



Great things are happening here!

Great Neighborhoods

1st ward

County Seat

Rich History

Tree Lined Streets

Washington & Jefferson College

Brownson House

2nd ward

National Road - US 40

4th ward

Main Street

3rd ward

Washington Area School District

Washington Hospital

5th ward

6th ward

Historic homes

Affordable & Variety of Housing

7th ward

Neighborhood Playgrounds

Access to Interstates 70 & 79

8th ward

Chapter 2. A Plan for Land Use

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One of the main functions of a comprehensive plan is to determine how land is currently being used and identify how it should be used in the future. The Plan for Land Use can be seen as a culmination of all the other elements, but will specifically look at existing and future land uses for the two communities. Key questions to consider include:

Land Use Questions to Consider:

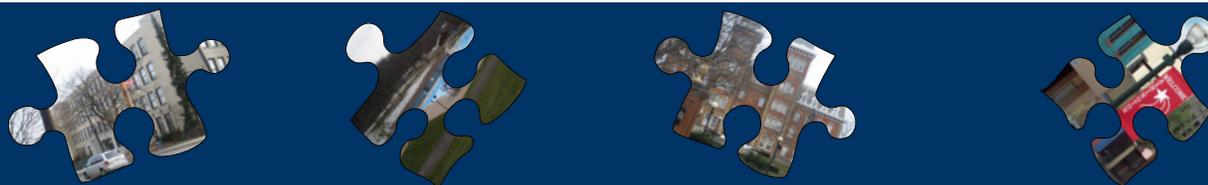
- How is the land currently being used?
- How is land use currently regulated?
- What are the development constraints?
- What are the current development trends?
- What are the opportunities for infill and/or redevelopment?
- How should gateways be designed?
- Are the current land use regulations compatible with the future vision?

A. COMMUNITY SNAPSHOT

The project area is fairly traditional in terms of land use for a small urban area, as shown in Map 2.1: Existing Land Use. Table 2-1 breaks down the land use for both the City and Borough.

Table 2-1: Percentage of Land Use by Municipality

Land Use Category	City of Washington		East Washington Borough	
	Acreage	Percentage	Acreage	Percentage
Single Family Residential	1,020.4	49.7%	237.8	82.4%
Multi-Family Residential	53.6	2.6%	2.1	0.7%
Commercial	295.0	14.4%	2.1	0.7%
Mixed Use	21.5	1.0%	0.0	0.0%
Industrial	111.4	5.4%	0.2	0.1%
Institutional	112.8	5.5%	26.0	9.0%
Parks and Recreation	259.6	12.6%	1.6	0.5%
Open Space	179.0	8.7%	18.9	6.5%
Total	2,053.3	100%	288.7	100%



East Washington Borough, at just 0.45 square miles, is surrounded on three sides by the City of Washington and borders South Strabane Township to the north. The Borough is comprised of residential and institutional uses; home to part of W&J College, Faith Christian School, Thayer Street Playground, and a church.

The heart of the City, the central business district, is home to the Washington County Courthouse and dense commercial (primarily office and retail) establishments. The commercial areas expand outward from the City-center along the “spokes” of the main arteries that connect the downtown to the interstates (US 40, US 19, PA 136, PA 18). Industrial uses can be found primarily along the railroad corridor. Institutional uses, of which the largest is Washington and Jefferson College, can be found near the downtown as well as spread throughout the city and borough. And finally, the majority of the project area is residential; developed as traditional neighborhoods in a grid pattern.

The City is divided into eight (8) wards; each ward is described below according to major land uses found within that ward.

Ward 1

Ward 1 is located in the southwestern portion of the City and consists mainly of commercial, industrial, and institutional uses. Ward 1 has two business districts: the Central Business District (CBD) between South Main and South Franklin as well as the Jefferson Avenue (US 40/PA 18) Corridor. Major land uses include the Washington County Jail, Washington County Courthouse and Washington City Hall; Cameron Stadium (W&J College); Jollick Manor (apartment complex); and the vacant Coca-Cola plant.

Ward 2

Ward 2 is located north of Ward 1 and is a mixture of mostly commercial and residential. The business districts in Ward 1 (CBD and the Jefferson Avenue corridor) continues into Ward 2. Residential uses occupy the area north of West Walnut Street. Ward 2 is also home to Washington High School.



Ward 3

Ward 3 is located east of Ward 2 and borders East Washington Borough to the east. The main business district in Ward 3 is the CBD, although there are some commercial uses found along US 19/Highland Avenue. The remainder of Ward 3 includes a portion of W&J College while residential is found in the north, including Lincoln Terrace (apartment complex) and the Highland Ridge Elm Street Neighborhood.

Ward 4

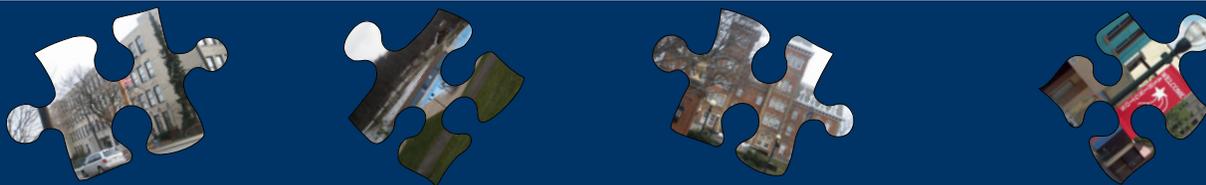
Ward 4 is located south of Ward 3 and is bounded by East Washington Borough to the east. The remainder of the CBD can be found in Ward 4, along with a large portion of W&J College. A mixture of residential and commercial can be found along East Maiden Street (US 40/US 19) along with industrial uses south of the railroad. Ward 4 is also home to Citizen's Library.

Ward 5

Ward 5 is located to the south and east of Ward 4; separated by East Washington Borough. As one of the larger wards, Ward 5 encompasses a wide variety of land uses. East Maiden Street (US 40/US 19) is characterized by a mixture of residential and commercial uses. South of East Maiden Street is a mixture of residential, commercial, and light industrial. North of East Maiden Street is mostly residential with the exception of the Maiden Business Park and Washington Park School (grades K-8). The Maiden Business Park is nine (9) acres and currently 100% occupied; home to a mix of office and light manufacturing and service (http://www.washingtoncountyworks.com/property_search/page.php?aid=29). Ward 5 offers the most open space in the City and is home to Washington Park, a 260+ acre recreation area and Dewey Playground.

Ward 6

Ward 6 is located in the northern portion of the City, north of Wards 2 and 3 and East Washington Borough. Ward 6 is home to Washington Hospital. The business district is the Murtland Avenue Corridor (US 19), although there are medical offices located around the hospital. The remainder of Ward 6 is residential, including a portion of the Highland Ridge Elm Street Neighborhood and the North Avenue Garden Apartment complex.



Ward 7

Ward 7 is the largest ward in the City and as such, is home to a variety of land uses. The business district is the Jefferson Avenue (PA 18) Corridor, while industrial uses can be found along the railroad. The majority of the rest of Ward 7 is residential and home to two apartment complexes (Maple Terrace and West Gate Apartments) and the 7th Ward Playground. The I-70/ Jefferson Avenue Interchange divides the ward almost in half.

Ward 8

Ward 8 is located in the western portion of the City and is separated from the rest of the City by the railroad. The business district is the West Chestnut Street (US 40) Corridor. The remainder of Ward 8 is predominantly residential and home to the 8th Ward Playground.



Land Use Ordinances

In Pennsylvania municipalities can enact Zoning Ordinances and Subdivision and Land Development Ordinances (SALDO) to protect the health, safety, and welfare of its residents through the Pennsylvania Municipalities Planning Code, Act of 1968, P.L. 805, No. 247 as reenacted and amended (MPC). Both the City of Washington and East Washington Borough have a Zoning Ordinance and SALDO in place.

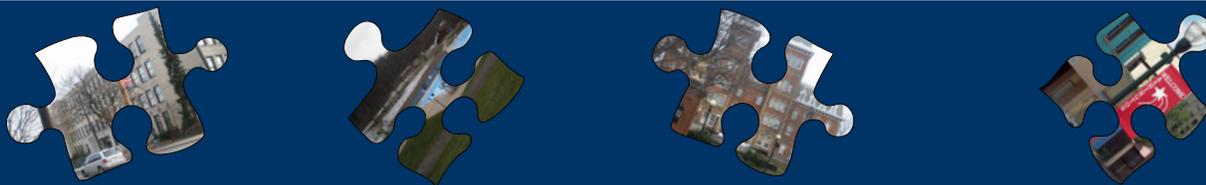
Zoning

A Zoning Ordinance divides all land in a municipality into districts and creates regulations that apply to the individual districts which are shown on the Zoning Map. Each district has different regulations regarding the types of land uses permitted, lot sizes, setbacks from roadways, and height and size of buildings. Regulations in a Zoning Ordinance can also include landscaping, lighting, and other performance standards on uses that may pose a concern for a community.

City of Washington

The City of Washington's zoning ordinance was most recently updated in 2001. The City is divided into seven zoning districts, as shown on *Map 2.2: Zoning Districts*. Permitted uses within each district are as follows:

- ◆ Conservation (C) – open space, public playgrounds, and park area
- ◆ Low Density Residential (R1) – single-family dwellings, home occupations
- ◆ Medium Density Residential (R2) – single-family dwellings, duplexes, home occupations
- ◆ High Density Residential (R3) – single-family dwellings, duplexes, townhouses, multi-family dwellings, neighborhood commercial uses, group homes, home occupations
- ◆ Businesses Improvement District (BID) – single-family residential uses, offices, government facilities, and all retail and service establishments for the sale, service, rental of goods except retail establishments for the sale of obscene materials, beer distributors, lumberyards, motor vehicles sales, automobile service stations and garages and other uses heavily dependent upon vehicular traffic



- ◆ General Business (GB) – offices, single-family residential uses, all rental establishments for the sale, service and rental of goods except retail establishments for the sale of obscene material and garage repair
- ◆ Development (D) – all uses considered nonresidential (subject to buffer standards)

The Zoning Ordinance also has provisions for an Apartment Conversion Overlay District, which is designed to prevent neighborhoods decay due to uncontrolled apartment conversions while providing a means of income for homeowners and affordable housing for residents. The City established four (4) apartment overlay districts, which require the following:

- ◆ Minimum floor area per dwelling unit
- ◆ Separate cooking and sanitary facilities
- ◆ Sewer and water services
- ◆ Buffer/screening
- ◆ Maintain single-family home appearance
- ◆ Off-street parking

East Washington Borough

The East Washington Borough Zoning Ordinance was enacted in 1972. There are three residential zoning districts, as shown on [Map 2.2: Zoning Districts](#). The following uses are permitted in each district

- ◆ Low Density (R-1)- single family dwelling, public park or open space
- ◆ Medium Density (R-2)- single family dwelling, two family dwelling, multifamily dwelling/garden apartment/townhouse, public park or open space
- ◆ High Density Residential District (R-3)- single family dwelling, two family dwelling, multifamily dwelling/garden apartment/townhouse, multistory multifamily dwelling, public park or open space

The Borough also established a Planned Residential District (R-P), of which the intent is to preserve open space while accommodating new residential development. The R-P District is an overlay district that can be used by landowners who own five or more contiguous acres. The R-P District permits single family dwellings, two family dwellings, multi-family dwellings, public parks, accessory residential buildings, and private



swimming pools so long as at least 25% of the site is devoted to common open space and the density does not exceed 10 dwelling units per acre.

The zoning ordinance also includes provisions that regulate development within the East Washington Historic District. The historic district regulations require demolition permits for any structures within the Historic District.

Subdivision and Land Development Ordinance (SALDO)

A Subdivision and Land Development Ordinance (SALDO) is an ordinance that regulates the creation of new lots or changes in property lines as well as the layout of a land development. The ordinance also contains regulations on construction of public and private improvements to land and design standards. The SALDO also regulates stormwater management, steep slope restrictions, landscaping and street trees, street design and pavement standards, and driveway and parking lot access to lots and/or developments.

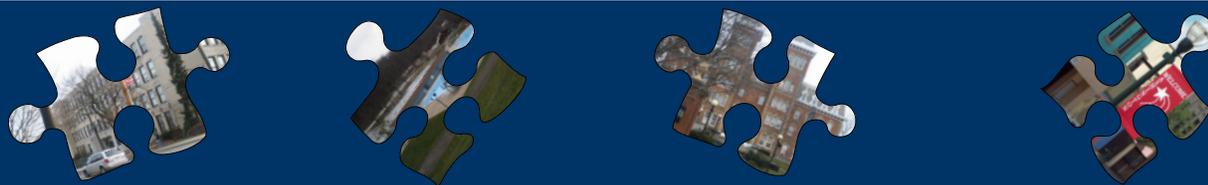
City of Washington

The City of Washington enacted Subdivision Regulations in 1974. The City of Washington's Subdivision Regulations address the following:

- ◆ Procedure for Approval of Preliminary Plan
- ◆ Procedure for Approval of Final Plan
- ◆ Design Standards and Improvement Specifications
- ◆ Acceptance of Improvements
- ◆ Administration and Enforcement

East Washington Borough

East Washington Borough enacted a Subdivision Ordinance in 1988 to assure the harmonious and orderly development of the Borough and to promote the health, safety, morals and general welfare of residents of the Borough. The ordinance provides regulations that govern the subdivision of land within the Borough. The ordinance does not provide regulations for land developments.



Development Constraints

There are many factors that affect the ability or desirability to develop an area. While the majority of the City and Borough are considered built-out, there are constraints affecting not only existing development, but the opportunity for new and/or redevelopment.

Water Resources

Both the City and the Borough are located within the Upper Chartiers Creek Watershed. The Upper Chartiers Creek Watershed is composed of 10 major tributaries and sub-basins. As shown on *Map 2.3: Watersheds*, the project area is mostly within the Catfish Creek sub-basin, although small portions of Ward 7 and Ward 8 are within the Chartiers Creek sub-basin and part of Washington Park is within the Little Chartiers Creek sub-basin. Portions of Chartiers Creek and Little Chartiers Creek are classified as warm water fisheries (WWF) and high quality warm water fisheries (HQWWF) while Catfish Run is classified as a WWF.

Issues affecting the Upper Chartiers Creek Watershed include abandoned mine drainage from previous coal mining practices, mine subsidence from current mining, brownfield sites, flooding, loss of wetlands to development, and water quality concerns. In order to address these issues the Chartiers Creek Watershed Association was formed in 1999 to represent the upper portion of the Watershed. The Association is a member of the Washington County Watershed Alliance. A Rivers Conservation Plan was completed for the Upper Chartiers Creek Watershed in 2002. The overall goals of the plan were to:

- ◆ Improve water quality
- ◆ Promote sustainable land development
- ◆ Enhance existing recreational opportunities
- ◆ Protect the natural, historic and scenic beauty
- ◆ Prepare for future growth
- ◆ Encourage compatible economic development
- ◆ Foster communication among stakeholders
- ◆ Advocate for environmental education programs



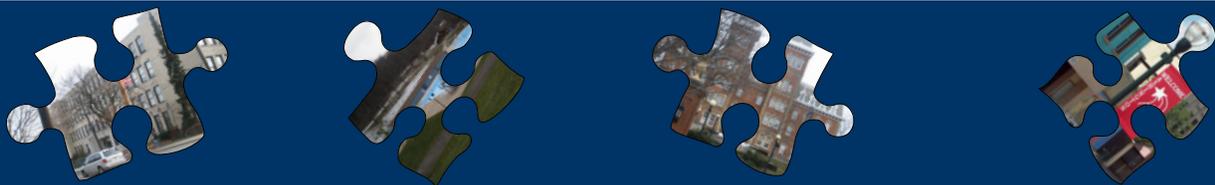
The Catfish Run Watershed encompasses a total of 4.7 square miles, including portions of South Strabane, North Franklin, and Canton Townships. A good portion of the original stream has been buried and piped. In some of the areas of the stream that are still open, realignment has occurred which has led to several issues within the watershed. These issues include streambank erosion, biological degradation, and development of floodplains. In order to address some of these issues an Integrated Stormwater Assessment and Watershed Rehabilitation Plan for the watershed was completed in 2010. The Plan focused on two items:

- ◆ Areas within or along open sections of the stream that are currently undeveloped open space and would have some potential for being altered to provide stormwater runoff control and management
- ◆ Prioritization of the sites based on their characteristics and modeled stormwater peak runoff reduction benefits.

A total of eighteen sites were identified, and in the end, five sites were chosen as the best locations to obtain stormwater detention benefits. The sites are as follows:

- ◆ American Legion Site- large mowed field adjacent to the Holiday Hills Tributary
- ◆ Middle Holiday Hills Tributary- near Jennings Lane to the end of Spring Valley Drive
- ◆ Park Avenue Tributary- 300 feet upstream of Park Avenue
- ◆ Washington Park Tributary- Washington Park
- ◆ Railroad grade to South Wade Street- upstream of the railroad grade and east of South Wade Street

Water quality is always a concern of local municipalities and their residents. There are two streams located within the City of Washington; Chartiers Creek and Catfish Creek. Chartiers Creek is located in the northern portion of the City near Woodland Avenue. Only a very small portion of the creek is located within the City. Catfish Creek flows out of the City of Washington and into Chartiers Creek in Canton Township.



The Department of Environmental Protection (DEP) assesses each water body for four different uses: aquatic life, water supply, fish consumption and recreation. If a stream segment is not attaining any one of its four uses, it is considered impaired.

- ◆ Aquatic Life- maintaining flora and fauna indigenous to aquatic habitats
- ◆ Water supply- protection of water quality for possible use as a potable water supply
- ◆ Fish consumption- protects the public from consuming tainted fish
- ◆ Recreation- relates to water contact and boating

According to the 2010 Pennsylvania Integrated Water Quality Monitoring and Assessment Report, portions of Catfish Creek and Chartiers Creek are impaired. Catfish Creek is impaired for aquatic life due to Abandoned Mine Drainage. Chartiers Creek is impaired for aquatic life due to Abandoned Mine Drainage, habitat modification, and urban runoff / storm sewers. Portions of Chartiers Creek is also impaired for fish consumption due to chlordane and PCBs.

Floodplains

Floodplains are essential in communities as they protect residents from damaging floods. However, floodplains also serve to protect water quality and important habitats. Therefore, it is critical that steps are made by municipalities to protect floodplains where possible. Floodplains are located within the City of Washington along Chartiers Creek and Catfish Creek as illustrated on *Map 2.4: Development Constraints*.

The City of Washington has enacted a floodplain ordinance to promote the general health, welfare, and safety of the community; encourage the utilization of appropriate construction practices in order to prevent or minimize flood damage in the future; minimize danger to public health by protecting water supply and natural drainage; and reduce financial burdens imposed on the community, its governmental units, and its residents by preventing excessive development in areas subject to flooding. The following are highlights of the ordinance:

- ◆ No new construction or development shall be located within the area

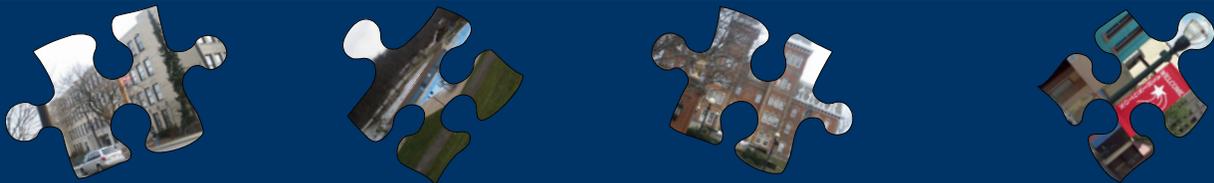


measured fifty (50) feet landward from the top of bank of any watercourse.

- ◆ The elevation of the lowest floor (including the basement) of any new or substantially improved residential and nonresidential structure shall be one and one-half (1 ½) feet or more about the 100 year flood plan elevation.
- ◆ Any nonresidential building which will not be completely or adequately elevated shall be floodproofed.
- ◆ Any new construction, development, use, activity or encroachment that would cause any increase in flood heights shall be prohibited.
- ◆ Manufactured homes and additions shall be placed on a permanent foundation.
- ◆ Hospitals, nursing homes, jails or prisons, and new manufactured home parks and subdivisions and substantial improvements to existing manufactured home parks are prohibited if located entirely or partially within an identified floodplain area unless a Special Permit is issued.
- ◆ Structures that exist in any identified floodplain area prior to the enactment of this ordinance may continue to remain provided that any modification, alternation, reconstruction or improvement to an extent or amount of fifty percent or more of its market value shall only be undertaken with full compliance of the ordinance. If less than 50 percent, improvements shall be floodproofed to the greatest extend possible.

Topography

The topography within the City of Washington and East Washington Borough can be categorized as hilly. *Map 2.4: Development Constraints* depicts the topography for the project area. Development on slopes greater than 25% can impact watercourses by increasing stormwater runoff and sedimentation as well as landslides and erosion. Most of the steep slopes are located within Ward 5 and the Washington Park.



Current Development Trends

As urban communities, the City and the Borough are relatively built-out. There is very little undeveloped land and as such, the focus is more on infill development and redevelopment opportunities. As shown in [Table 2-2](#), the City has had 34 new buildings constructed, of which 18 were residential, 12 commercial, two (2) industrial, one (1) parking garage, and one (1) institutional (W&J College) since 2005.

Year	New Construction	Structure Type
2010	3	Residential (3)
2009	4	Residential (2) Industrial (1) Commercial (1)
2008	n/a	n/a
2007	13	Residential (9) Commercial (4)
2006	8	Residential (2) Commercial (4) Parking Garage (1) Institutional (1)
2005	6	Residential (2) Commercial (3) Industrial (1)

Recent major development projects include the following:

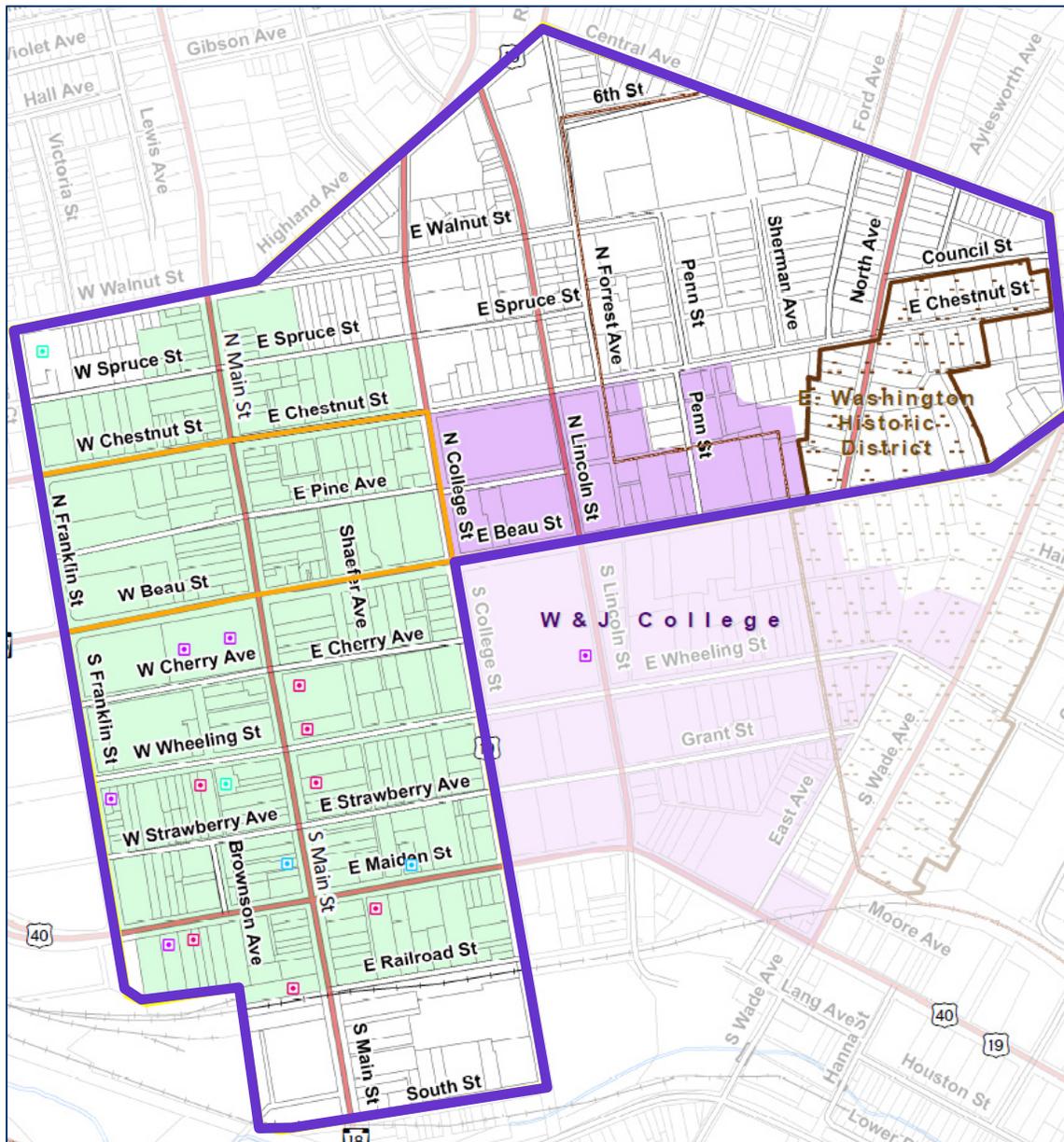
- ◆ *Centerville Clinic's Washington Medical Dental and Behavioral Healthcare Center*-Located at 37 Highland Avenue, the new healthcare center opened in March of 2011.
- ◆ *Intermodal Transit Center/Park-n-Ride*- The City is currently demolishing the Chestnut Street Parking Garage (to be completed by November 2011) and has plans to replace it with an Intermodal Transit Center and Park-n-Ride. The Transit Center is under final designs and construction should be completed by the beginning of 2013.



- ◆ *Crossroads Parking Garage*- Constructed in 2006, the Crossroads Parking Garage is located at the corner of Franklin and Beau Streets. The parking garage has 812 spaces.
- ◆ *Crossroads Center*-Located at 95 West Beau Street, Crossroads Center offers 144,217 square feet of Class A office space. Completed in 2007, the building is LEED certified with retail space on the first floor.
- ◆ *Detroit Street Project*-A five acre brownfield site located off US Route 40/ East Maiden Street; formerly home to Ball Glass Factory and served by an active railroad. Currently, the majority of the site has been redeveloped and is occupied by industrial uses. In 2009, Multi-Chem built a new building on-site.
- ◆ *Millcraft Center*-Located at 90 West Chestnut Street, Millcraft Center is a 10-story, 150,000 square foot office building with retail space available on the first floor. Currently, the building is approximately 65% occupied.
- ◆ *Washington Hospital*-Washington Hospital has undertaken several multi-million dollar projects over the past few years, including a parking garage, new parking areas, and interior/exterior renovations.



Figure 2-1: Core Area Map



B. NEEDS ASSESSMENT

Priority issues were identified for Washington and East Washington through the various public input methods described in Chapter 1. The following were determined to be the priority issues for the Land Use element.

Revitalize the Core Area

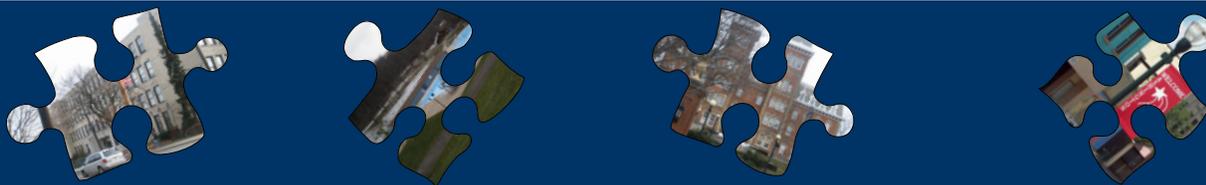
At the beginning stages of the comprehensive planning process, the communities recognized that the heart of the City and Borough is the downtown and surrounding area and identified the Core Area for Revitalization.

 **Core Area for Revitalization** is shown in [Figure 2-1](#). The following criteria were used to define this area:

- ◆ Significantly contributes to the overall health and success of the communities
- ◆ Comprised of a mix of land uses including office, retail, residential and institutional
- ◆ Convergence of major transportation routes (US 19, US 40, SR 18, SR 136)
- ◆ Includes multiple “districts” such as the following:

 **Business Improvement District**—The Washington Business District Authority’s (WBDA) mission is to “preserve, improve, promote and enhance the downtown business district. The WBDA will work to move Washington into the 21st century, while retaining our historic character.” The WBDA encompasses Main Street in downtown Washington and is overseen by a Board of Directors and a Main Street Manager.

Discussions with the Main Street Manager indicated that their issues include being able to sustain themselves with decreasing funds and working with local banks, the Washington County Council for Economic Development (WCCED) and the City on administering a revolving loan fund program. This program would provide low interest loans to property owners for upper story renovations in the BID. Currently the WCCED administers the program.



 **Central Business District Master Plan (completed in 2011)**—The City completed a Central Business District Master Plan in 2011 to address issues regarding the need to redevelop the two-block area encompassing Main Street, Franklin Street, College Street, East Chestnut Street, and Beau Street. The plan calls for façade improvements to many of the existing structures within the study area along with five new redevelopment projects, which have not yet been implemented.

 **East Washington Historic District**—This district is comprised of approximately 100 outstanding, late Victorian residential structures, many in the Queen Anne style. The Queen Ann style is best exemplified by large front porches, intricate millwork, varied materials, steeply sloping rooflines, and corbelled chimneys. This district is blessed with a variety of such homes, many with much of the historic fabric intact, including original carriage houses.

Currently the Borough’s existing ordinance only requires property owners to obtain a permit prior to any demolition of property within the Historic District. This restriction does not go far enough to produce the desired result of neighborhood stabilization and economic improvement. In addition, a demolition permit is granted through Borough Council, which places an undue burden on the council that is already required to address a myriad of issues and may not be qualified to make judgments on historic buildings. Therefore stronger regulations for the Historic District, a committee or commission of qualified professionals to enforce the regulations and voluntary Design Guidelines to help direct property owners on historically appropriate alterations are needed.



- ◆ Offers many assets, including community identity, the County Seat, historic homes, the downtown business district, the Farmer’s Market, and W&J College



Within the Core Area for Revitalization, five (5) challenges were identified that need to be overcome if redevelopment efforts are to be successful.

1. Parking

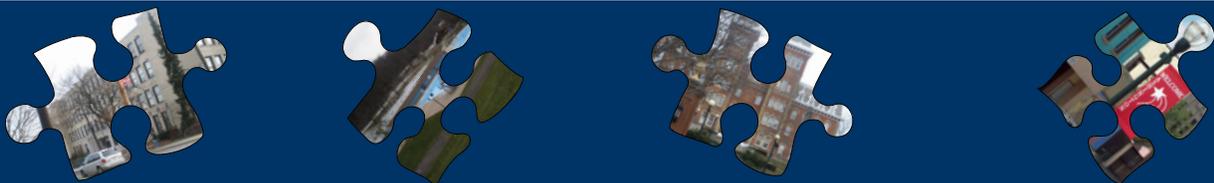
- ◆ Rates are too high
- ◆ Garages are not utilized to capacity
- ◆ Downtown parking is limited

2. Vacant and Underutilized Buildings

- ◆ Many vacant buildings and storefronts
- ◆ Renovations cost-prohibitive for many buildings to meet codes
- ◆ Would like to see more upper story development as office/residential

3. Property Maintenance

- ◆ Absentee landlords
- ◆ Conversion apartments (Borough)



- ◆ Large, older housing stock (Borough)
- ◆ Lack of maintenance

4. Marketing and Promotion

- ◆ Lack of publicity of City and Borough's assets
- ◆ Arts/theatre, community events, etc.
- ◆ No central organization for business development
- ◆ Need a "clearinghouse" for small businesses

5. Safety and Connections

- ◆ Perceived feeling that downtown is "unsafe"
- ◆ Lack of "safe" connections between W&J to downtown business district
- ◆ Need to attract W&J students to the downtown



Capitalize on the Proposed Chestnut Street Intermodal Transit Facility

The Washington and East Washington project area has a significant potential node for transit oriented development (TOD): the proposed East Chestnut Street Intermodal Transit Facility. At public meetings, it was the consensus of attendees that the near-term priority for TOD is the redevelopment of downtown Washington, the area centered on the former East Chestnut Street parking garage. This area coincides with the Downtown Business District Revitalization area (the quadrant bounded by East Chestnut Street, North Franklin Street, East Beau Street, and North College Street). In the immediate area, there is surface parking adjacent to College Street in the location of the proposed Washington & Jefferson Recreation Center. Although not adjacent, there is also another parking garage facility fronting Franklin Street called the Crossroads Parking Garage. The area immediately surrounding the potential TOD site is predominantly low-intensity surface parking and commercial. This TOD vision seeks to re-energize the neighborhood through a mix of land uses, including basic services, that will generate 24/7 activity around a central gathering spot.

The Washington / East Washington TOD vision calls for a mixed-use neighborhood with increased activity in the heart of the community. The TOD vision will re-establish the vibrant downtown area that existed years ago. The neighborhood will offer a distinctive character and branding which will attract new residents and retain existing residents. Residents will be attracted to its many housing options (with choices for a broad range of household incomes), diverse population, short commute, accessibility from other areas, walkability, and access to natural features and recreational amenities. Where possible, the vision will be facilitated through redevelopment of the community's existing buildings and assets, including renovation and adaptive reuse of existing buildings. Where necessary, parcels will be redeveloped with buildings that fit the neighborhood character of development.



Attract Workers to Relocate to the City

One of the priority issues identified during the planning process was that although the institutions and businesses within the City employ thousands of workers, many of these workers live outside of the City's (and Borough's) boundaries. In particular, Washington Hospital and Washington & Jefferson College were noted as large employers that should be targeted.

Revitalize the At-Risk Neighborhoods

Another high priority concern facing the City and Borough is the age, appearance, and condition of the housing stock in several neighborhoods. Neighborhoods identified as being "at-risk" include the Highland Ridge Neighborhood (which is currently a designated Elm Street Neighborhood), portions of the 7th Ward, and portions of the 8th Ward. While many residents cited the City and Borough as being "a great place to raise a family," the overall condition of the housing stock in these at-risk neighborhoods is a deterrent to attracting young professionals and families.

Develop a Unified Vision for the City/Borough

During the planning process, one question kept surfacing: what do the City and the Borough want to be in 10 or 20 years? The City in particular is many things. It is the county seat. It is a college town. It is a Main Street community. It is historic. While all of these assets are important to the economic vitality of the future, the City and the Borough need to establish a unified vision and create a thematic approach to reinforce their community identity.

Update Land Use Ordinances to Implement the Vision

One of the primary methods of implementing the comprehensive plan is through land use ordinances. The City and the Borough should work together to update their zoning as well as subdivision and land development ordinances to implement the overall vision and comprehensive plan objectives. Partnering together can not only save resources, but can establish a consistency throughout the region. A summary of suggested updates to the City and Borough Zoning Ordinances can be found in Appendix E.



C. ACTION PLAN

Goal = Encourage reinvestment in the downtown and surrounding neighborhoods

Due to limited resources and funding, it is difficult for any community to address all their issues at once. Therefore, several areas were identified as priority areas for reinvestment for the Washington and East Washington Multi-Municipal Comprehensive Plan. These areas are described below and are shown on *Map 2.5: Investment Areas*.

 Objective = Direct Resources to Improving the Core Area for Revitalization

- Update Zoning Ordinances to include an Overlay District for the Core Area for Revitalization

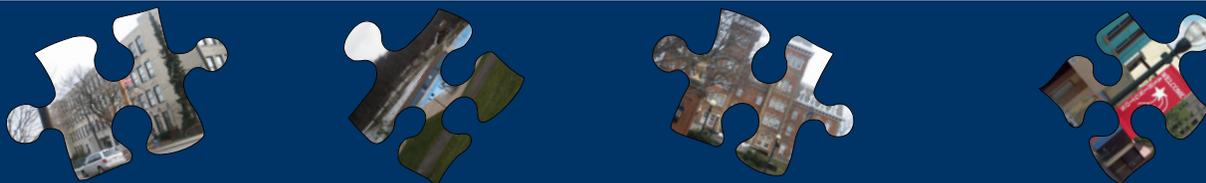
One of the first steps to improving the Core Area should be to include an overlay district in the City’s and Borough’s Zoning Ordinances. An overlay district could offer incentives to developers and property owners to rehabilitate their properties through the following measures:

- Waived or reduced zoning application fees
- Flexible redevelopment standards
- Density bonuses
- Flexible off-street parking requirements

Within the Core Area, there are four specific investment areas:

 Business Improvement District (BID)

The vision of the WBDA is “for the City of Washington to have a vital downtown business district that compliments Washington’s role as a county seat.” One of the actions that the WBDA could take to improve the BID is to update their



design guidelines to preserve the character of the downtown. The design standards would be voluntary; however, the City could incorporate the standards into their Zoning Ordinance by offering incentives.

Additional recommendations regarding the BID can be found in **Chapter 4: A Plan for the Economy**.



Central Business District Master Plan

The City completed the Central Business District Master Plan in 2011; the next step is to implement the five (5) priority projects as outlined below:

- ◆ *East Chestnut Street Parking Garage Project*—The plan recommends demolishing the garage and constructing a public transit park-and-ride with intermodal facility, offices, police substation and other passenger amenities.
- ◆ *Crossroads Garage Footbridge*—The plan recommends the construction of a footbridge that will connect the rear of the parking garage to Main Street. The footbridge will allow for easier pedestrian access.
- ◆ *W&J Community Recreation Facility*—The plan recommends the construction of a 64,000 square foot athletic center on the southwest corner of Chestnut Street and College Street.
- ◆ *TRIPIL Headquarters Office Building Development*—The plan recommends the construction of a 35,000 square foot office building that would serve as the TRIPIL Headquarters and offer space for commercial lease.
- ◆ *Millcraft Retail/Housing Development Project*—The plan recommends the construction of a 3-story, 40,000 square foot mixed use building that would offer commercial space on the first floor and residential apartments on the upper two floors.





Main Street Eligible Historic District

The City has an eligible historic district that encompasses its Main Street; however, it is not officially listed and thereby does not offer any incentives to property owners to rehabilitate their buildings. Historic preservation can be a powerful economic tool as property owners can receive a 20% federal tax credit for the historic rehabilitation of a contributing building in a listed historic district and 10% credit for a noncontributing building in a district. More information on historic preservation as an economic development tool can be found in **Chapter 7: A Plan for Historic Preservation**.



Catalytic Investment Zone

There is a disconnect between the W&J Campus and the Main Street business corridor. While there is a potential pedestrian barrier resulting from an uphill gradient between these two key locations, a greater barrier is likely the lack of development and general appearance of the blocks located between South College Street to North Main Street and West Beau Street to East Maiden Street. This zone is bisected by an off-street alley and contains several underutilized lots, buildings and surface parking areas.

Improving this area can greatly improve the linkage between W&J College and the central business district. A variety of approaches can be considered in a planning process to include streetscape improvements, linear park development, pocket parks, and new development that could accommodate additional service businesses and food and beverage operations. More information on what specifically is recommended for the this area can be found in **Chapter 4: A Plan for the Economy**.



One key site is the vacant lot located on East Wheeling Street, adjacent to a coffee shop. Figure 2-2 shows a rendering of what this lot could look like if redeveloped as a parklet.

Figure 2-2: Proposed Parklet Rendering



Mackin
Engineering

City of Washington
Proposed Parklet

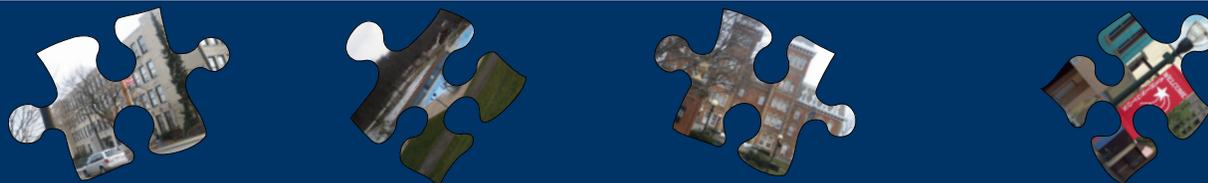
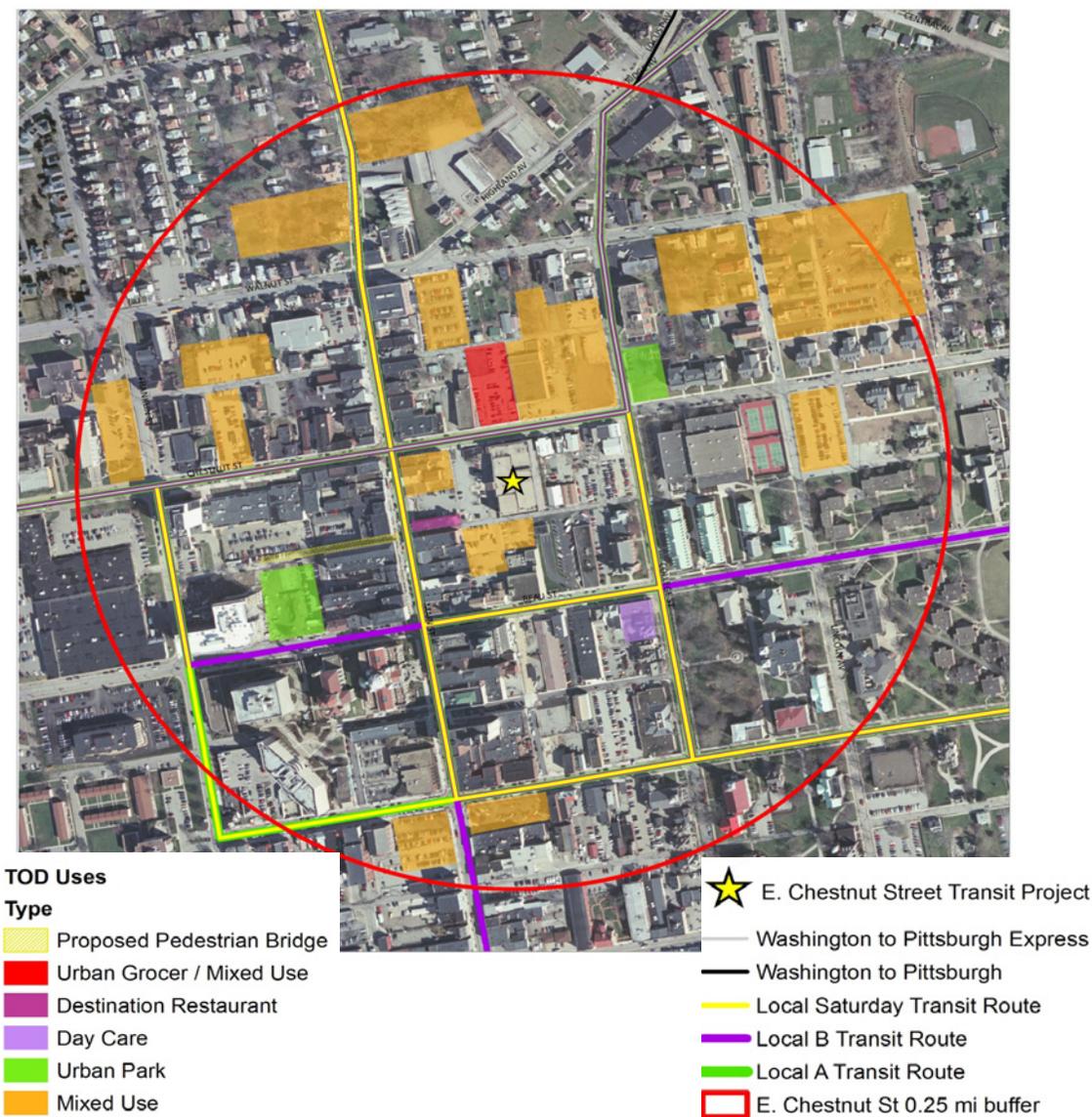
glance +
associates
inc.



Objective = Create a Transit-Oriented Development (TOD) District within a .25 mile radius of the proposed Chestnut Street Intermodal Transit Facility

The TOD Plan for Washington / East Washington has 11 principal components. More information on what is recommended for the TOD can be found in **Chapter 4: A Plan for the Economy**. The entire TOD plan as well as a model TOD overlay district can be found in Appendix F.

Figure 2-3: Proposed TOD Concept Plan





Objective = Create an Investment Zone within a .25 mile radius of Washington Hospital

Creating an investment zone near Washington Hospital would provide multiple benefits. One of the foci of the zone should be on targeting hospital support services to locate near the Hospital. Currently, there are doctors' offices located in this area; however, some have relocated to outside of the City. The City needs to be proactive in retaining these businesses as well as attracting new complimentary businesses, particularly as health is one of the emerging growth sectors in the City. More information on this growth sector can be found in **Chapter 4: A Plan for the Economy**.

The other foci of the zone should be on attracting hospital employees to live within this area. Due to the nature of many of the jobs at the hospital, some of their employees need to be able to reach the hospital in short time frames. More information on programs that could be offered to help entice these workers to live close to the hospital can be found in **Chapter 3: A Plan for Housing**.



Objective = Redevelop Vacant and/or Underutilized Sites

There are several sites within the Project Area that are were identified as either vacant or underutilized and should be targeted for future redevelopment as opportunities arise.

- ☑ **Coca Cola Plant**—The Coca Cola Plant, located next to the refurbished train station on Main Street (which now houses the Washington County Tourist Promotion Agency) is vacant.
- ☑ **Jollick Manor**—Located at 100 Crumrine Tower on Franklin Street, Jollick Manor is a large housing community owned by the Washington County Housing Authority (WCHA). Interviews with representatives from the WCHA have indicated that the occupancy rates are very high for all of their properties in the City, including Jollick Manor, and that they have no plans to move. Options for improving the property could include updating the buildings to face Jefferson Avenue / Maiden Street and



landscaping improvements. Another option to consider if the opportunity for redevelopment arises, is to provide a mixed income development (similar to Crawford Square in the City of Pittsburgh).

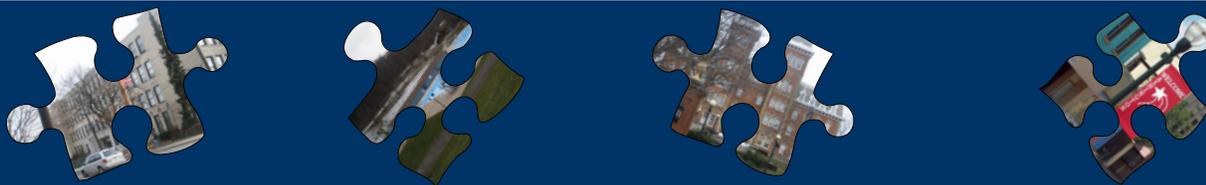
- ☑ **YWCA Building**—The former YWCA building located on West Maiden Street is currently vacant and in need of significant repairs to bring it up to code. However, the building is historic and its location provides an opportunity for redevelopment.
- ☑ **Vacant Lots**—In addition to the specific sites mentioned above, there are numerous vacant lots (and buildings) throughout the Project Area that are in need of revitalization. Not only could revitalization improve the appearance of the City and Borough, but it could also provide areas for people to meet and hang out. A consistent issue mentioned throughout the planning process was the lack of public open space especially in the Central Business District. This was mentioned by adults as well as students we met with in the Youth Focus Group.
- ☑ Other sites noted included:
 - Chestnut Street/Hays Avenue
 - Jefferson Avenue near Ann’s Feeds
 - Vacant gas stations on Chestnut Street
 - VFW on Main Street near the Off the Wall Theatre



Objective = Revitalize At-Risk Neighborhoods to Attract New Residents

Residential neighborhoods within the City and Borough are extremely important in the future vitality of each community. While there are other types of neighborhoods including commercial, industrial and others, the places where people live are mostly what they relate to. Healthy neighborhoods contribute greatly to vibrant communities.

There are neighborhoods throughout the project area that are at risk due to a variety of reasons including absentee landlords, lack of



funding for property maintenance, and vacant properties.

The identified at-risk neighborhoods include the following:

- ☑ Highland Ridge Elm Street Neighborhood
- ☑ 7th Ward
- ☑ 8th Ward
- ☑ North Avenue
- ☑ East Prospect Avenue

Neighborhood Revitalization Plans and other programs can help to assist property owners, the City and Borough in revitalizing these areas and instilling community pride. More information on the recommended revitalization efforts can be found in **Chapter 3: A Plan for Housing**.

In addition to these neighborhoods, two additional neighborhoods were identified as targeted areas for investment.



East Washington Historic District



Lemoyne Avenue—Proposed Historic District

More information on these two districts and recommended investment strategies can be found in **Chapter 7: A Plan for Historic Preservation**.



Objective = Enhance the appearance of the main transportation corridors into the City and Borough

Attractive streetscapes can greatly enhance the appearance of transportation corridors and gateways leading into communities. The Project Area has a number of major transportation arteries that serve as gateways into Washington and East Washington. Many of these areas need improvements to the infrastructure as well as the aesthetics, and there are tools available to help with improvements and enhance the traveler's experience as they enter the communities.



- ☑ Update zoning ordinance to include a streetscape overlay district
 - Main roads (PA 18, US 19, US 40, PA 136)
 - ~ Note: a streetscape project is planned for US 19
 - Address aesthetics (street trees, building facades/orientation, etc.)
 - Pedestrian-scaled amenities vs. vehicular-oriented
 - Require parking in rear of buildings
 - Shared access drives/parking
 - Landscaped parking lots
 - Uniform building setbacks
 - Comprehensive signage/wayfinding program

Figure 2-3: Proposed Streetscape Amenities



- ☑ Reactivate the Tree City USA designation
 - Develop a Tree Board/Department
 - Enact a Tree Care Ordinance
 - Establish a Community Forestry Program with an annual budget of at least \$2 per capita
 - Observe/celebrate Arbor Day
 - <http://www.arborday.org/programs/treeCityUSA/standards.cfm>
- ☑ Develop a sidewalk maintenance plan
 - Create and update a map of existing sidewalk conditions along the major arteries in the City and Borough
 - Prioritize locations for repairs and/or replacement

Goal = Preserve the community character of the City and Borough

Objective = Provide a sense of place for residents and visitors that capitalizes on the history of the area

- ☑ Enhance gateways to welcome visitors into the community

The Interservice Club Committee developed gateway signs and placed them at the entrances into the City along US 40, US 19, and SR 18.

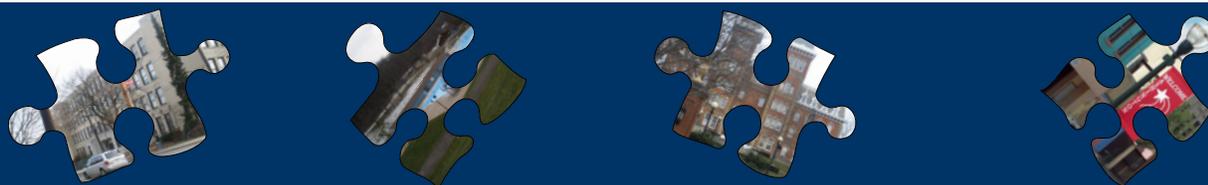
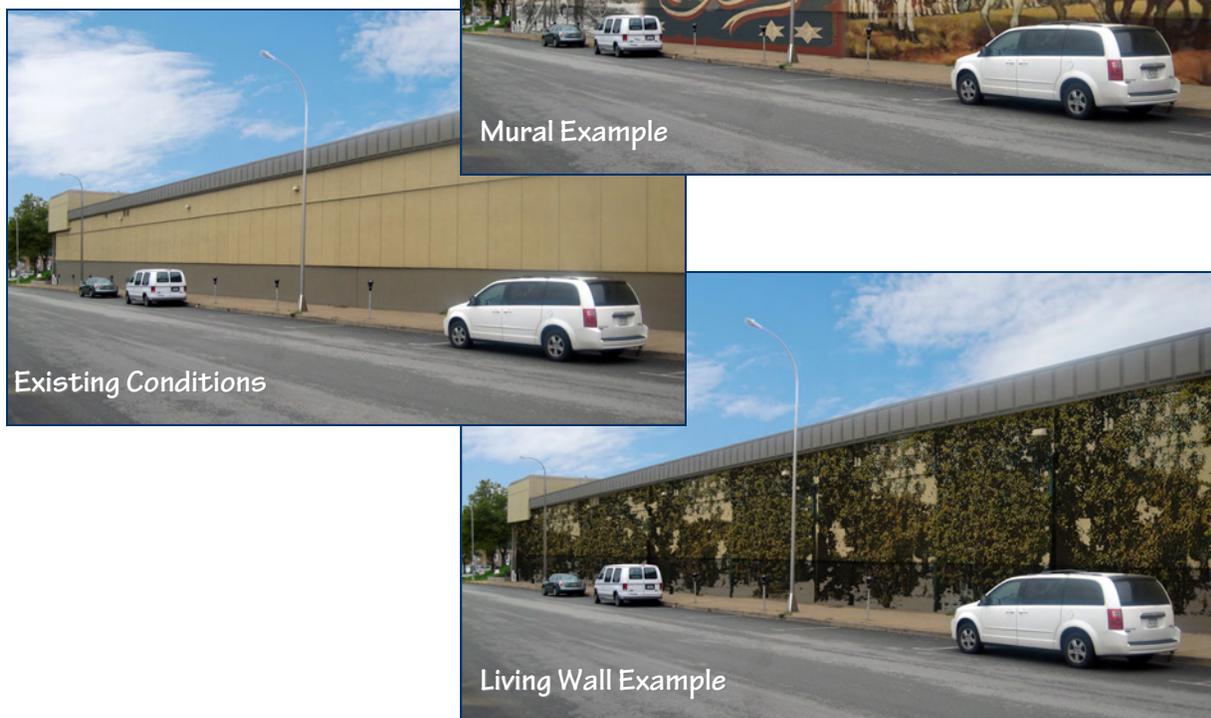
 - The City should partner with this Committee to update these signs and enhance the area with native plantings and landscaping.
 - Each gateway could capitalize upon a different historic theme, i.e. Home of Pony League Baseball, the Whiskey Rebellion, National Road, Washington & Jefferson College, the LeMoyne House, and other historic sites and events.
 - The City and Borough should develop a logo and incorporate it into the signs and gateways.

Figure 2-4: Existing Gateway Sign on US 40



- ✓ Develop a public art program
 - Establish a Public Art Advisory Committee, who would oversee the operations of the program; advise Council on potential sites to incorporate public art; and recommend local artists and artwork.
 - Paint murals on the sides of buildings throughout the City. These murals could be historically themed and tell the story of the City, Borough, and W&J College. The City/Borough could partner with local artists, students at W&J, and Washington High School Students. A pilot project could be the side of the Shop-n-Save building along Beau Street (see Figure 2-5, top right).
 - Encourage property owners to incorporate “living walls” along the outer walls of their buildings. Living walls consist of plant materials that can not only enhance the appearance of the wall but also can help to reduce heating/cooling costs (see Figure 2-5, bottom right)

Figure 2-5: Potential Public Art Projects



- Enact a “Percent for Art Ordinance” that requires a percentage of the cost of constructing and/or renovating municipal buildings and public spaces be devoted original artwork on the premises. This could be modeled after the Chicago Art Program (http://www.cityofchicago.org/city/en/depts/dca/provdrs/public_art_program.html).
- Incorporate art into public transit stations, stops, etc. A pilot project could be the proposed East Chestnut Street Intermodal Transit Facility.
- Incorporate sculptures and/or statues into gateways and public spaces. The City and Borough could commission local artists to commemorate historic events and people, similar to the statue of W&J College’s statue of Washington and Jefferson on Beau Street. A pilot project could be at Washington Park.
- Host window displays of local artists in empty storefronts in the downtown.
- Provide public open space within the downtown for people to gather.

Figure 2-6: Washington & Jefferson Statue on Beau Street



Develop community gardens in prioritized vacant lots

A community garden can be any piece of land that is gardened by a group of people. They can be in urban or suburban settings and can include all types of plants including flowers or vegetables. These types of gardens can help to increase the quality of life for those using the garden as well as living in the area, spur community revitalization, increase social interaction, preserve green space and reduce crime (www.communitygarden.org).

The City and Borough should work with residents and community organizations to identify areas for gardens throughout the Project Area;

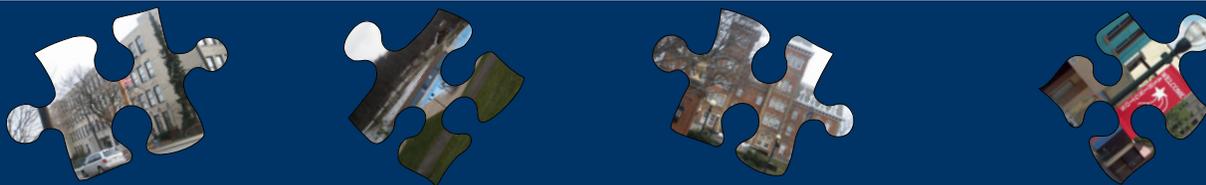


however, it should be noted that an organization (other than the City and Borough) would need to oversee and manage the garden. A successful example that could be used as a model is the garden within the Highland Ridge Elm Street Neighborhood (managed by the Highland Ridge Community Development Corporation).

The City and Borough should provide information to local community organizations regarding potential sites and how to create and manage the gardens. The American Community Gardening Association identified the following steps when planning for a community garden:

- Organize interested people
 - Form a committee
 - Identify resources
 - Approach funders or sponsors
 - Choose a site
 - Prepare and develop the site
 - Organize the garden
 - Plan for children
 - Determine the rules (and put them in writing)
 - Help members stay in touch
- Develop public parklets / open spaces in high-traffic, well lit areas**
A great way to decrease crime and increase the perception of safety is by implementing public parks and open spaces in areas throughout your community. These are especially beneficial in commercial areas as they provide a place for people to congregate and enjoy the outdoors. They also provide for revitalization in older communities that may not be experiencing high growth. In these types of areas, buildings and sites that become vacant may not be revitalized due to decrease in demand because of population decline. Instead of allowing these areas to be boarded up or overgrown, they can be positive aspects for the community through relatively low cost improvement.

As sites become available, the City and Borough should work with property owners to obtain site control (Act 900 discussed in Chapter 3 could be used as a tool) and develop public open spaces or parklets.



Objective = Address stormwater issues in the Project Area

- ☑ Implement recommendations from the Integrated Stormwater Assessment and Watershed Rehabilitation Plan for Catfish Creek
The City of Washington is currently working on implementing recommendations of two priority sites that were identified in the plan. The first is within the American Legion Site and is a large lawn-covered field that is used by W&J as a practice field. This site has the potential for floodplain restoration. The second is the Washington Park area site.

The tasks are to excavate one foot above the creek bed to allow water to flow into an area during periods of flooding. The goal is for the water to then return to the creek as the flood water recedes. The City is currently in the engineering phase and the United States Army Corps of Engineers (USACOE) is reimbursing the City 75% of the cost. Both projects are to be completed by 2012.

- ☑ Adopt the Washington County Model Stormwater Management Ordinance
The Pennsylvania Storm Water Management Act of 1978 (Act 167) requires counties to complete stormwater management plans on a watershed level and municipalities to implement the plan through the adoption of stormwater ordinances. Washington County completed it's Act 167 Plan and included a model stormwater management ordinance for municipalities to use. The City enacted the model ordinance in 2011; the Borough still needs to enact one.
- ☑ Promote the use of stormwater best management practices (BMP)
Pennsylvania Department of Environmental Protection (PADEP) developed the *Pennsylvania Stormwater Best Management Practices Manual*, which provides information on alternative measures to address stormwater issues. The City and Borough should publicize this manual and promote the use of natural stormwater management practices for new development and redevelopment projects. Natural BMP include vegetated swales, vegetated filter strips, infiltration basins, trenches, porous pavement, wet basins, retention ponds, constructed wetlands, among others. More information on stormwater BMP can be found



online at <http://www.elibrary.dep.state.pa.us/dsweb/View/Collection-8305>.

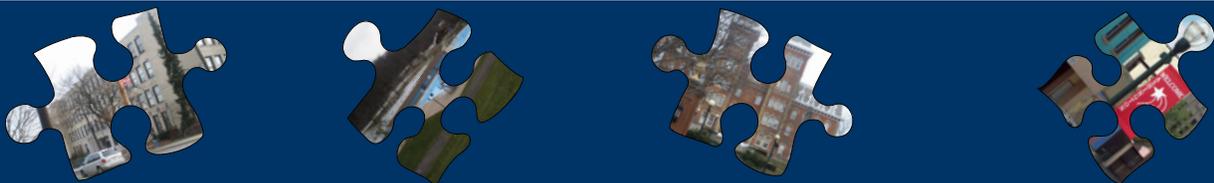
To take more proactive measures, the City and Borough could partner to offer the following:

- Host programs to educate residents and businesses about the importance of stormwater management and how to address it on-site.
- Develop a rain barrel program. Barrels could be provided free to homeowners in a targeted study area (perhaps the Catfish Creek Watershed) and/or for a fee (rain barrels can cost up to \$275 each).
- Partner with the Audubon Society of Western Pennsylvania to host their native plants garden series “Rain Gardens for Homeowners” workshops that teach homeowners how to size, design, and install rain gardens. Participants are provided with \$200 gift certificates towards rain garden plants.

Objective = Ensure that local ordinances are compatible with the goals and objectives of our plan.

- Enact a Joint Zoning Ordinance for the City and the Borough
In recommending zoning updates for both the City and the Borough, it makes the most sense for the communities to enact a joint zoning ordinance. Such an ordinance would be a cost savings to both communities and would also allow the City and the Borough to regulate land use as one cohesive region. The joint zoning ordinance should incorporate the recommended overlay districts for the Core Area for Revitalization and the Streetscape Overlay.

In addition, a joint zoning ordinance would allow the Borough to permit only residential uses that are complimentary to the existing housing stock. The Borough would not have to allow for all uses, as the Pennsylvania Municipalities Planning Code (MPC) provides municipalities conducting a joint ordinance a certain amount of insulation from exclusionary zoning challenges. For example, the fair share exclusionary zoning doctrine states that a zoning ordinance must provide for every conceivable type of residential use. Under this doctrine, every legitimate use of land must be provided for somewhere



within the municipality. If a use is not permitted or is excluded the burden of proof shifts to the municipality to show that the proposed development would pose a substantial threat to the public, health, safety or welfare. When a municipality fails to meet its burden of proof, a court can invalidate the ordinance by declaring the ordinance exclusionary because the prohibition is unreasonable, arbitrary, or confiscatory and allow the excluded residential use or development (Governor’s Center for Local Government Services, Series #2: The Planning Commission in Pennsylvania).

☑ **Update the City’s and Borough’s SALDO**

The City and Borough both have enacted subdivision and land development ordinances; however, both should be updated to implement the vision and be consistent with the newly adopted comprehensive plan.

☑ **Enact consistent property maintenance codes between the borough/city**

Property maintenance was consistently identified as one of the highest priority issues facing both communities. It would benefit both communities, as well as developers and residents, to enact consistent property maintenance codes. This would allow for one set of regulations to apply to both communities and provide a consistent appearance across municipal boundaries.

☑ **Create an Historical and Architectural Review Board**

The City and the Borough should create a joint board that oversees historic renovations in the City and the Borough. Board members should include local architects, engineers, etc. More information on the HARB can be found in **Chapter 7: A Plan for Historic Preservation**.

