '20s/Prohibition
1930	80,339	4,422	5.8%	165,231	12,115	7.9%	9,631,350	911,333	10.5%	The Great Depression/New Deal Era
1940	83,893	3,554	4.4%	177,410	12,179	7.4%	9,900,180	268,830	2.8%	World War II
1950	89,544	5,651	6.7%	197,784	20,374	11.5%	10,498,012	597,832	6.0%	Postwar Expansion/Cold War/Baby Boom
1960	79,697	-9,847	-11.0%	220,255	22,471	11.4%	11,319,366	821,354	7.8%	Vietnam War/Civil Rights Movement
1970	68,061	-11,636	-14.6%	223,713	3,458	1.6%	11,800,766	481,400	4.3%	Energy Crisis/Oil Price Shocks
1980	53,264	-14,797	-21.7%	232,317	8,604	3.8%	11,864,720	63,954	0.5%	Recession/Recovery
1990	52,376	-888	-1.7%	237,813	5,496	2.4%	11,881,643	16,923	0.1%	Prosperity/Dot-Com Bubble
2000	48,950	-3,426	-6.5%	251,805	13,992	5.9%	12,281,054	399,411	3.4%	War on Terror/Housing Bubble
2010	49,525	575	1.2%	268,100	16,295	6.5%	12,702,379	421,325	3.4%	Occupy Movement/Internet of Things
2018	49,230	-295	-0.6%	274,515	6,415	2.4%	12,791,181	88,802	0.7%	New '20s/COVID Pandemic/Social Justice

Source: 1860-2010 U.S. Census; 2014-2018 American Community Survey

Table E1-2. Population Growth

Jurisdiction	Year				% Change			
	1990	2000	2010	2018	'90-'00	'00-'10	'10-'18	'00-'18
Harrisburg	52,376	48,950	49,525	49,230	-6.5%	1.2%	-0.6%	0.6%
Dauphin County	237,813	251,805	268,100	274,515	5.9%	6.5%	2.4%	9.0%
Pennsylvania	11,881,643	12,281,054	12,702,379	12,791,181	3.4%	3.4%	0.7%	4.2%

Source: 1990-2010 U.S. Census; 2014-2018 American Community Survey

Table E1-3. Population Projections

Jurisdiction	Year					% Change				
	2000	2010	2020	2030	2040	'00-'10	'10-'20	'20-'30	'30-'40	'10-'40
Harrisburg	48,950	49,528	47,818	47,415	46,266	1.2%	-3.5%	-0.8%	-2.4%	-6.6%
Dauphin County	251,798	268,100	283,087	298,465	313,620	6.5%	5.6%	5.4%	5.1%	17.0%
Pennsylvania	12,281,054	12,702,379	13,101,704	13,536,552	13,964,799	3.4%	3.1%	3.3%	3.2%	9.9%

Source: Pennsylvania Department of Environmental Protection, Population Projections Report, 2010-2040

Table E1-4. Racial Composition

Race	Harrisburg		Dauphin County		Pennsylvania	
	No.	%	No.	%	No.	%
White	16,890	34.3%	194,998	71.0%	10,341,442	80.8%
Black or African American	25,517	51.8%	52,691	19.2%	1,423,319	11.1%
American Indian & Alaska Native	177	0.4%	662	0.2%	24,847	0.2%
Asian	2,638	5.4%	11,431	4.2%	427,892	3.3%
Native Hawaiian & Other Pacific Islander	7	0.0%	79	0.0%	4,107	0.0%
Some Other Race	2,058	4.2%	6,213	2.3%	258,694	2.0%
<b>Total One Race</b>	<b>47,287</b>	<b>96.1%</b>	<b>266,074</b>	<b>96.9%</b>	<b>12,480,301</b>	<b>97.6%</b>
Two or More Races	1,943	3.9%	8,441	3.1%	310,880	2.4%
<b>TOTALS</b>	<b>49,230</b>	<b>100.0%</b>	<b>274,515</b>	<b>100.0%</b>	<b>12,791,181</b>	<b>100.0%</b>

Source: 2014-2018 American Community Survey

Table E1-5. Change in Racial Composition

Race	2000		2010		2018		% Change		
	No.	%	No.	%	No.	%	'00-'10	'10-'18	'00-'18
White	15,527	31.7%	15,181	30.7%	16,890	34.3%	-2.3%	11.3%	8.8%
Black or African American	26,841	54.8%	25,957	52.4%	25,517	51.8%	-3.4%	-1.7%	-4.9%
American Indian & Alaska Native	183	0.4%	251	0.5%	177	0.4%	27.1%	-29.5%	-3.3%
Asian	1,384	2.8%	1,709	3.5%	2,638	5.4%	19.0%	54.4%	90.6%
Native Hawaiian & Other Pacific Islander	35	0.1%	29	0.1%	7	0.0%	-20.7%	-75.9%	-80.0%
Some Other Race	3,199	6.5%	3,847	7.8%	2,058	4.2%	16.8%	-46.5%	-35.7%
<b>Total One Race</b>	<b>47,169</b>	<b>96.4%</b>	<b>46,974</b>	<b>94.8%</b>	<b>47,287</b>	<b>96.1%</b>	<b>-0.4%</b>	<b>0.7%</b>	<b>0.3%</b>
Two or More Races	1,781	3.6%	2,554	5.2%	1,943	3.9%	30.3%	-23.9%	9.1%
<b>TOTALS</b>	<b>48,950</b>	<b>100.0%</b>	<b>49,528</b>	<b>100.0%</b>	<b>49,230</b>	<b>100.0%</b>	<b>1.2%</b>	<b>-0.6%</b>	<b>0.6%</b>

Source: 2000, 2010 U.S. Census; 2014-2018 American Community Survey

Table E1-6. Hispanic or Latino Origin

Ethnicity	2000		2010		2018		% Change		
	No.	%	No.	%	No.	%	'00-'10	'10-'18	'00-'18
Hispanic or Latino (of any race)	5,724	11.7%	8,939	18.0%	10,725	21.8%	56.2%	20.0%	87.4%
Not Hispanic or Latino	43,226	88.3%	40,589	82.0%	38,505	78.2%	-6.1%	-5.1%	-10.9%
<b>TOTALS</b>	<b>48,950</b>	<b>100.0%</b>	<b>49,528</b>	<b>100.0%</b>	<b>49,230</b>	<b>100.0%</b>	<b>1.2%</b>	<b>-0.6%</b>	<b>0.6%</b>

Source: 2000, 2010 U.S. Census; 2014-2018 American Community Survey

Table E1-7. Age Distribution

Age	2000		2010		2018		% Change			
	No.	%	No.	%	No.	%	'00-'10	'10-'18	'00-'18	
Harrisburg	Under 5 Years	3,968	8.1%	4,392	8.9%	4,234	8.6%	10.7%	-3.6%	6.7%
	5-9 Years	4,158	8.5%	3,532	7.1%	3,450	7.0%	-15.1%	-2.3%	-17.0%
	10-19 Years	6,933	14.2%	6,806	13.8%	6,395	13.0%	-1.8%	-6.0%	-7.8%
	20-24 Years	3,228	6.6%	3,987	8.0%	4,366	8.9%	23.5%	9.5%	35.3%
	25-34 Years	7,593	15.5%	7,783	15.7%	8,620	17.5%	2.5%	10.8%	13.5%
	35-44 Years	7,561	15.4%	6,218	12.5%	5,602	11.4%	-17.8%	-9.9%	-25.9%
	45-54 Years	6,459	13.2%	6,802	13.7%	5,883	12.0%	5.3%	-13.5%	-8.9%
	55-64 Years	3,730	7.6%	5,521	11.1%	5,714	11.6%	48.0%	3.5%	53.2%
	65-74 Years	2,807	5.7%	2,545	5.1%	2,901	5.9%	-9.3%	14.0%	3.3%
	75-84 Years	1,808	3.7%	1,364	2.7%	1,493	3.0%	-24.6%	9.5%	-17.4%
	85 Years +	705	1.4%	578	1.2%	572	1.2%	-18.0%	-1.0%	-18.9%
	<b>Total</b>	<b>48,950</b>	<b>100.0%</b>	<b>49,528</b>	<b>100.0%</b>	<b>49,230</b>	<b>100.0%</b>	1.2%	-0.6%	0.6%
Median Age	33.0		32.2		31.2					
Dauphin County	Under 5 Years	15,490	6.2%	16,794	6.3%	17,182	6.3%	8.4%	2.3%	10.9%
	5-9 Years	17,722	7.0%	16,541	6.2%	16,451	6.0%	-6.7%	-0.5%	-7.2%
	10-19 Years	33,330	13.2%	35,446	13.2%	33,979	12.4%	6.3%	-4.1%	1.9%
	20-24 Years	13,626	5.4%	16,172	6.0%	16,933	6.2%	18.7%	4.7%	24.3%
	25-34 Years	34,206	13.6%	34,714	12.9%	37,492	13.7%	1.5%	8.0%	9.6%
	35-44 Years	41,547	16.5%	34,577	12.9%	32,808	12.0%	-16.8%	-5.1%	-21.0%
	45-54 Years	37,479	14.9%	41,647	15.5%	36,800	13.4%	11.1%	-11.6%	-1.8%
	55-64 Years	22,554	8.9%	35,368	13.2%	38,608	14.0%	56.8%	9.2%	71.2%
	65-74 Years	18,667	7.4%	19,018	7.1%	25,631	9.3%	1.9%	34.8%	37.3%
	75-84 Years	12,934	5.1%	12,647	4.7%	12,592	4.6%	-2.2%	-0.4%	-2.6%
	85 Years +	4,243	1.7%	5,176	1.9%	6,039	2.2%	22.0%	16.7%	42.3%
	<b>Total</b>	<b>251,798</b>	<b>100.0%</b>	<b>268,100</b>	<b>100.0%</b>	<b>274,515</b>	<b>100.0%</b>	6.5%	2.4%	9.0%
Median Age	37.9		39.4		39.8					
Pennsylvania	Under 5 Years	727,804	5.9%	729,538	5.7%	709,250	5.5%	0.2%	-2.8%	-2.5%
	5-9 Years	827,945	6.7%	753,635	5.9%	727,174	5.7%	-9.0%	-3.5%	-12.2%
	10-19 Years	1,714,835	13.9%	1,696,217	13.3%	1,591,149	12.5%	-1.1%	-6.2%	-7.2%
	20-24 Years	746,086	6.4%	874,146	6.9%	842,245	6.6%	17.2%	-3.6%	12.9%
	25-34 Years	1,560,486	12.7%	1,511,119	11.9%	1,667,748	13.0%	-3.2%	10.4%	6.9%
	35-44 Years	1,948,076	15.9%	1,615,669	12.7%	1,495,222	11.7%	-17.1%	-7.5%	-23.2%
	45-54 Years	1,705,032	13.9%	1,940,404	15.3%	1,731,294	13.5%	13.8%	-10.8%	1.5%
	55-64 Years	1,131,625	9.2%	1,622,344	12.8%	1,797,238	14.0%	43.4%	10.8%	58.8%
	65-74 Years	969,272	7.9%	979,538	7.8%	1,236,019	9.7%	1.1%	26.2%	27.5%
	75-84 Years	712,326	5.8%	674,093	5.4%	669,591	5.2%	-5.4%	-0.7%	-6.0%
	85 Years +	237,567	1.9%	305,676	2.4%	324,251	2.5%	28.7%	6.1%	36.5%
	<b>Total</b>	<b>12,281,054</b>	<b>100.0%</b>	<b>12,702,379</b>	<b>100.0%</b>	<b>12,791,181</b>	<b>100.0%</b>	3.4%	0.7%	4.2%
Median Age	38.0		40.1		40.7					

Source: 2000, 2010 U.S. Census; 2014-2018 American Community Survey

Table E1-8. Household Types

Household Type	2000		2010		2018		% Change		
	No.	%	No.	%	No.	%	'00-'10	'10-'18	'00-'18
Non-Family (no kids)	9,649	46.9%	9,706	46.8%	9,633	46.9%	0.6%	-0.8%	-0.2%
Single Parent	3,874	18.8%	6,608	31.9%	6,450	31.4%	70.6%	-2.4%	66.5%
Married Family (with kids)	5,047	24.6%	2,988	14.4%	2,871	14.0%	-40.8%	-3.9%	-43.1%
Family (no kids)	1,991	9.7%	1,452	7.0%	1,566	7.6%	-27.1%	7.9%	-21.3%
<b>TOTALS</b>	<b>20,561</b>	<b>100.0%</b>	<b>20,754</b>	<b>100.0%</b>	<b>20,520</b>	<b>100.0%</b>	<b>0.9%</b>	<b>-1.1%</b>	<b>-0.2%</b>

Source: 2000, 2010 U.S. Census; 2014-2018 American Community Survey

## HOUSING

Table E2-1. Housing Units

Jurisdiction	Year						% Change					
	1970	1980	1990	2000	2010	2018	'70-'80	'80-'90	'90-'00	'00-'10	'10-'18	'00-'18
Harrisburg	28,026	26,034	24,590	24,314	25,673	25,450	-7.1%	-5.5%	-1.1%	5.6%	-0.9%	4.7%
Dauphin County	78,971	95,728	102,684	111,133	119,264	123,740	21.2%	7.3%	8.2%	7.3%	3.8%	11.3%
Pennsylvania	3,927,206	4,596,743	4,938,140	5,249,750	5,537,308	5,673,599	17.0%	7.4%	6.3%	5.5%	2.5%	8.1%

Source: 1980-2000 U.S. Census; 2006-2010, 2014-2018 American Community Survey

Table E2-2. Projected Housing Unit Needs

Year	Units Needed	
2010	No. Units <sup>1</sup>	21,076
	+/- <sup>2</sup>	-4,374
2020	No. Units <sup>1</sup>	20,348
	+/- <sup>2</sup>	-5,102
2030	No. Units <sup>1</sup>	20,177
	+/- <sup>2</sup>	-5,273
2040	No. Units <sup>1</sup>	19,688
	+/- <sup>2</sup>	-5,762

Notes: <sup>1</sup>Units are the number of housing units projected, based on the population projections in TABLE E1-3, divided by the average household size of 2.35. <sup>2</sup>+/- is the difference in the number of housing units between the projection and the number estimated to be currently in existence, per the 2014-2018 ACS.

Source: Wallace Montgomery projections/estimates based on PDEP Population Projections Report, 2010-2040

Table E2-3. Occupancy Status

Occupancy Status	2000		2010		2018		% Change		
	No.	%	No.	%	No.	%	'00-'10	'10-'18	'00-'18
Occupied Dwelling Units	20,561	84.6%	20,754	80.8%	20,520	80.6%	0.9%	-1.1%	-0.2%
Owner occupied	8,703	35.8%	8,300	32.3%	7,096	27.9%	-4.6%	-14.5%	-18.5%
Renter occupied	11,858	48.8%	12,454	48.5%	13,424	52.7%	5.0%	7.8%	13.2%
Vacant Dwelling Units	3,753	15.4%	4,919	19.2%	4,930	19.4%	31.1%	0.2%	31.4%
Homeowner vacancy rate	5.4%		5.4%		4.4%		0.0%	-18.5%	-18.5%
Rental vacancy rate	12.0%		9.7%		7.2%		-19.2%	-25.8%	-40.0%
For rent	1,624	6.7%	1,870	7.3%	1,048	4.1%	15.1%	-44.0%	-35.5%
Rented or sold, not occupied	308	1.3%	830	3.2%	377	1.5%	169.5%	-54.6%	22.4%
For sale only	499	2.1%	984	3.8%	334	1.3%	97.2%	-66.1%	-33.1%
For seasonal, recreational, or occasional use	203	0.8%	127	0.5%	165	0.6%	-37.4%	29.9%	-18.7%
Other vacant	1,119	4.6%	1,108	4.3%	3,006	11.8%	-1.0%	171.3%	168.6%
<b>TOTAL HOUSING UNITS</b>	<b>24,314</b>	<b>100.0%</b>	<b>25,673</b>	<b>100.0%</b>	<b>25,450</b>	<b>100.0%</b>	<b>5.6%</b>	<b>-0.9%</b>	<b>4.7%</b>

Source: 2000 U.S. Census; 2006-2010, 2014-2018 American Community Survey

Table E2-4. Ownership Comparisons

Jurisdiction	2000		2010		2018	
	Own	Rent	Own	Rent	Own	Rent
Harrisburg	42.3%	57.7%	40.0%	60.0%	34.6%	65.4%
Dauphin County	65.4%	34.6%	65.5%	34.5%	63.2%	36.8%
Pennsylvania	71.3%	28.7%	71.0%	29.0%	69.0%	31.0%

Source: 2000, 2010 U.S. Census; 2014-2018 American Community Survey

Table E2-5. Occupancy Comparisons

Jurisdiction	Owner Occupied	Renter Occupied	Vacant
Harrisburg	27.9%	52.7%	19.4%
Dauphin County	57.1%	33.2%	9.7%
Pennsylvania	61.1%	27.5%	11.4%

Source: 2014-2018 American Community Survey



Table E2-6. Housing Unit Design

Housing Type	2000		2010		2018		% Change		
	No.	%	No.	%	No.	%	'00-'10	'10-'18	'00-'18
1-unit detached	2,734	11.2%	2,796	10.9%	2,634	10.3%	2.3%	-5.8%	-3.7%
1-unit attached	11,407	46.9%	12,712	49.5%	12,193	47.9%	11.4%	-4.1%	6.9%
2-4 units	4,590	18.9%	4,688	18.3%	4,790	18.8%	2.1%	2.2%	4.4%
5-9 units	1,434	5.9%	1,176	4.6%	1,334	5.2%	-18.0%	13.4%	-7.0%
10 or more units	4,113	16.9%	4,277	16.7%	4,441	17.4%	4.0%	3.8%	8.0%
Other*	59	0.2%	24	0.1%	58	0.2%	-59.3%	141.7%	-1.7%
<b>TOTALS</b>	<b>24,337</b>	<b>100.0%</b>	<b>25,673</b>	<b>100.0%</b>	<b>25,450</b>	<b>100.0%</b>	<b>5.5%</b>	<b>-0.9%</b>	<b>4.6%</b>

Notes: "Other" includes mobile homes, boats, RV, vans, etc.

Source: 2000, 2010 U.S. Census; 2014-2018 American Community Survey

Table E2-7. Rooms per Dwelling Unit

No. Rooms	2000		2010		2018		% Change		
	No.	%	No.	%	No.	%	'00-'10	'10-'18	'00-'18
1	1,096	4.5%	1,671	6.5%	1,393	5.5%	52.5%	-16.6%	27.1%
2	1,624	6.7%	1,059	4.1%	656	2.6%	-34.8%	-38.1%	-59.6%
3	3,282	13.5%	3,365	13.1%	3,105	12.2%	2.5%	-7.7%	-5.4%
4	3,592	14.8%	3,739	14.6%	4,405	17.3%	4.1%	17.8%	22.6%
5	3,203	13.2%	3,320	12.9%	3,922	15.4%	3.7%	18.1%	22.4%
6	4,597	18.9%	4,881	19.0%	5,352	21.0%	6.2%	9.6%	16.4%
7	2,771	11.4%	3,360	13.1%	2,437	9.6%	21.3%	-27.5%	-12.1%
8	2,671	11.0%	2,941	11.5%	2,703	10.6%	10.1%	-8.1%	1.2%
9 or more	1,501	6.2%	1,337	5.2%	1,477	5.8%	-10.9%	10.5%	-1.6%
<b>TOTALS</b>	<b>24,337</b>	<b>100.0%</b>	<b>25,673</b>	<b>100.0%</b>	<b>25,450</b>	<b>100.0%</b>	<b>5.5%</b>	<b>-0.9%</b>	<b>4.6%</b>

Source: 2000 U.S. Census; 2006-2010, 2014-2018 American Community Survey

**Table E2-8. Occupants per Room**

No. Occupants	2000		2010		2018	
	No.	%	No.	%	No.	%
One person or less per room	19,675	95.5%	20,389	98.2%	19,960	97.3%
More than one person per room	918	4.5%	365	1.8%	560	2.7%

Source: 2000 U.S. Census; 2006-2010, 2014-2018 American Community Survey

**Table E2-9. Age of Dwelling Units**

Decade Built	Harrisburg		Dauphin County		Pennsylvania	
	No.	%	No.	%	No.	%
2010 or later	282	1.1%	3,318	2.7%	134,913	2.4%
2000 to 2009	813	3.2%	11,191	9.0%	475,083	8.4%
1990 to 1999	1,027	4.0%	13,890	11.2%	542,968	9.6%
1980 to 1989	804	3.2%	12,780	10.3%	542,606	9.6%
1970 to 1979	1,611	6.3%	16,654	13.5%	704,497	12.4%
1960 to 1969	2,068	8.1%	13,266	10.7%	576,665	10.2%
1950 to 1959	4,074	16.0%	17,918	14.5%	775,965	13.7%
1940 to 1949	2,415	9.5%	7,162	5.8%	427,320	7.5%
1939 or earlier	12,356	48.6%	27,561	22.3%	1,493,582	26.3%
<b>TOTAL HOUSING UNITS</b>	<b>25,450</b>	<b>100.0%</b>	<b>123,740</b>	<b>100.0%</b>	<b>5,673,599</b>	<b>100.0%</b>

Source: 2014-2018 American Community Survey

**Table E2-10. Average Household Size**

Jurisdiction	Occupied	Occupied	Total
Harrisburg	2.27	2.39	2.35
Dauphin County	2.47	2.27	2.39
Pennsylvania	2.57	2.22	2.46

Source: 2014-2018 American Community Survey

Table E2-11. Housing Problems

Housing Problem	Harrisburg		Dauphin County		Pennsylvania	
	No.	%	No.	%	No.	%
<b>Substandard Housing</b>						
Occupied units lacking complete plumbing or kitchen facilities	362	1.8%	1,628	1.5%	68,683	1.4%
<b>Severely Overcrowded</b>						
>1.51 people per room (and none of above problems)	169	0.8%	312	0.3%	21,470	0.4%
<b>Overcrowded</b>						
1.01-1.5 people per room (and none of above problems)	391	1.9%	1,240	1.1%	49,291	1.0%
<b>Cost Burdened Renters</b>						
Renter housing costs >30% of income	5,959	46.6%	17,815	45.9%	694,695	48.5%
<b>Cost Burdened Owners</b>						
Owner housing costs >30% of income	1,677	23.9%	14,123	20.1%	753,076	21.9%

Source: 2014-2018 American Community Survey

Table E2-12. Plumbing Facilities

Unit Type	2000		2010		2018	
	No.	%	No.	%	No.	%
Units with Complete Plumbing Facilities	20,363		20,603		20,422	
Owner-Occupied	8,666	98.9%	8,273	99.3%	7,071	99.5%
Renter-Occupied	11,697		12,330		13,351	
Units without Complete Plumbing Facilities	230		151		98	
Owner-Occupied	36	1.1%	27	0.7%	25	0.5%
Renter-Occupied	194		124		73	
<b>OCCUPIED UNITS</b>	<b>20,593</b>	<b>100.0%</b>	<b>20,754</b>	<b>100.0%</b>	<b>20,520</b>	<b>100.0%</b>

Source: 2000 U.S. Census; 2006-2010, 2014-2018 American Community Survey

**Table E2-13. Kitchen Facilities**

Unit Type	2000		2010		2018	
	No.	%	No.	%	No.	%
Units with Complete Kitchen Facilities	20,383		20,524		20,256	
Owner-Occupied	8,675	99.0%	8,284	98.9%	7,051	98.7%
Renter-Occupied	11,708		12,240		13,205	
Units without Complete Kitchen Facilities	210		230		264	
Owner-Occupied	27	1.0%	16	1.1%	45	1.3%
Renter-Occupied	183		214		219	
<b>OCCUPIED UNITS</b>	<b>20,593</b>	<b>100.0%</b>	<b>20,754</b>	<b>100.0%</b>	<b>20,520</b>	<b>100.0%</b>

Source: 2000 U.S. Census; 2006-2010, 2014-2018 American Community Survey

**Table E2-14. Median Housing Value**

Jurisdiction	Value			Change, 2000-2010		Change, 2010-2018		Change, 2000-2018	
	2000	2010	2018	\$	%	\$	%	\$	%
Harrisburg	\$56,900	\$79,200	\$78,900	\$22,300	39.2%	-\$300	-0.4%	\$22,000	38.7%
Dauphin County	\$99,900	\$153,100	\$165,200	\$53,200	53.3%	\$12,100	7.9%	\$65,300	65.4%
Pennsylvania	\$97,000	\$159,300	\$174,100	\$62,300	64.2%	\$14,800	9.3%	\$77,100	79.5%

Source: 2000 U.S. Census; 2006-2010, 2014-2018 American Community Survey

**Table E2-15. Value of Owner-Occupied Housing Units**

Value	Harrisburg		Dauphin County		Pennsylvania	
	No.	%	No.	%	No.	%
Less than \$50,000	1,151	16.2%	4,105	5.8%	269,573	7.8%
\$50,000 to \$99,999	3,381	47.6%	9,890	14.0%	542,503	15.6%
\$100,000 to \$149,999	1,228	17.3%	15,122	21.4%	578,435	16.7%
\$150,000 to \$199,999	769	10.8%	16,401	23.2%	605,838	17.5%
\$200,000 to \$299,999	359	5.1%	14,106	20.0%	723,588	20.9%
\$300,000 to \$499,999	160	2.3%	8,325	11.8%	526,943	15.2%
\$500,000 to \$999,999	48	0.7%	2,330	3.3%	185,097	5.3%
\$1,000,000 or more	0	0.0%	324	0.5%	35,490	1.0%
<b>TOTALS</b>	<b>7,096</b>	<b>100.0%</b>	<b>70,603</b>	<b>100.0%</b>	<b>3,467,467</b>	<b>100.0%</b>

Source: 2014-2018 American Community Survey

**Table E2-16. Monthly Rent**

Value	Harrisburg		Dauphin County		Pennsylvania	
	No.	%	No.	%	No.	%
Less than \$500	2,103	15.9%	4,091	10.3%	187,321	12.7%
\$500 to \$999	7,663	58.1%	20,055	50.5%	673,644	45.8%
\$1,000 to \$1,499	3,098	23.5%	12,259	30.9%	419,580	28.6%
\$1,500 to \$1,999	283	2.1%	2,611	6.6%	123,757	8.4%
\$2,000 to \$2,499	23	0.2%	458	1.2%	38,683	2.6%
\$2,500 to \$2,999	0	0.0%	73	0.2%	13,543	0.9%
\$3,000 or more	23	0.2%	136	0.3%	12,861	0.9%
<b>TOTALS</b>	<b>13,193</b>	<b>100.0%</b>	<b>39,683</b>	<b>100.0%</b>	<b>1,469,389</b>	<b>100.0%</b>

Source: 2014-2018 American Community Survey

Table E2-17. New Housing Unit Permits

Year	No. Units					Structures
	1	2	3-4	5 or More	Total Units	5 or More
2018	1,344	2	65	602	2,013	36
2017	1,270	20	36	238	1,564	19
2016	1,239	6	19	363	1,627	24
2015	1,195	4	11	405	1,615	26
2014	1,201	4	0	397	1,602	22
2013	1,331	4	12	320	1,667	26
2012	1,215	8	18	675	1,916	43
2011	952	4	12	145	1,113	9
2010	1,315	10	10	277	1,612	15
2009	1,199	22	0	301	1,522	22
2008	1,472	22	22	348	1,864	30
2007	2,030	10	13	176	2,229	9
2006	1,886	6	18	120	2,030	12
2005	2,328	30	15	331	2,704	41
2004	2,306	48	33	11	2,398	2
<b>ALL YEARS</b>	<b>22,283</b>	<b>200</b>	<b>284</b>	<b>4,709</b>	<b>27,476</b>	<b>336</b>

Source: 2004-2018 U.S. Census Building Permits Survey

Table E2-18. Residential Building Activity

Construction Type	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	TOTAL
Single-Family	0	8	1	21	0	0	0	0	0	0	3	33
Semi-Detached	4	0	0	0	0	0	0	0	0	0	0	4
Multi-Family Apartments	47	22	0	0	0	0	0	0	0	4	39	112
Townhouses	0	4	0	0	0	0	1	0	0	0	0	5
Mobile Homes	0	0	0	0	0	0	0	0	0	0	0	0
Apartment Conversions	0	0	0	0	0	0	0	0	0	0	0	0
<b>TOTAL NEW</b>	<b>51</b>	<b>34</b>	<b>1</b>	<b>21</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>0</b>	<b>4</b>	<b>42</b>	<b>154</b>

Source: Tri-County Regional Planning Commission Building Activity Reports, 2008-2018

**Table E2-19. Public Housing Inventory**

Development	Units			Bedrooms					Total Units
	Family/General	Elderly	ADA Accessible	0	1	2	3	4 or more	
William Howard Day Homes	218	0	14	0	76	103	35	4	218
Hoverter Homes	233	0	13	0	68	112	38	15	233
Hall Manor	540	0	27	0	12	336	145	47	540
Hillside Village	70	0	0	0	0	42	28	0	70
MW Smith Homes	80	0	0	0	0	52	20	8	80
Scattered Sites	80	0	0	0	0	7	59	14	80
Lick Tower	0	144	24	0	144	0	0	0	144
Morrison Tower	0	126	126	75	50	1	0	0	126
Jackson Tower	<i>Not included in counts - undergoing conversion from 240 units to 159 units (128 one-bedroom, 22 ADA accessible, 9 studio/0-bedroom)</i>								n/a
<b>TOTAL</b>	<b>1,221</b>	<b>270</b>	<b>204</b>	<b>75</b>	<b>350</b>	<b>653</b>	<b>325</b>	<b>88</b>	<b>1,491</b>

Source: Harrisburg Housing Authority, October 2019

**Table E2-20. Households on Public Housing Waiting List**

Year	No. Bedrooms					Total Households
	0	1	2	3	4 or more	
Nov. 2013	0	1,070	687	101	24	1,882
Nov. 2014	0	1,141	695	52	17	1,905
Jan. 2017	0	1,192	284	143	4	1,623

Source: Harrisburg Housing Authority

**Table E2-21. Beds for Persons Experiencing Homelessness**

Type of Housing	No. Beds					Total Beds
	Family	Adult-Only	Child-Only	Seasonal	Overflow/ Voucher	
Emergency Shelter Beds	89	116	0	77	3	285
Bethesda Mission (Shelter & Program)	0	89	0	0	0	89
Catholic Charities (Interfaith Family Shelter)	45	0	0	0	0	45
Downtown Daily Bread (Winter Overnight)	0	0	0	40	0	40
Downtown Ministerium (Winter Shelter)	0	0	0	25	0	25
Family Promise of HCR (Family Promise)	15	0	0	0	0	15
Shalom House (Shalom House Shelter)	10	10	0	0	0	20
YWCA of Greater Harrisburg (DV, Overnight Winter & Emergency Shelters)	19	17	0	12	3	51
Safe Haven Beds	0	25	n/a	n/a	n/a	25
Christian Churches United (Safe Harbor-Safe Haven)	0	25	n/a	n/a	n/a	25
Transitional Housing Beds	135	45	0	n/a	n/a	180
Bethesda Mission (Trinity House)	0	12	0	n/a	n/a	12
Brethren Housing Association (Transitions)	53	0	0	n/a	n/a	53
Bridge of Hope (Transitional Housing)	12	0	0	n/a	n/a	12
DELTA Community Inc. (Delta Transitional Housing)	40	0	0	n/a	n/a	40
YWCA of Greater Harrisburg (Bridge Housing, Linda House, Transitional Housing, VA-Service Intensive, VA-Veterans Bridge)	30	33	0	n/a	n/a	63
Permanent Supportive Housing Beds	80	138	0	n/a	n/a	218
Brethren Housing Association (Side by Side)	9	4	0	n/a	n/a	13
Dauphin County PHA (Shelter + Care [S+C])	9	33	0	n/a	n/a	42
DELTA Community Inc. (Delta Community PSH)	13	0	0	n/a	n/a	13
Lebanon VAMC (VA-HUD VASH)	30	65	0	n/a	n/a	95
Shalom House (SHARP)	0	20	0	n/a	n/a	20
YWCA of Greater Harrisburg (PHD, Safe Haven, VH)	19	16	0	n/a	n/a	35
<b>TOTAL BEDS FOR PERSONS EXPERIENCING HOMELESSNESS</b>	<b>304</b>	<b>324</b>	<b>0</b>	<b>77</b>	<b>3</b>	<b>708</b>

Source: HUD 2018 Continuum of Care Homeless Assistance Program Housing Inventory Count Report



# INCOME & POVERTY

Table E3-1. Annual Income

Income	Amount (\$)			
	Harrisburg	Dauphin County	Pennsylvania	United States
Median Household Income	\$37,356	\$58,916	\$59,445	\$60,293
Median Family Income	\$41,333	\$73,592	\$75,477	\$73,965
Per Capita Income	\$22,043	\$32,485	\$32,889	\$32,621

Source: 2014-2018 American Community Survey

Table E3-2. Income Ranges

Value	Harrisburg				Dauphin County				Pennsylvania			
	Household		Family		Household		Family		Household		Family	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Less than \$10,000	2,591	12.6%	1,256	11.5%	6,754	6.0%	2,856	4.1%	315,702	6.3%	115,182	3.6%
\$10,000 to \$14,999	1,625	7.9%	531	4.9%	4,621	4.1%	1,594	2.3%	227,537	4.5%	74,961	2.3%
\$15,000 to \$24,999	2,747	13.4%	1,371	12.6%	9,328	8.3%	3,914	5.6%	483,563	9.6%	186,924	5.8%
\$25,000 to \$34,999	2,591	12.6%	1,462	13.4%	10,691	9.6%	5,466	7.8%	475,523	9.5%	242,755	7.5%
\$35,000 to \$49,999	3,314	16.2%	1,734	15.9%	15,664	14.0%	8,725	12.4%	636,924	12.7%	379,380	11.7%
\$50,000 to \$74,999	3,636	17.7%	1,976	18.2%	21,852	19.6%	13,251	18.9%	900,668	17.9%	606,351	18.8%
\$75,000 to \$99,999	2,038	9.9%	1,280	11.8%	15,519	13.9%	11,541	16.5%	646,375	12.9%	491,522	15.2%
\$100,000 to \$149,999	1,243	6.1%	819	7.5%	16,136	14.4%	13,082	18.6%	739,240	14.7%	610,905	18.9%
\$150,000 to \$199,999	376	1.8%	267	2.5%	5,674	5.1%	5,092	7.3%	296,797	5.9%	257,922	8.0%
\$200,000 or More	359	1.7%	191	1.8%	5,517	4.9%	4,627	6.6%	302,803	6.0%	266,168	8.2%
<b>Median Household Income (dollars)</b>	<b>\$37,356</b>		<b>\$41,333</b>		<b>\$58,916</b>		<b>\$73,592</b>		<b>\$59,445</b>		<b>\$75,477</b>	

Source: 2014-2018 American Community Survey

**Table E3-3. Income Comparisons**

Jurisdiction	Year	Median Household Income	Median Family Income	Per Capita Income
Harrisburg	2000	\$26,920	\$29,556	\$15,787
	2010	\$31,525	\$34,791	\$18,009
	2018	\$37,356	\$41,333	\$22,043
Dauphin County	2000	\$41,507	\$50,974	\$22,134
	2010	\$52,371	\$66,023	\$27,727
	2018	\$58,916	\$73,592	\$32,485
Pennsylvania	2000	\$40,106	\$49,184	\$20,880
	2010	\$50,398	\$63,364	\$27,049
	2018	\$59,445	\$75,477	\$32,889

Source: 2000 U.S. Census; 2006-2010, 2014-2018 American Community Survey

**Table E3-4. Income Distribution & Poverty**

Item	Harrisburg		Dauphin County		Pennsylvania	
	No.	%	No.	%	No.	%
Households with annual income under \$25,000	6,963	33.9%	20,703	18.5%	1,026,802	20.4%
Households with annual income \$100,000 or more	1,978	9.6%	27,327	24.5%	1,338,840	26.6%
Families below poverty level	23.1%		9.1%		8.7%	
Individuals below poverty level	27.7%		12.7%		12.8%	
Individuals under 18 years old, below poverty level	42.7%		20.6%		18.1%	
Individuals 65 years and over, below poverty level	17.0%		7.0%		8.1%	

Source: 2014-2018 American Community Survey

# JOBS & EMPLOYMENT

Table E4-1. Labor Force

		Persons in Labor Force		Change, 2010-2018	
		2010	2018	No.	%
Harrisburg	In Labor Force	23,892	24,801	909	3.8%
	Civilian Labor Force	23,838	24,776	938	3.9%
	Employed	21,177	22,346	1,169	5.5%
	Unemployed	2,661	2,430	-231	-8.7%
	Armed Services	54	25	-29	-53.7%
	Not in Labor Force	13,459	12,801	-658	-4.9%
	<b>PERSONS 16 YEARS &amp; OVER</b>	<b>37,351</b>	<b>37,602</b>	<b>251</b>	<b>0.7%</b>
Dauphin County	In Labor Force	142,711	144,517	1,806	1.3%
	Civilian Labor Force	142,333	144,292	1,959	1.4%
	Employed	133,638	137,092	3,454	2.6%
	Unemployed	8,695	7,200	-1,495	-17.2%
	Armed Services	378	225	-153	-40.5%
	Not in Labor Force	67,862	75,429	7,567	11.2%
	<b>PERSONS 16 YEARS &amp; OVER</b>	<b>210,573</b>	<b>219,946</b>	<b>9,373</b>	<b>4.5%</b>
Pennsylvania	In Labor Force	6,418,310	6,536,846	118,536	1.8%
	Civilian Labor Force	6,408,622	6,531,763	123,141	1.9%
	Employed	5,940,972	6,151,998	211,026	3.6%
	Unemployed	467,650	379,765	-87,885	-18.8%
	Armed Services	9,688	5,083	-4,605	-47.5%
	Not in Labor Force	3,729,347	3,895,660	166,313	4.5%
	<b>PERSONS 16 YEARS &amp; OVER</b>	<b>10,147,657</b>	<b>10,432,506</b>	<b>284,849</b>	<b>2.8%</b>

Source: 2006-2010, 2014-2018 American Community Survey

**Table E4-2. Occupations**

Sector	Harrisburg	Dauphin County	Pennsylvania	United States
Management, Business, Science & Arts	29.2%	38.6%	38.2%	37.9%
Service	25.0%	17.8%	17.4%	17.9%
Sales & Office	23.9%	22.7%	21.7%	22.1%
Natural Resources, Construction & Maintenance	4.1%	6.5%	8.2%	8.9%
Production, Transportation & Material Moving	17.8%	14.3%	14.5%	13.3%

Source: 2014-2018 American Community Survey

**Table E4-3. Labor Force Comparisons**

	Harrisburg		Dauphin County		Pennsylvania		United States	
	No.	%	No.	%	No.	%	No.	%
Total Population	49,230	100.0%	274,515	100.0%	12,791,181	100.0%	322,903,030	100.0%
Total Female Population	26,101	53.0%	141,651	51.6%	6,527,992	51.0%	163,918,840	50.8%
Total Population, 16+ years	37,602	76.4%	219,946	80.1%	10,432,506	81.6%	257,754,872	79.8%
Total Female Population, 16+ years	20,543	78.7%	114,770	81.0%	5,375,708	82.3%	132,055,545	80.6%
Labor Force, 16+ years	24,801	66.0%	144,517	65.7%	6,536,846	62.7%	163,276,329	63.3%
Female, Labor Force	13,206	64.3%	71,538	62.3%	3,135,352	58.3%	77,040,919	58.3%
Civilian Labor Force (participation rate)	24,776	99.9%	144,292	99.8%	6,531,763	99.9%	162,248,196	99.4%
Female, Civilian Labor Force	13,181	99.8%	71,484	99.9%	3,134,603	100.0%	76,896,850	99.8%
Armed Forces (participation rate)	25	0.1%	225	0.2%	5,083	0.1%	1,028,133	0.6%
Female, Armed Forces	25	0.2%	54	0.1%	749	0.0%	144,069	0.2%
Employed (% civilian population 16+)	22,346	90.2%	137,092	95.0%	6,151,998	94.2%	152,739,884	94.1%
Female, Employed	12,113	91.9%	67,897	95.0%	2,965,032	94.6%	72,470,194	94.2%
Unemployed (% civilian population 16+)	2,430	9.8%	7,200	5.0%	379,765	5.8%	9,508,312	5.9%
Female, Unemployed	1,068	8.1%	3,587	5.0%	169,571	5.4%	4,426,656	5.8%

Source: 2014-2018 American Community Survey

Table E4-4. Employment Status by Age

	Total	Male	Female		Total	Male	Female
<b>Population 16 and over</b>	<b>37,602</b>	<b>17,059</b>	<b>20,543</b>	<b>Population 55 to 59</b>	<b>3,117</b>	<b>1,420</b>	<b>1,697</b>
In Labor Force	24,801	11,595	13,206	In Labor Force	2,138	939	1,199
Armed Forces	25	0	25	Armed Forces	0	0	0
Civilian Labor Force	24,776	11,595	13,181	Civilian Labor Force	2,138	939	1,199
Employed	22,346	10,233	12,113	Employed	2,075	912	1,163
Unemployed	2,430	1,362	1,068	Unemployed	63	27	36
Not in Labor Force	12,801	5,464	7,337	Not in Labor Force	979	481	498
<b>Population 16 to 19</b>	<b>2,451</b>	<b>1,217</b>	<b>1,234</b>	<b>Population 60 to 64</b>	<b>2,597</b>	<b>1,300</b>	<b>1,297</b>
In Labor Force	1,144	549	595	In Labor Force	1,324	728	596
Armed Forces	0	0	0	Armed Forces	0	0	0
Civilian Labor Force	1,144	549	595	Civilian Labor Force	1,324	728	596
Employed	630	217	413	Employed	1,284	713	571
Unemployed	514	332	182	Unemployed	40	15	25
Not in Labor Force	1,307	668	639	Not in Labor Force	1,273	572	701
<b>Population 20 to 24</b>	<b>4,366</b>	<b>1,882</b>	<b>2,484</b>	<b>Population 65 to 69</b>	<b>1,816</b>	<b>788</b>	<b>1,028</b>
In Labor Force	3,486	1,509	1,977	In Labor Force	420	201	219
Armed Forces	0	0	0	Employed	394	183	211
Civilian Labor Force	3,486	1,509	1,977	Unemployed	26	18	8
Employed	2,873	1,061	1,812	Not in Labor Force	1,396	587	809
Unemployed	613	448	165	<b>Population 70 years +</b>	<b>3,150</b>	<b>1,253</b>	<b>1,897</b>
Not in Labor Force	880	373	507	In Labor Force	333	169	164
<b>Population 25 to 54</b>	<b>20,105</b>	<b>9,199</b>	<b>10,906</b>	Employed	325	169	156
In Labor Force	15,956	7,500	8,456	Unemployed	8	0	8
Armed Forces	25	0	25	Not in Labor Force	2,817	1,084	1,733
Civilian Labor Force	15,931	7,500	8,431				
Employed	14,765	6,978	7,787				
Unemployed	1,166	522	644				
Not in Labor Force	4,149	1,699	2,450				

Source: 2014-2018 American Community Survey

**Table E4-5.** Transportation to Work

Transportation Method	No.	%
Car, truck, or van - drove alone	13,681	62.4%
Car, truck, or van - carpooled	2,347	10.7%
Public transportation	1,751	8.0%
Walked	2,147	9.8%
Other means	1,185	5.4%
Worked at home	818	3.7%
<b>Median Travel Time to Work</b>	<b>19.8 minutes</b>	

Source: 2014-2018 American Community Survey

**Table E4-6.** Travel Time to Work

Time	No.	%
Less than 5 minutes	512	2.4%
5 to 9 minutes	2,138	10.1%
10 to 14 minutes	4,105	19.4%
15 to 19 minutes	5,547	26.3%
20 to 24 minutes	3,728	17.7%
25 to 29 minutes	1,003	4.8%
30 to 34 minutes	1,908	9.0%
35 to 39 minutes	306	1.4%
40 to 44 minutes	373	1.8%
45 to 59 minutes	546	2.6%
60 to 89 minutes	705	3.3%
90 or more minutes	240	1.1%
<b>Median Travel Time</b>	<b>19.8 minutes</b>	

Source: 2014-2018 American Community Survey

# EDUCATION

Table E5-1. Educational Attainment

Education Level	Harrisburg		Dauphin County		Pennsylvania	
	No.	%	No.	%	No.	%
Not HS Graduate	6,602	21.4%	19,478	10.3%	874,018	9.8%
High School Graduate	10,112	32.8%	63,859	33.6%	3,133,655	35.1%
Some College, No Degree	5,944	19.3%	32,293	17.0%	1,426,783	16.0%
Associate's Degree	1,922	6.2%	16,413	8.6%	741,590	8.3%
Bachelor's Degree or Greater	6,205	20.2%	57,927	30.5%	2,745,317	30.8%
<b>TOTAL 25 YEARS OR OLDER</b>	<b>30,785</b>	<b>62.5%</b>	<b>189,970</b>	<b>69.2%</b>	<b>8,921,363</b>	<b>69.7%</b>

Source: 2014-2018 American Community Survey

Table E5-2. School Profiles - Elementary

Elementary & Combined Grade Schools														
Benjamin Franklin Elementary School				Scott Elementary School				Cougar Academy						
		'16- '17	'17- '18	'18- '19			'16- '17	'17- '18	'18- '19			'16- '17	'17- '18	'18- '19
Enrol   ment	Kindergarten	176	134	162	Kindergarten	107	114	125	Kindergarten		3	8	7	
	1st Grade	172	181	151	1st Grade	118	111	116	1st Grade		7	7	13	
	2nd Grade	151	152	189	2nd Grade	124	109	97	2nd Grade		9	15	11	
	3rd Grade	178	152	147	3rd Grade	102	105	104	3rd Grade		10	12	12	
	4th Grade	152	185	132	4th Grade	76	102	89	4th Grade		19	38	17	
	<b>School Total</b>	<b>829</b>	<b>804</b>	<b>781</b>	<b>School Total</b>	<b>527</b>	<b>541</b>	<b>531</b>	<b>School Total</b>		<b>208</b>	<b>249</b>	<b>205</b>	
<b>Student/Teacher Ratio</b>		<b>15.0</b>	<b>13.9</b>		<b>Student/Teacher Ratio</b>		<b>12.9</b>	<b>13.1</b>		<b>Student/Teacher Ratio</b>		<b>59.4</b>	<b>22.6</b>	
<b>Free/Discounted Lunch</b>		<b>85.2%</b>	<b>88.9%</b>		<b>Free/Discounted Lunch</b>		<b>91.1%</b>	<b>90.8%</b>		<b>Free/Discounted Lunch</b>		<b>74.5%</b>	<b>81.1%</b>	
Scores	PSSA Math	10.2%	7.6%	7.9%	PSSA Math	15.4%	18.8%	15.1%	PSSA Math		1.5%	1.0%		
	PSSA Science	48.7%	40.6%	42.3%	PSSA Science	26.6%	32.2%	38.4%	PSSA Science		22.2%	22.2%		
	PSSA English/LA	15.2%	20.2%	16.3%	PSSA English/LA	22.9%	22.7%	24.4%	PSSA English/LA		10.0%	19.0%		
	Average Standard	4.2%	3.3%	2.7%	Average Standard	3.8%	5.2%	4.2%	Average Standard - Elementary			3.1%		
									Average Standard - Middle			4.6%		
								Average Standard - High			0.8%			
Downey Elementary School				Melrose Elementary School										
		'16- '17	'17- '18	'18- '19			'16- '17	'17- '18	'18- '19					
Enrol   ment	Kindergarten	84	92	84	Kindergarten	118	118	119	Kindergarten					
	1st Grade	74	79	78	1st Grade	117	131	127	1st Grade					
	2nd Grade	82	79	71	2nd Grade	122	118	125	2nd Grade					
	3rd Grade	87	79	74	3rd Grade	126	128	107	3rd Grade					
	4th Grade	81	84	70	4th Grade	119	125	125	4th Grade					
	<b>School Total</b>	<b>408</b>	<b>413</b>	<b>377</b>	<b>School Total</b>	<b>604</b>	<b>622</b>	<b>603</b>	<b>School Total</b>					
<b>Student/Teacher Ratio</b>		<b>12.5</b>	<b>14.9</b>		<b>Student/Teacher Ratio</b>		<b>15.6</b>	<b>14.4</b>		<b>Student/Teacher Ratio</b>				
<b>Free/Discounted Lunch</b>		<b>89.7%</b>	<b>90.3%</b>		<b>Free/Discounted Lunch</b>		<b>89.4%</b>	<b>86.5%</b>		<b>Free/Discounted Lunch</b>				
Scores	PSSA Math	9.2%	5.0%	6.7%	PSSA Math	23.9%	16.2%	15.1%	PSSA Math					
	PSSA Science	33.4%	15.5%	38.2%	PSSA Science	42.1%	35.3%	52.9%	PSSA Science					
	PSSA English/LA	17.5%	11.6%	8.3%	PSSA English/LA	32.4%	23.6%	22.4%	PSSA English/LA					
	Average Standard	3.1%	1.4%	1.8%	Average Standard	8.9%	4.9%	5.5%	Average Standard					
Foose Elementary School														
		'16- '17	'17- '18	'18- '19										
Enrol   ment	Kindergarten	99	122	118										
	1st Grade	86	103	114										
	2nd Grade	105	92	98										
	3rd Grade	95	98	91										
	4th Grade	63	92	98										
	<b>School Total</b>	<b>448</b>	<b>507</b>	<b>519</b>										
<b>Student/Teacher Ratio</b>		<b>12.5</b>	<b>14.9</b>											
<b>Free/Discounted Lunch</b>		<b>89.7%</b>	<b>90.3%</b>											
Scores	PSSA Math	9.2%	5.0%	6.7%										
	PSSA Science	33.4%	15.5%	38.2%										
	PSSA English/LA	17.5%	11.6%	8.3%										
	Average Standard	3.1%	1.4%	1.8%										

Source: Pennsylvania Department of Education; U.S. Department of Education National Center for Education Statistics



Table E5-3. School Profiles - Middle & High

Middle & High Schools				
Camp Curtin Academy				
		'16- '17	'17- '18	'18- '19
Enrol   ment	5th Grade	166	169	220
	6th Grade	145	173	174
	7th Grade	142	158	160
	8th Grade	128	144	154
	<b>School Total</b>	<b>581</b>	<b>644</b>	<b>708</b>
<b>Student/Teacher Ratio</b>		9.4	11.4	
<b>Free/Discounted Lunch</b>		83.5%	87.3%	
Scores	PSSA Math	2.2%	1.8%	1.3%
	PSSA Science	7.1%	9.0%	16.7%
	PSSA English/LA	9.9%	13.2%	10.9%
	Average Standard	3.9%	4.2%	4.4%
Rowland Academy				
		'16- '17	'17- '18	'18- '19
Enrol   ment	5th Grade	204	188	218
	6th Grade	194	208	190
	7th Grade	167	184	190
	8th Grade	159	153	180
	<b>School Total</b>	<b>724</b>	<b>733</b>	<b>778</b>
<b>Student/Teacher Ratio</b>		12.7	11.9	
<b>Free/Discounted Lunch</b>		88.8%	88.3%	
Scores	PSSA Math	3.0%	2.8%	1.2%
	PSSA Science	3.6%	5.9%	9.1%
	PSSA English/LA	7.4%	12.6%	11.7%
	Average Standard	3.5%	4.2%	3.9%
Marshall Academy				
		'16- '17	'17- '18	'18- '19
Enrol   ment	5th Grade	32	34	33
	6th Grade	37	41	37
	7th Grade	28	24	44
	8th Grade	24	25	35
	<b>School Total</b>	<b>121</b>	<b>124</b>	<b>149</b>
<b>Student/Teacher Ratio</b>		4.7	6.1	
<b>Free/Discounted Lunch</b>		75.2%	77.4%	
Scores	PSSA Math	2.1%	5.0%	2.5%
	PSSA Science	4.5%	8.3%	20.0%
	PSSA English/LA	8.8%	21.2%	9.3%
	Average Standard	4.1%	9.5%	5.5%
Harrisburg High School - John Harris Campus				
		'16- '17	'17- '18	'18- '19
Enrol   ment	9th Grade	423	374	354
	10th Grade	277	314	267
	11th Grade	156	176	194
	12th Grade	200	187	209
	<b>School Total</b>	<b>1,056</b>	<b>1,051</b>	<b>1,024</b>
<b>Student/Teacher Ratio</b>		12.2	12.8	
<b>Free/Discounted Lunch</b>		82.5%	81.0%	
Scores	Keystone Algebra	8.1%	7.1%	5.7%
	Keystone Biology	12.6%	9.3%	12.3%
	Keystone Literature	16.7%	13.6%	13.5%
	Average Standard	1.2%	1.1%	1.5%
Marshall Math Science Academy				
		'16- '17	'17- '18	'18- '19
Enrol   ment	5th Grade	86	101	95
	6th Grade	98	89	100
	7th Grade	84	96	85
	8th Grade	76	66	71
	<b>School Total</b>	<b>344</b>	<b>352</b>	<b>351</b>
<b>Student/Teacher Ratio</b>		23.7	28.1	
<b>Free/Discounted Lunch</b>		n/a	n/a	
Scores	PSSA Math	37.3%	38.3%	37.0%
	PSSA Science	64.8%	67.7%	68.6%
	PSSA English/LA	74.3%	70.1%	68.4%
	Average Standard	70.5%	68.0%	66.6%
Harrisburg High School - SciTech Campus				
		'16- '17	'17- '18	'18- '19
Enrol   ment	9th Grade	57	100	102
	10th Grade	84	62	93
	11th Grade	74	88	70
	12th Grade	80	77	92
	<b>School Total</b>	<b>295</b>	<b>327</b>	<b>357</b>
<b>Student/Teacher Ratio</b>		9.2	11.7	
<b>Free/Discounted Lunch</b>		n/a	62.4%	
Scores	Keystone Algebra	75.7%	73.3%	72.7%
	Keystone Biology	64.8%	53.5%	68.2%
	Keystone Literature	83.1%	76.7%	79.1%
	Average Standard	68.9%	58.6%	69.8%

Source: Pennsylvania Department of Education; U.S. Department of Education National Center for Education Statistics

# COMMUNITY FACILITIES

Table E6-1. Public Schools

School	Grades	Location	Fall Enrollment (No.)				Change in Fall Enrollment (%)		
			'15-'16	'16-'17	'17-'18	'18-'19	'15-'16 to '17-'18	'16-'17 to '17-'18	'17-'18 to '18-'19
Ben Franklin Elementary School	K-4	1205 N 6th Street	827	829	804	781	0.2%	-3.0%	-2.9%
Camp Curtin Academy	5-8	2900 N 6th Street	708	581	644	708	-17.9%	10.8%	9.9%
Downey Elementary School	K-4	1313 Monroe Street	395	408	413	377	3.3%	1.2%	-8.7%
Foose Elementary School	K-4	1301 Sycamore Street	490	448	507	519	-8.6%	13.2%	2.4%
Marshall Academy	5-8	301 Hale Avenue	99	121	124	149	22.2%	2.5%	20.2%
Marshall Math Science Academy	5-8	301 Hale Avenue	327	344	352	351	5.2%	2.3%	-0.3%
Melrose Elementary School	K-8	2041 Berryhill Street	626	604	622	603	-3.5%	3.0%	-3.1%
Rowland Academy	5-8	1842 Derry Street	825	724	733	778	-12.2%	1.2%	6.1%
Scott Elementary School	K-4	1900 Derry Street	578	527	541	531	-8.8%	2.7%	-1.8%
Cougar Academy	1-12	1601 State Street	n/a	208	249	205	n/a	19.7%	-17.7%
Harrisburg High School - John Harris Campus	9-12	2451 Market Street	1,170	1,056	1,051	1,024	-9.7%	-0.5%	-2.6%
Harrisburg High School - SciTech Campus	9-12	215 Market Street	316	295	327	357	-6.6%	10.8%	9.2%
<b>DISTRICT TOTALS</b>			<b>6,361</b>	<b>6,145</b>	<b>6,367</b>	<b>6,383</b>	<b>-3.4%</b>	<b>3.6%</b>	<b>0.3%</b>

Source: Pennsylvania Department of Education

**Table E6-2.** Private Schools

School	Grades	Type	Location
Alternative Rehabilitation Communities	7-12	Alternative	2742 North Front Street
Bishop McDevitt High School	9-12	Religious	1 Crusader Way
Cathedral Consolidated School	PK-8	Religious	212 State Street
Cornell Abraxas Group	7-12		2950 North 7th Street
Covenant Christian Academy	NS-12	Religious	1982 Locust Lane
East Shore Montessori School	NS	Montessori	6130 Old Jonestown Road
Follow Me Christian Child Care Center	PK-1	Religious	6003 Jonestown Road
Hansel & Gretel Early Learning Center	PK-K	Preschool	4820 Londonderry Road
Harrisburg Adventist School	NS-9	Religious	424 North Progress Avenue
Harrisburg Catholic Elementary School	PK-8	Religious	555 South 25th Street
Harrisburg Christian School	K-12	Religious	2000 Blue Mountain Parkway
Hildebrandt Learning Center	K	Preschool	1500 Elmerton Avenue
Hillside Seventh-Day Adventist School	K-8	Religious	1301 Cumberland Street
Holy Name of Jesus School	NS-8	Religious	6190 Allentown Boulevard
Jonestown Road KinderCare	NS-PK	Preschool	6006 Jonestown Road
Little Learners Child Development Center	PK-K	Preschool	2300 Vartan Way
Londonderry Road KinderCare	NS-PK	Preschool	4075 Londonderry Road
Londonderry School	PK-8		1800 Bamberger Road
New Story School	K-12	Special Ed	2700 Commerce Drive
Rabbi David L. Silver Yeshiva Academy	PK-8	Religious	3301 North Front Street
St. Catherine Laboure School	PK-8	Religious	4020 Derry Street
St. Margaret Mary School	NS-8	Religious	2826 Herr Street
St. Stephen's Episcopal School	PK-8	Religious	215 North Front Street
Samuel School	PK-8	Religious	411 South 40th Street
Strawberry Garden Day Care Center	PK-K	Preschool	1616 Herr Street
Susquehanna Township KinderCare	NS-PK	Preschool	3701 Vartan Way
The Circle School	PK-12	Alternative	727 Wilhelm Road
The Goddard School	NS-K	Preschool	4397 Sturbridge Drive
The Nativity School of Harrisburg	6-8	Alternative	2135 North 6th Street
Wordsworth Academy	2-12	Special Ed	1745 North Cameron Street

**Source:** Private School Review (2019)

**Table E6-3.** Park & Recreation Facilities

Facility Name	Location	Type
4th & Dauphin Playground	1821 North 4th Street	Park & Playground
4th & Emerald Playground	4th & Emerald Streets	Park & Playground
7th & Radnor Sports Park	2582 North 7th Street	Park & Playground
14th & Shoop Playground	45 North 14th Street	Playground Only
Braxton Playground	2024 Moltke Street	Playground Only
Cloverly Heights Playground	1204 Rolleston Street	Park & Playground
Cloverly Heights Swimming Pool	1413 South 18th Street	Swimming Pool
Gorgas Playground	693 Columbia Street	Playground Only
Hall Manor Playground	1413 South 18th Street	Playground Only
Italian Lake	3rd & Division Streets	Major Park
Jackson Lick Pool	1205 North 6th Street	Swimming Pool
Lottsville Playground	1608 North 5th Street	Playground Only
Norwood Playground	2007 Ellsworth Alley	Playground Only
Penn & Dauphin Playground	1826 Penn Street	Playground Only
Penn & Sayford Playground	1330 Penn Street	Playground Only
Pleasantview Playground	1859 Forster Street	Playground Only
Reservoir Park	100 Concert Drive	Major Park
Riverfront Park	Length of River, 18th to Maclay Street	Major Park
Royal Terrace Playground	195 King Street	Park & Playground
Shipoke Playground	532 Race Street	Playground Only
Sunshine Park	12th & Herr Streets	Park & Playground
Vernon Street Playground	1509 Vernon Street	Park & Playground
Wilson Park	259 Rumson Drive	Park & Playground

**Source:** City of Harrisburg

# F: PUBLIC COMMENTS

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TBD—Will add once public comment received/provide recommendations on how to address.

# G: ADOPTION DOCUMENTS

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TBD—Will incorporate upon adoption for final version.