



Welcome to

Brooke County

West Virginia

COMPREHENSIVE PLAN

**Brooke County, West Virginia
2014**

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PREFACE AND ACKNOWLEDGEMENTS

2013 Update to the Brooke County Comprehensive Plan

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The Comprehensive Plan for Brooke County, West Virginia was researched and written by a Sub-committee of the Brooke County Planning Commission consisting of the following individuals:

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The development of the Brooke County Comprehensive Plan has been a major and important project. As such, it required input from many different sources. We would like to extend our appreciation to the following individuals and organizations for their input and support:

Marty Bartz
David Cross, Esq., Brooke County Prosecuting Attorney
Brooke County Mapping Department
Michael Dougherty, West Virginia University Extension Service
Brooke-Hancock-Jefferson Metropolitan Planning Commission
Bernie Kazienko
Joseph Kurey

Jim McHenry
Rob McMahon
John Schwertfeger
Alice Ulrich
WV Geological and Economic Survey Department, Morgantown, WV

This project was funded by the Brooke County Commissioners.

THE VISION

In the year 2025, Brooke County will enjoy a revitalized economy based upon its strategic location between the Wheeling metropolitan area and the Steubenville-Weirton areas, plus the megalopolis markets of Pittsburgh-Columbus-Cleveland-Washington, D.C.

Traditional manufacturing activity along with new commercial and industrial facilities lead the way toward a more stable economic future for the populace.

With the advent of a newly constructed bridge, south of Wellsburg, transportation costs will drop for existing businesses. New businesses will have easier access to Ohio State Route 7, U.S. Route 22, WV State Route 2, and Interstate 70.

More workers will be telecommuting and home-based businesses will be common. The Marcellus / Utica Shale development will impact the economy with new jobs, increased traffic for local stores, lower unemployment and a higher demand for real estate.

Because the population will see only small increases, Brooke County will retain its:

- Rural character;
- Historically and environmentally significant resources, and
- Commitment to providing public services and amenities at reasonable cost.

Residents will have a choice in housing types and housing will be affordable for most county residents.

PLANNING COMMISSION AUTHORIZATION

The Brooke County Planning Commission is authorized to serve as an advisory board to the Brooke County Commissioners in the planning and preparation of a comprehensive plan for the unincorporated areas of Brooke County.

The Brooke County Commissioners enacted an ordinance creating the Planning Commission under the West Virginia Code 8A-2-1, "Planning Commissions Authorized."

The Code permits the Planning Commission to:

- Set goals and objectives for land development, uses and suitability for a governing body, so a governing body can make an informed decision;
- Ensure that the elements in the comprehensive plan are consistent;
- Coordinate all governing bodies, units of government and other planning commissions to ensure that all comprehensive plans and future development are compatible;
- Create conditions favorable to health, safety, economic development, mobility, transportation, prosperity, civic activities, recreational, educational, cultural opportunities and historic resources;
- Reduce the wastes of physical, financial, natural or human resources which result from haphazard development, congestion or scattering of population;
- Reduce the destruction or demolition of historic sites and other resources by reusing land and buildings and revitalizing areas;
- Promote a sense of community, character and identity;
- Promote the efficient utilization of natural resources, rural land, agricultural land and scenic areas.
- Focus expansion in existing developed areas and fill in vacant or underused land to create well designed and coordinated communities;
- Promote cost-effective development of community facilities and services;
- Both the Brooke County Commissioners and Planning Commissioners are authorized to carry out the objectives and overall purposes of preparing the Comprehensive Plan.

COMPREHENSIVE PLAN PURPOSE

The purpose of a comprehensive plan is to guide the Brooke County Commission in the development of land within the unincorporated areas of Brooke County, West Virginia, in accordance with present and future needs and resources of the County.

A process of citizen participation and thorough study shall be utilized to design and implement a strategy for future development in Brooke County.

A comprehensive plan:

- Aids the Planning Commission in designing and recommending to the governing body, ordinances that result in preserving and enhancing the unique quality of life and culture in our community;
- Supports the region's ability to adapt to future changes of an economic, physical and social or land use nature.
- Guides the Planning Commission in the performance of its duties to help achieve sound planning.

A comprehensive plan must promote the health, safety, security, morals, order, convenience, prosperity, efficiency, economy, and the general welfare of the inhabitants and foster community synergy in the development of commerce as well as effective land use.

The specific purposes of a comprehensive plan are described in West Virginia Code, as per Appendix A.

The Brooke County Planning Commission considered the following justification for development of a comprehensive plan for Brooke County:

- To introduce ordinances, resolutions, and operating procedures to guide the proper development of land use, infrastructure installation, economic/commercial growth, and transportation system enhancements.
- To direct developers to key sites;
- To discourage business from opening in residential areas that could be negatively impacted by them, such as: commercial gun ranges, kennels, related businesses that contribute to noise or air pollution;
- To allow the county to establish restrictions on certain activities, such as ATVs, where a comprehensive plan is required before the county can take any action;
- To control and prevent the pollution of Brooke County resources by interstate as well as intrastate waste.

As noted above, the Comprehensive Plan serves as a guideline for the orderly development of Brooke County. Therefore, in order for Brooke County to become proactive in designing its land use and its framework for economic development, the Planning Commission recommends adoption of the proposed Comprehensive Plan by the Brooke County Commissioners.

With the adoption of the Comprehensive Plan, all previously developed Ordinances and Resolutions, will be continued and held as valid guidelines for the County, unless revised by the Brooke County Planning Commission in the future.

It is recommended that the Brooke County Planning Commission review the Plan at least once every five years. As new studies are completed, land use and the Comprehensive Plan need to be re-evaluated to assure that recommendations and action plans can be strategically incorporated into the Comprehensive Plan.

A comprehensive plan marks only the beginning, however, Subsequent actions by the Planning Commission and the County Commission, including but not limited to the drafting of requirements and ordinances, will be needed to translate the planning recommendations contained in this document into the policies and procedures that will govern and guide development-related activities in Brooke County.

POPULATION AND DEMOGRAPHICS

According to the U.S. Census Bureau, the population of Brooke County in 2010 was 24,069. This represents a drop of 1,378 persons since the 2000 Census. The total population for the county in 2000 was 25,447. This was a decline of 1,545 people from the 1990 population of 26,992. The trend of slow population decline that the county began in 1980 when the population peaked at 31,117 as is indicated by Table 1.

TABLE 1: Brooke County Population Change 1900-2010

Date	Population	Population Change	Annual Percent Change
1910	11,098	3,879	4.4%
1920	16,527	5,429	4.1%
1930	24,663	8,136	4.1%
1940	25,513	850	0.3%
1950	26,904	1,391	0.5%
1960	28,940	2,036	0.7%
1970	29,685	745	0.3%
1980	31,117	1,432	0.5%
1990	26,992	-4,125	-1.4%
2000	25,447	-1,545	-0.6%
2010	24,069	-1378	-5.4%

The average annual rate of decline was 5.4 percent between 2000 and 2010. This is somewhat lower than the regional average of 0.8 percent, but still ranks very low compared to the overall nation in population growth. The largest city in the county is Weirton, with 4,019 people living in the Brooke County portion in 2010. Among the municipalities solely within the county, Follansbee is the largest with 2,986 residents in 2010, followed by the county seat of Wellsburg with 2,805 people in 2010, Beech Bottom with 523, Bethany with 1,036 (Bethany College students included), and Windsor Heights with 423.

Population projections developed by the Regional Research Institute at West Virginia University show an eventual stabilization in the county's population over the next 45 years as is indicated by Table 3. (The projections used current short-term migration averages.) The population decline is expected to continue until 2020 with slow growth coming in the years after that. Based upon these projections, the population of Brooke County in 2050 will be about the same as it was in 1990.

TABLE 2: Population Projection - Brooke County, 2005-2050

Estimated	2005	2010	2015	2020	2025	2030	2035	2040	2045	2050
Population	25,051	24,839	24,766	24,835	25,019	25,270	25,543	25,862	26,289	26,860

Also complicating the situation is the age distribution of the county's population is weighted towards older age groups. The 2010 Census found the median age of Brooke County is 46.5 years, which ranks as seventh highest in the state. The national median age is 35.3 years and the state's median age is 38.9 years. Finally, the county has slightly more females than males – 52.1 percent is female of the population is female while 47.9 percent is male.

INTRODUCTION AND LAND USE ISSUES

Past discussions on Land Use and Land Use Capability have shown that the use of land is influenced by a number of factors. These factors work both for and against land development and its most useful use(s). Examples include geographical location, topography, geology (soil), natural resources, transportation and human interests and ingenuity.

TABLE 3 - Current Land Use (in percentage of total acres)

Land Use Description	Percent of 56,960 Acres in Brooke County
Undeveloped Land	37%
Agricultural	31%
Residential	21%
Commercial	3%
All other land uses, including industrial, public facilities, etc	2%
Unclassified	6%

Source: E.L. Robinson. *Land Development Plan*. 2004.

There is much land available for new communities but a somewhat limited amount of river expansion within the present cities of Wellsburg and Follansbee. Numerous locations are available for industrial expansion but these will remain substantially restricted along the Ohio River until its transportation potential is realized by the future bridge project and other projects and improvements scheduled and yet to be conceived.

Community expansion has taken place in the areas of Hooverson Heights and along WV Route 27 (Washington Pike) east of Wellsburg. It is highly desirable to continue to promote development in these two large focal points due to their available water supplies and the cost effectiveness of sewerage system installations. There has also been expansion both north and south of Beech Bottom along with water and sewage. As was mentioned in a previous Land Capability Analysis, much of Brooke County land should be reserved for uses other than residential until suitable water and sanitary sewerage facilities are provided.

Less than half of the land suitable for growing crops and raising cattle is used for either purpose primarily because of the economics of farming. This situation could change or be substantially improved in the future through stronger promotional efforts by state and/or federal agricultural agencies as well as changes in the market for agricultural products that can be grown or raised in Brooke County.

Likewise, the areas now in forest cover or suitable for forestry are not being managed and exported to any significant extent. The economic loss here continues, and measures should be taken to improve this situation.

The extent of damage to the land from un-reclaimed mining activities is high in Brooke County. If properly handled by the State, these areas can be reclaimed for housing or alternative applications.

Recreation and conservation are principal concerns of many Brooke County residents. Much of the conservation of land in the county will occur because of natural limiting factors such as degree of slope and depth of bedrock. Management of wildlife cover and feed areas is needed throughout the rural portions of the County.

Most importantly, a sound transportation network for Brooke County must continue to be developed to permit the safe and efficient flow of people and goods into and out of the county. A north-south continuous four-lane corridor must be provided to bring relief to the congested and troubled river arteries. Some transportation improvements such as corridors in the extreme north and south ends of the county are important primary steps toward this end. The northern corridor is a part of the U.S. Route 22 bypass, while the southern corridor will service the expanded Wheeling – Ohio County Airport, three military reserve bases, Bethany College, West Liberty State College, and others.

Additional measures should be taken to protect and preserve the natural elements in Brooke County, which include wildlife and vegetation. Food plots could be initiated that would provide sustenance to the wildlife of the county, especially during the harsh winter months. Vegetation could be preserved by declaring certain areas as “natural areas”, and providing strict penalties for encroachments on them. Without a doubt, there is a need to preserve these natural elements in Brooke County.

Successful economic and business development initiatives shall stimulate the gradual increase in the population of Brooke County. This growth shall prompt enhanced space utilization. The flow of goods for production will increase and the demands for raw materials, energy, and food will also increase; thereby, requiring improved transportation systems and effective regional land use.

While of these above conditions will help to shape development in Brooke County, there are some constraints to development as well associated with the terrain and topography.

First and foremost is the lay of the land. The mountainous nature of West Virginia is present in parts of the county. The result is places where building is impractical or impossible.

A land slope greater than 24 percent is generally not suited for development of any kind. It is recommended that these areas be reserved for open spaces, conservation, and other non-developmental uses. A slope between 16 and 26 percent is considered steep but can be used for residential development. It is not suitable for commercial or industrial activities, however. Unfortunately, roughly half of the developable land in the county, including about half of the prime locations for development, falls in these two categories, according to the *Brooke County Land Use Inventory* prepared by E.L. Robinson in October 2004.

Meanwhile, land with a slope of between 8 and 16 percent is considered not excessively steep and can be used for both commercial and residential development. Land with a slope between 0 and 8 percent is considered relatively level. It can be used for any type of development and it the best suited for industrial and commercial locations.

About half of the developable land in the county is in the two less-steep categories. Many of these sites are near the Ohio River, which forms the western boundary of the county. The river and its tributaries also make valley areas in the county prone to occasional flooding. This poses another significant constraint to development.

Finally, there is the issue of mine subsidence. There has been much scattered mining in the area, which means there is always the possibility of issues such as land caving in because it cannot support the weight/volume of existing development or being unsuitable for new, proposed development. Because of the latter possibility, all future development should keep this in mind and consider the guidelines set forth in *Code of Federal Regulations* (Title 30 – Mineral Resources).

HOUSING

In 2000, there were an estimated 11,150 housing units in the county. Of these units, 93 percent are occupied and 7 percent are vacant. Owner-occupied units make up 77 percent of the total occupied housing units with the remaining 23 percent occupied by renters.

The homeowner vacancy rate in the county is 1.6 percent. The rental vacancy rate is much higher at 7.7 percent.

The majority of housing units in the county (77 percent) are considered single-family detached residences. A breakdown of the distribution of housing units by type is provided in Table 4.

More than half of the residential structures were built before 1980 with 27 % built between 1940 and 1959. The median number of rooms per structure is 5.5 and the median housing value for the county is \$67,000.

Mortgages average \$700 per month and rental prices average of \$329 per month, according to the 2000 Census.

TABLE 4: Housing Units by Type. Brooke County, 2010

Units in Structure	Number	Percent
Single family detached	8,768	79.6%
Single-family attached/Duplex	146	1.3%
Multi-family/Apartments	1,817	13.1%
Manufactured house	664	6.0%
Boat, RV, van, etc.	0	0.0%

Future housing needs of the county will shift toward apartments and other multi-family dwellings as the demographics shift and as higher median age increases.

The Census Bureau estimates that in 2010 19.1 percent of the county's population is age 65 or over. This represents an increase from 18.3 percent of the county's population being seniors in the 2000 Census. The trend is predicted to continue. Current migration projections from the West Virginia University Regional Research Institute show that over 22 percent of the county's population is expected to be age 65 or over by 2025 and remain at that level for a decade. The proportion of seniors in the county is expected to drop back to just over 20 percent by 2050, however..

GOAL STATEMENT:

Meet the housing needs of current and anticipated future residents of Brooke County

Potential Partner(s):

Brooke County Housing Authority, BHJ, WV Housing Authority

Objective: To encourage development of anticipated housing needs for future Brooke County residents.

Finances: There would be minimal cost (if any) as work done here is through regulation and policy statements. Any cost would be borne by normal county operations.

Action Steps:

HOU01: Emphasize the importance of an increasing housing need for the elderly and disabled.

HOU02: Plan for the development of housing for these groups near present and future public transportation hubs and other public services.

HOU03: Focus on single-family dwellings as the continuing primary source of housing in the region.

HOU04: Review the availability of grants, financial programs and private funding for affordable housing, as well as housing for the elderly and disabled persons.

Objective: To maintain property owner accountability for addressing sub-standard housing in accordance with state and local ordinances.

Finances: There would be minimal cost (if any) as work done here is through regulation and policy statements. Any cost would be borne by normal county operations.

Action Steps:

HOU05: Ensure owners of sub-standard housing (“dilapidated structures”) perform repairs

HOU06: Receive and review monthly reports from the county permit officer to ensure compliance and prevent illegal disturbance of the surrounding properties.

HOU07: Encourage the adaptive re-use of buildings into housing units.

RESIDENTIAL DEVELOPMENT

Residential patterns in Brooke County fall into three general categories.

- Communities developed from the early river towns, such as Wellsburg, Follansbee, Beech Bottom, and Weirton.

For example, a general description of a typical community of this type would indicate a high or medium density, a public water supply, an existing sewerage system and paved streets. This could include both single family and multi-family residential options.

- Low density suburbanized areas with either a regular or irregular pattern such as Hooverson Heights.

The urbanized areas of this type usually have a medium or low density population and a water supply system. They may have a sewerage system and paved roads.

- Rural residences which occur along access routes such as Washington Pike.

This consists primarily of linear rural residences along access routes are always of a low density with some public water supply and usually no sewer systems, little or no paved streets, except the main access roads.

Two important considerations for residential development planning are density and slope.

With respect to density, the county will use the following typology for planning and regulatory purposes:

- | | |
|---------------------|-----------------------------|
| ▪ Very Low Density: | 1 unit per 5+ acres of land |
| ▪ Low Density: | 1 unit per 1 to 4 acres |
| ▪ Medium Density: | 1 to 5 units per acre |
| ▪ High Density: | 6+ units per acre. |

With respect to slope, the county recommends

- | | |
|---------------------------------------------------------|---------------|
| ▪ Ideal conditions for residential subdivisions | 5%-10% slope |
| ▪ Able to accommodate single-family homes on large lots | 10%-15% slope |

The county must aim will be to balance the current situation and the future needs with respect to housing.

GOAL STATEMENT:

Provide quality residential areas that offer a variety of choices and housing opportunities for all Brooke County residents.

Potential Partner(s):

Brooke County Housing Authority, BHJ, WV Housing Authority

Objective: To protect existing residential areas.

Finances: There would be minimal cost (if any) as work done here is through regulation and policy statements. Any cost would be borne by normal county operations.

Action Steps:

RES01: Encourage the protection and rehabilitation of viable neighborhoods to insure their continued existence as a major housing source and as a reflection of the long term quality of life in Brooke County.

RES02: Prohibit encroachment by new or expanded high impact commercial uses into viable existing or planned residential areas unless identified in the land use map (the Land Development Plan map) as a planned commercial or mixed-use area.

Objective: To reduce land use incompatibilities.

Finances: There would be minimal cost (if any) as work done here is through regulation and policy statements. Any cost would be borne by normal county operations.

Action Steps:

RES03: Encourage the continued viability of single-family homes as a major housing source.

RES04: Allow and encourage alternative forms of housing.

RES05: Discourage and where possible prohibit proposed residential development which would expose residents to the harmful effects of environmental hazards.

RES06: Encourage use of buffer areas (e.g. open spaces, green spaces and public/semi-public uses) to separate incompatible uses of land.

Objective: To encourage infill development and the creation of new residential areas in suitable locations.

Finances: There would be minimal cost (if any) as work done here is through regulation and policy statements. Any cost would be borne by normal county operations.

Action Steps:

RES07: Locate residential development which does not have access to either central water or sewerage facilities in areas where soil and geological characteristics are conducive to the long-term support of on-site systems such as wells and/or septic tanks.

RES08: Discourage and where possible prohibit residential development in the 100-year floodplain.

- RES09: Encourage small condominium projects, independent living homes for the elderly, and assisted living facilities, as infill development to avoid overwhelming adjoining uses.
- RES10: Support innovative and flexible land planning techniques as a means of encouraging development configurations which are more desirable and which may better safeguard existing natural land and water resources.
- RES11: Encourage residential areas to develop in a fashion which promotes efficiency in the delivery of urban services.
- RES12: Promote residential development that protects natural resources and seeks to minimize adverse impact upon the natural environment (e.g. stream pollution, soil erosion, destruction of wildlife habitat).
- RES13: Discourage and where possible prohibit development where slopes exceed 20 percent and where the effects of such development would negatively impact adjacent properties.

Objective: To permit a range of housing types.

Finances: Some capital improvements may be necessary to support specialized housing options (e.g., senior housing, higher density housing, etc.). Those costs would be infrastructure improvements and are detailed therein. Otherwise, there would be minimal cost (if any) as work done here is through regulation and policy statements.

Action Steps:

- RES14: Allow high density residential development that has easy access to employment and shopping centers, major thoroughfares, and public services and facilities.
- RES15: Recognize the housing needs of the elderly, handicapped and low to moderate income residents in the county's policies and actions regarding residential development.
- RES.16 Insure that high density residential development (6 or more dwelling units per acre) is served by both central water and sewer facilities.
- RES17: Insure that medium density residential development is served by a central water facility and is not situated on soils which possess severe limitations for septic tank absorption fields unless alternate sewage disposal systems are utilized.
- RES18: Encourage broader public acceptance of multi-family housing by designing such units (such as duplexes) to have the appearance of higher-end single-family housing so as not to adversely impact the property values of existing structures.
- RES19 Reduce the magnitude of multi-family housing projects to overcome the stigma of large-scale multi-family developments; encourage more developments in the 3 to 4 unit range.
- RES20: Support "themed" developments to preserve quality of life amenities(e.g. walking trails, pet exercise areas, etc.) as a means of stimulating more interest in higher-density development.

RES21: Discourage “cookie-cutter” developments.

RES22: Encourage more apartments, condominiums, and town homes to meet market demand, especially for the elderly and low income.

Objective: To encourage quality affordable housing.

Finances: There would be minimal cost (if any) as work done here is through regulation and policy statements.

Action Steps:

RES23: Emphasize quality and affordability at all housing levels.

RES24: Examine laws and ordinances to determine development regulation loopholes, if any, and address such loopholes so that disorderly and unsightly development is restricted, where possible.

RES25: Develop ways to educate potential homebuyers that housing, when compared to other geographic areas, is very affordable and of high quality.

Objective: To ensure adequate public facilities.

Finances: Some capital improvements may be necessary to support housing improvements. Those costs would be infrastructure improvements and are detailed therein. Otherwise, there would be minimal cost (if any) as work done here is through regulation and policy statements.

Action Steps:

RES26: Support reasonable efforts to insure that new residential areas are served by a safe and efficient transportation network.

RES27: Support the Brooke-Hancock-Jefferson Metropolitan Planning Commission with WVDOT to insure that the physical size and design of roads is scaled to accommodate the traffic volumes and population which they serve and projected to serve.

RES28: Encourage higher-density, infill development where public water and sewer service are currently present.

RES29: Encourage the timely completion of the state-mandated sewerage and water infrastructure expansion projects to keep costs down.

COMMERCIAL DEVELOPMENT

The central business districts of Wellsburg and Follansbee offer a wide variety of services and commodities that serve the commercial needs of Brooke County. There has been little growth in these commercial land-uses possibly because of the increased mobility of the population. The Steubenville-Weirton areas, Robinson Town Centre, Pa., the Highlands in Ohio County, W.Va., and St. Clairsville, Ohio, have become the dominant regional shopping centers. This has the potential effect of exporting tax revenue as well as business in general from Brooke County and its localities.

With the population of Brooke County projected to increase slightly over the next 20 years, new sites for retail and business activities are being developed to motivate commercial growth to meet the goals set forth for economic development, both now and in the future.

The Wellsburg Central Business District is located in the southern end of the city two blocks from WV Route 2, the major artery serving the region. Wellsburg's Central Business District offers a mix of businesses and has good potential. Potential obstacles to growth and development include buildings in need of structural repair, limited off-street parking locations, and occasional flooding by the Ohio River.

The retail, financial, government and professional services of Follansbee's Central Business District is stretched out along WV Route 2. It offers commercial variety and attracts a customer base which is both internal and external to the city.

Opportunities exist for commercial expansion in Bethany, Beech Bottom, Colliers, Follansbee, Wellsburg and Weirton. It is recommended that innovative approaches be considered for these sectors. An assessment of business types and needs to determine commercial gaps would be beneficial in this respect.

Finally, it should be noted that commercial development will occur within municipalities and outside of municipalities. While general comments have an impact on all commercial development in the county, the county planning commission only has jurisdiction on developments that occur in unincorporated areas. This development is expected to occur primarily on the borders of the cities and towns. It is hoped though that the standards discussed herein for commercial development in "urban areas" within the unincorporated parts of the county become the standards for such development within the municipalities as well.

GOAL STATEMENT:

Foster quality commercial, office, and institutional development.

Potential Partners:

Brooke County Chamber of Commerce, Brooke County Economic Development Authority, Business Development Corporation of the Northern Panhandle, Brooke Hancock Jefferson Metropolitan Planning Commission

Objective: To encourage innovative commercial development.

Finances: There would be minimal cost (if any) as work done here is through regulation and policy statements.

Actions Steps:

COM01: Encourage clustered commercial development served by dual access ingress and egress, common parking and service entrances.

COM02: Encourage planned shopping centers.

COM03: Cluster highway oriented commercial uses at suitable points along arterial streets.

Objective: To encourage infill development.

Finances: There would be minimal cost (if any) as work done here is through regulation and policy statements.

Action Steps:

COM04: Locate commercial development within existing areas of commercial activity.

COM05: Reuse of vacant commercial buildings and redevelopment of abandoned commercial sites.

Objective: To insure adequate public facilities.

Finances: Some capital improvements may be necessary to support facilities improvements. Those costs would be infrastructure improvements and are detailed therein. Otherwise, there would be minimal cost (if any) as work done here is through regulation and policy statements.

Action Steps:

COM06: Encourage compact development in order to reduce the costs of public services.

COM07: Ensure that new development and redevelopment of existing areas reasonably accommodates and encourages pedestrian activity between adjacent businesses and within and between planned developments.

COM08: Require sidewalks between existing and planned commercial developments through ordinance, when practical.

COM09: Require adequate off-street parking, loading, and stacking space in order to ease congestion and to improve the efficiency of traffic arteries.

COM10: Continue to pursue Route 2 expansion into a four-lane highway, to permit more efficient access to sites available for development.

Objective: To reduce land use incompatibilities.

Finances: There would be minimal cost (if any) as work done here is through regulation and policy statements.

Action Steps:

COM11: Allow home occupations and low impact businesses to coexist with rural and/or residential neighborhoods in which they are located.

COM12: Use landscaping effectively to separate and/or buffer incompatible land uses and to provide green spaces to protect the aesthetics of the region.

COM13: Ensure that the location and design of parking and loading areas is well integrated into the overall development site and is designed to minimize negative offsite impacts whenever practical.

COM14: Encourage the use of office and institutional development as a transitional land use between activities of higher intensity and those of lower intensity while maintaining standards that promote safety, efficiency and economic viability of the commercial district.

COM15: Reserve capacity and space for future expansion, e.g. utilities, transportation, etc.

INDUSTRIAL DEVELOPMENT

The metal industry of Brooke County represents the majority of total manufacturing employment in the region. However, manufacturing land use in the county is insignificant as compared to the total work force.

Over the past 25 years, the workforce devoted to manufacturing has been reduced significantly due to international impacts on the steel and glass industries.

It is, therefore, quite important that attention be given to the site requirements of existing and proposed industrial locations and that Brownfield sites be reclaimed and converted to new industrial or commercial pursuits. It would be beneficial to support the Brooke-Hancock-Jefferson Municipal Planning Commission in its Brownfield Redevelopment initiatives.

Wellsburg, Follansbee, and Beech Bottom have industrial development along the Ohio River. Follansbee and the area north of the city account for approximately 20 percent of all manufacturing sites. These locations are well served by highways, rail, and utilities. There are several sites available for development north of Follansbee.

Wellsburg has a variety of manufacturing activities within the city. More consideration should be given to making additional sites available near the city.

Additional manufacturing activities exist in the Beech Bottom area and more development has taken place in recent years. Several sites for industrial expansion are available in this area.

In other areas of Brooke County, there are sites available for limited industrial development, especially on the hilltop regions. However, these sites would require access roads, extensions of utility systems, grading and related infrastructure development. The use of these hilltop regions for light industrial expansion would increase the existing space available for future manufacturing sites.

Finally, it should be noted that industrial development will occur within municipalities and outside of municipalities. While general comments have an impact on all industrial development in the county, the county planning commission only has jurisdiction on developments that occur in unincorporated areas. This development is expected to occur primarily on the borders of the cities and towns. It is hoped though that the ideas discussed herein related to industrial development” within the unincorporated parts of the county become the standards for such development within the municipalities as well.

GOAL STATEMENT:

Maintain and expand a strong industrial base as an integral part of Brooke County’s future growth and development.

Potential Partners:

Brooke County Economic Development Authority, Business Development Corporation of the Northern Panhandle., WV Development Office

Objective: To plan for future industrial development.

Finances: Some of these activities have operational costs. Such would generally be borne as part of on-going economic development activities undertaken by or in support of the county. Otherwise, there would be minimal cost (if any) as work done here is through regulation and policy statements.

Action Steps:

IND01: Identify sites that are physically suitable and have unique geographical advantages for industry.

IND02: Encourage light industry to take advantage of available services and to encourage reuse of vacant -buildings and/or land.

IND03: Identify possible industrial sites that are relatively level (5% slope) and contain few, if any, floodplain areas or drainage concerns

IND04: Encourage new industrial development to locate near existing industrial sites.

IND05: Designate, where practicable, suitable hilltop regions for use other than residential.

IND06: Pursue sustainable and renewable energy sources and alternate technologies that could leverage Brooke County's natural resources.

IND07: Encourage development and expansion of new technologies such as wireless internet, telecommunications, etc.

Objective: To insure adequate public facilities.

Finances: Some capital improvements may be necessary to support facilities improvements. Those costs would be infrastructure improvements and are detailed therein. Otherwise, there would be minimal cost (if any) as work done here is through regulation and policy statements.

Actions:

IND08: Ensure that utilities such as water and sewer service are present or available for extension to industrial sites.

IND09: Locate heavy industry near, or along major thoroughfares, in order to reduce traffic congestion on small streets and highways.

IND10: Ensure that adequate off-street parking is provided for all industries.

IND11: Extend and improve public facilities to the hilltop regions to promote light industrial land development.

Objective: To reduce land use incompatibilities.

Finances: There would be minimal cost (if any) as work done here is through regulation and policy statements.

Action Steps:

IND12: Locate industrial development in areas which would not diminish the desirability of existing and planned non-industrial uses or encroach upon existing or planned non-industrial sites.

IND 13: Separate heavy industrial sites from non-industrial areas by natural features, green belts, buffering, major transportation facilities, or light industrial areas where practicable.

IND14: Ensure that warehousing, storage and distribution facilities have direct access to appropriate thoroughfares, and are compatible with surrounding landscape.

IND15: Carefully balance economic gains against environmental tradeoffs before disallowing the development of new industries that are noisy, destructive or noxious.

IND16: Strive to protect environmentally sensitive areas from the negative industrial impacts.

Objective: To reduce dependence on the steel industry by encouraging the diversification of the industrial base.

Finances: Some of these activities have operational costs. Such would generally be borne as part of on-going economic development activities undertaken by or in support of the county. Otherwise, there would be minimal cost (if any) as work done here is through regulation and policy statements.

Actions Steps:

IND17: Encourage the following industries to relocate or to start-up in Brooke County:

- Alternative Energies & Technologies
- Natural Gas Exploration
- Chemical Plants
- Computer Services
- Tourism (historical sites, hotels, riverfront, bed & breakfast, etc.)
- Information Services - Back Office Operations
- Health Services
- Port (containerization and distribution)
- Home Manufacturing
- Retirement Services and Communities
- Electronic Parts and Equipment
- Research and Development
- Steel or metal Related (value-added steel products such as steel framing or automotive stampings)
- Polymers Manufacturers (automobile parts, plumbing, etc.)
- Value-Added Wood Products
- Housing (including transitional)
- Help Supply Services

- Business Services

IND18: Identify key programs at local universities, colleges, technical schools and other higher education facilities that contribute to a skilled workforce.

IND19: Recommend the development of government, business, industrial and related partnerships to implement business expansion in the region and formulate short or long-term incentives that foster the county's competitive advantage.

IND20: Market Brooke County as a certified business location emphasizing both its advantages and strengths.

INFRASTRUCTURE AND PUBLIC FACILITES

The infrastructure has continued to improve throughout the County from a number of projects. Plans are in place and funding is already available for a major expansion in the sewerage services provided to the residents of the unincorporated areas of the County.

Electricity, natural gas, and other utility services are consistent with the expectations of Brooke County residents, business, and industry.

Future development of infrastructure and public facilities require extensive planning and collaboration between the utility, property owners, and the Brooke County Planning Commission, in order to prevent delays in construction and expansion of such services. In the event that a utility system is to be installed, expanded, or upgraded near, under, or on property in Brooke County, then a site plan is to be submitted to and reviewed by the Brooke County Planning Commission. Said plan must be approved by the Brooke County Planning Commission prior to project start-up.

In addition, severance agreements must be addressed by the utility company and the County Commission.

The Wellsburg, Follansbee, Beech Bottom, and Weirton municipalities are served by their own respective Water Boards. Bethany is serviced by the Ohio County Public Service District. The Brooke County Public Service District (PSD) serves the remainder of the county. Few homes are without running water.

Existing water supply sources in the area include: the Ohio River, tributaries of the Ohio, and groundwater. The major source in Brooke County is groundwater, located in alluvial deposits running underneath and alongside the Ohio River. Both the quantity and quality of supply from these deposits are adequate for the county. Inland groundwater supplies are generally not as good, as they are high in dissolved solids and hardness. Yields from most wells drilled inland are also meager.

Water and wastewater services in the county are summarized in Tables 6A and 6B.

TABLE 6A: Water Treatment and/or Distribution Facilities in Brooke County

Agency	Treatment	Distribution
City of Weirton	X	X
City of Follansbee	X	X
City of Wellsburg	X	X
Washington Pike Public Service District		X
Hammond Public Service District	X	X
Village of Beech Bottom	X	X

TABLE 6B: Sewer Treatment and/or Collection Facilities

Agency	Treatment	Collection
City of Weirton	X	X
City of Follansbee	X	X
City of Wellsburg	X	X
Brooke County Public Service District	X	X

To assist with the examination of infrastructure needs, the *Countywide Facilities Plan* was prepared in 2000 through funding by the Appalachian Regional Commission (ARC), with matching contributions from the Brooke and Hancock Commissions, as well as the West Virginia Local Development Assistance Program.

The purpose of that plan is to provide an adopted and consensus building infrastructure blueprint for the future. Prepared as a financially responsible and geographically specific document, the facilities plan is a key to Brooke County's environmental and financial health.

Ghosh Engineers, Inc. of Charleston, West Virginia, was the consultant engineer on the project. They surveyed the area and, through a public consensus building process, determined water and wastewater projects. Ghosh Engineers, and the advisory groups, completed their review in the following step-by-step fashion:

1. Current Situation Evaluation
2. Projected Situation
3. Alternatives
4. Project Prioritization
5. Environmental Evaluation
6. Project Approval
7. Implementation

Projects were reviewed based upon a number of factors, including technical/fiscal feasibility, economic development potential, health concerns and public support/opposition. Once evaluated, the projects were submitted to the county commissions for approval. The Brooke County Commission adopted the Countywide Facilities Plan in April 2000 and the final document was furnished to Brooke County in September 2000.

Adopted projects are summarized in Table 7. In the case of water projects, due to the maintenance and extension character of the system, no priorities were stated. Meanwhile, since there are two major wastewater projects and each follows a logical starting to end path, the Brooke County Advisory Committee and the Brooke County Commission did not state project priorities.

When costs are accumulated for all projects, a demanding funding challenge is apparent. Through this approved facilities plan, a beginning point has been defined. A strategy for funding has been outlined while the community at large can now visualize expectations.

Related to this is the protection of water supplies. Mining companies need to work collaboratively with the Brooke County Planning Commission to demonstrate due diligence in the construction, maintenance, and control of mine refuse, such as sludge, slag dumps, etc. In addition, contingency plans are needed in the event of natural disasters that impact those storage facilities. For example, in southern West Virginia, there was excessive rain that stressed the dams created by the mining company, resulting in breaks of all three dams, loss of life, and destruction of property. It is imperative that any business, industry, power or utility company, evaluate their facilities and resources to preclude disasters of this nature.

TABLE 7: Non-Prioritized Water and Wastewater Projects

Brooke County Water Projects	Total Project Cost
Pierce Run Extension, Connection from Washington Pike	\$1,035,720
Pierce Run Extension, Connection from McAdoo Ridge Road	\$ 430,785
Cross Creek Extension, Louise to Potrock Road	\$ 627,116
Cross Creek Extension, Potrock to Scott Run	\$ 396,495
Greens Run Extension, Connection for McCord Road	\$ 449,820
Hukill Run Extension, Connection from Apple Pie Ridge Road	\$ 640,238
Hammond PSD Plant Storage Upgrade	\$ 511,000
Beech Bottom Extension	\$ 1,088,546
City of Follansbee & Hooverson Heights Consolidation	\$4,443,370
Brooke County Wastewater Projects	Total Project Cost
Mahan Lane	\$1,807,205
Bruin Drive	\$1,189,148
Eldersville Road	\$7,137,555
Washington Pike	\$9,070,380

Furthermore, infrastructure development and expansion is needed to support economic growth and to enhance the county's standard of living. For example, internet, cable, cellular resources need to be expanded and optimized to include wireless technology.

GOAL STATEMENT:

Develop a planned, partnered approach to designing an infrastructure network that supports economic expansion, quality growth areas, and choice, where possible, in transportation modes.

Potential Partners:

County Public Service Districts, Municipal Water and Sewer Providers, County Board of Health, Utility and Telecommunications Companies

Objective: To ensure an adequate public water and sewer supply

Finances: Many of these activities have operational and capital costs. The operational costs would generally be borne as part of on-going water and sewer service provision costs. The infrastructure improvements required would be paid for through a combination of bonds (borrowing), grants, and operational surcharges.

Action Steps:

IPF01: Maintain an up-to-date water and sewer plan for the county that insures that service will be adequate to protect public health and property and that capacity exists to support continued growth and economic development in targeted areas of the county.

IPF02: Provide the highest level of county participation in the cost of providing water and sewer services to properties within developed areas to enhance appropriate urban-level development.

IPF03: Recommend that public/semi-public facilities be centrally located to the populations which they serve in order to achieve maximum efficiency and utilization. Severance agreements must be addressed by the utility companies and the County Commission.

IPF04: Ensure that commercial sites are served with all necessary utilities and that businesses which consume considerable quantities of water are served by central water and sewerage facilities

Objective: To encourage optimal development of infrastructure

Finances: Many of these activities have operational and capital costs. The operational costs would generally be borne as part of on-going water and sewer service provision costs. The infrastructure improvements required would be paid for through a combination of bonds (borrowing), grants, and operational surcharges.

Action Steps:

IPF05: Encourage the development of prime sites in the unincorporated areas.

IPF06: Encourage the development of ordinances and other legal venues that shall assist in clarifying requirements for sub-division and infrastructure systems development.

IPF07: Work in cooperation with appropriate partners to review and approve the locations and designs of all infrastructure facilities prior to implementation.

IPF08: Ensure that commercial sites are served with all necessary utilities and those businesses, which consume considerable quantities of water, are served by central water and sewerage facilities.

Objective: To maintain compliance with State Board of Health and Department of Environmental Protection

Finances: Some of these activities have operational costs. Such would generally be borne as part of on-going water and sewer provision costs. Otherwise, there would be minimal cost (if any) as work done here is through regulation and policy statements.

Action Steps:

IPF09: Enforce requirements that homes built without central sewage or water service shall comply with State Board of Health specifications.

IPF10: Recommend that facilities with sewers shall be connected to a primary interceptor or trunk line, which shall flow to a treatment plant providing at least secondary treatment.

IPF11: Encourage the use of alternative water systems such as: 1) groundwater, 2) major creeks, 3) rainwater recycling, or other alternatives, for non-potable uses.

IPF12: Support the Brooke County Board of Health as it executes its responsibility for inspection and enforcement of all provisions associated with sewage and water service quality.

Objective: To provide infrastructure resources to support future economic growth.

Finances: Many of these activities have operational and capital costs. The operational costs would generally be borne as part of telecommunications service provision costs. The infrastructure improvements required would be paid for through by investments on the part of service providers. Otherwise, there would be minimal cost (if any) as work done here is through regulation and policy statements.

Action Steps:

IPF13: Support the expansion of internet, cable, cellular, and related resources to include wireless technology.

Objective: To support the development of private and public health care facilities, services, and programs that will meet the needs of the community.

Finances: Some of these activities have operational costs. The operational costs would generally be borne as part of service provision costs by the private provider, non-profit entity, or government agency. Otherwise, there would be minimal cost (if any) as work done here is through regulation and policy statements.

Action Steps:

IPF14: Foster "quality of life" programs such as: diabetes, vision, Alzheimer's, coronary care, cancer prevention, and related health care programs.

IPF15: Support private and public elder care facilities and medical services.

Objective: To assure communication and collaboration between mining companies and the Brooke County Planning Commission.

Finances: Some of these activities have operational costs. The operational costs would generally be borne as part of regular governmental enforcement and inspection activities. Otherwise, there would be minimal cost (if any) as work done here is through regulation and policy statements.

Action Steps:

IPF16: Assure effective construction, maintenance, and control of mine refuse, such as sludge, slag dumps, etc.

IPF17: Work in collaboration with appropriate county, state, and federal agencies to minimize impacts on surrounding environment, during both pre-mining and post-mining activities.

TRANSPORTATION

West Virginia Route 2 is the major north/south transportation corridor running through Brooke County. U.S. Route 22 and WV Routes 105, 88, 67, and 27 travel east/west through the county.

The Ohio River and its navigable tributary streams provide the area with cheap water transportation and gives an advantage to the county for industrial development. The river is canalized throughout the 981 miles of its length from Pittsburgh to its confluence with the Mississippi River at Cairo, Illinois. A nine-foot channel, maintained by a system of forty-six locks and dams, with occasional dredging, provides direct year-round connection with the entire Mississippi River Navigation System and the Gulf Intra-coastal Waterway.

The Wheeling/Ohio County Airport, which is partially located in Brooke County, provides regional air service to many major cities, internal and external to West Virginia. The Pittsburgh International Airport is within 30 minutes of the county seat due to the recent completion of the U.S. Route 22 Airport Connector.

Rail service is provided north-south direction by Norfolk Southern. Freight service is available at Wellsburg and Follansbee.

Much of the current planning for transportation appears in the Transportation Improvement Plan (TIP) and biennial updates have been a prerequisite to federal assistance for certain federal-funded highway and public transit projects within metropolitan planning areas since 1976. As defined in the Transportation Equity Act for the 21st Century (TEA-21), the TIP must be developed by the planning area's designated Metropolitan Planning Organization (MPO) in cooperation with the State Highway Agency and any affected public transit operator.

The TIP is a staged, multi-year (three-to-five or more year) program of transportation improvements including an annual element. TIP amendments may be initiated only for projects that are regionally significant or require federal approval or authorization action prior to the next scheduled biennial TIP update. For projects meeting these criteria, the Metropolitan Planning Organization (MPO) serving the county – the Brooke-Hancock-Jefferson Metropolitan Planning Commission (BHJ) – anticipates submitting TIP revisions on a quarterly basis.

The TIP is a fiscally constrained priority listing of proposed federally supported projects and strategies that will be carried out within the three-year period of the adopted program. In addition, the TIP must identify regionally significant projects that are consistent with the goals and objectives established in the long-range element of the BHJ [2025 Plan](#).

Furthermore, the proposed three-year transportation program can include only projects, or an identified phase of a project, if full funding can reasonably be available to implement or construct the strategy or program.

While developing the TIP, the MPO must provide citizens, public agencies, and other representatives of transportation services, a reasonable opportunity for comment and review of the proposed program. In order to fulfill the public involvement process requirements, the TIP is advertised, made available by public notice, and circulated throughout the study area.

The program outlined in the document provides for improvement projects addressing the short-range (four-year) transportation needs for Brooke and Hancock counties in West Virginia and Jefferson County in Ohio. The TIP is consistent with all federal and state-funded highway projects, such as resurfacing, bridge replacement, bridge rehabilitation and transportation enhancement projects.

Another BHJ study provided additional specific examples of projects to be undertaken. These needs are detailed in the Transit Service Coordination and Expansion Study of January 2006.

- The Fort Steuben Bridge:

ODOT demolished the Fort Steuben Bridge in February 2012

- New Ohio River Bridge Crossing:

The environmental study was started in 2008.

- US 22 Veteran's Memorial Bridge Access Study:

The intersection of OH State Route 7 and University Boulevard is on ODOT's State Highway Safety Program.

Plans are underway to enhance the Memorial Bridge access to route 7 to ease traffic congestion.

Similarly, as a part of BHJ's efforts to meet the requirements of the Transportation Equity Act of the 21st Century (TEA-21) and to address an increasing interest in bicycle/pedestrian facilities within the region, the staff initiated a bicycle/pedestrian plan during FY 1997. The staff solicited participation from locally interested citizens and local governments.

A task force was established to work with the staff in determining the current facilities as well as the demand for these facilities, the purpose or intended use and then to identify the potential locations of new facilities. This group also assisted in the development of a survey which was designed to determine the number and types of people which participated in this type of activity, and for what reason, that is, exercise, recreation or transportation. For a more complete discussion of the activities of this task force and their findings, please refer to the Bicycle/Pedestrian Plan, November 1997.

There are locations that are being utilized for bicycling by individuals. For example, Old State Route 7 between Toronto and Empire, OH and Tomlinson Run Park in the New Cumberland, WV area are frequented by bicyclers. Since that time, the Wellsburg *Yankee Trail*, Weirton's *Panhandle Trail*, plus Brooke's *Pioneer Trail*, were added to the available resources for bicyclers. Also, there is a bicycle lane marked on the access road which circles the former Weirton Steel General Office Complex (G-O) on Three Spring Drive, but it is not considered to be a public facility and therefore has limited usage as a bicycle facility. Most of the recreational bicycling within the region is done by children and is done on the local streets or playgrounds.

Walking facilities are more easily available due to the shorter distances involved. Within the region, individuals are able to walk for recreation or exercise at several locations. For example, the Fort Steuben

Mall, Brooke High School, the track at Harding Middle School and the access road around the former Weirton Steel Corporation General Offices are all utilized by walkers. Some of the other schools, parks and local neighborhood streets are utilized.

Trail projects that have been initiated within the region, and are working toward implementation, include: the Weirton *Panhandle Trail*, the Wellsburg *Yankee Trail* and the Brooke *Pioneer Trail*. Upgrades and additions are underway as of 2007.

The Panhandle Trail was the first trail initiative within the region to successfully apply for and receive funding. The City of Weirton and the Panhandle Trail association jointly submitted an enhancement grant application to the West Virginia Department of Transportation. The grant was approved and funded for \$60,000. The funding was utilized to acquire the right-of-way and to develop a trail facility on the abandoned section of the Weirton Secondary Line which is owned by the Conrail Corporation. There has been a lot of local interest generated by this project. Interest in the trail continues to grow.

The Brooke County *Pioneer Trail* runs from the south end of Wellsburg to the Ohio County line. The Wheeling *Heritage Trail* is extended to connect with the Brooke *Pioneer Trail* at the Ohio County line. Further, bicycle and pedestrian facilities have been identified as a priority within the BHJ region through the development of the Bicycle/ Pedestrian Trail Plan.

Consideration has been given to the development of an interconnected network of trails throughout Brooke County. However, due to the topography and the limited right of way available, this truly interconnected network may be difficult to develop.

Individual trail facilities have been identified.

- The Town of Bethany and Bethany College have implemented their own series of trails.
- The City of Wellsburg has a trail, spanning the full length of the town.
- The City of Follansbee
- The Brooke County *Pioneer Trail* running from the south end of Wellsburg to the Ohio County line.

Along with these projects, emphasis has been placed upon connections to trails outside of the region. For example, the Panhandle Trail has the potential to connect to the Montour Trail in the Pittsburgh area, then east to Washington, D.C, according to the BHJ report “Bicycle-Pedestrian-Trail Recreation.”

Meanwhile, Transit Service Coordination is well summarized in the January 2006 Transit Service Coordination and Expansion Study, prepared by Abrams-Cherwony & Associates. The Transit Service Coordination and Expansion Committee of Brooke and Hancock Counties (BHJMPCC) continue to meet to address transportation network needs, including the possible benefits of hiring a Mobility Manager to administer coordination activities. Future action plans and funding options are patterned after a comparable transit model in western Pennsylvania called the Access-to-Work Interagency Cooperative (ATWIC).

GOAL STATEMENT:

Identify other transportation enhancements for consideration over the next 10 years.

Potential Partners:

Objective: To support the Brooke-Hancock-Jefferson Metropolitan Planning Commission (BHJ)
Transportation Improvement Program

Finances: Many of these activities have significant capital costs. The transportation improvements required would be paid for through a combination of bonds (borrowing) and grants. Other activities might have minimal (if any) costs as the work is done through regulatory actions or policy statements.

Actions:

TRS01: Complete road access and associated enhancement to the City of Weirton Half-Moon Industrial Park and Birch Drive.

TRS02: Complete road access and bridge enhancements that support Three Springs Business Park Development.

TRS03: Support the Brooke Hancock Jefferson County Metropolitan Planning Commission (BHJ) statistical port designation study for the region, as championed by the WV Port Authority and the City of Weirton.

TRS04: Complete the study of a new river crossing on the Ohio River and support public meetings to communicate recommendations to the public prior to project commencement.

TRS05: Cut back and clean up all hill sides to prevent safety risks associated with falling soil or rock; upgrade highways to prevent slips and slides.

TRS06: Develop a WV Route 2 Bypass or equivalent highway enhancements to optimize traffic flow between Follansbee and Short Creek.

Objective: To support Bicycle-Pedestrian-Trail Recreation Projects

Finances: These activities might have minimal (if any) costs as the work is done through regulatory actions or policy statements.

Action Step:

TRS07: Support efforts of the BHJ task for on bicycle and pedestrian transportation activities.

TRS08: Promote maintenance and upkeep of the extensive county trail system.

TRS09: Support the Weirton *Panhandle Trail* project connecting to the Brooke County *Pioneer Trail*.

Objective: To ensure an adequate transportation network

Finances: Some of these activities capital costs. The transportation improvements required would be paid for through a combination of bonds (borrowing), grants and user charges. Other activities might have minimal (if any) costs as the work is done through regulatory actions or policy statements.

Action Steps:

TRS10: Work closely with the BHJ Metropolitan Planning Commission and generally support their vision of the 2025 Transportation Plan.

TRS11: Encourage common access points and avoid frequent driveway cuts to maintain the safety and usefulness of area thoroughfares.

TRS12: Encourage pedestrian, bikeway and other similar facilities as energy-efficient and environmentally sound transportation alternatives.

TRS13: Connect roads and streets, etc. to facilitate an efficient flow of traffic and people.

TRS14: Protect the integrity of established residential and commercial areas, to the extent possible, from environmental and traffic impacts associated with new or improved transportation facilities.

TRS15: Support the BHJ Metro Planning Commission's Plan for expansion of the transit capability of the region.

TRS16: Support acquisition of funding, manpower, and related resources required to optimize the coordination of transit services in the region and throughout the Northern Panhandle. This would entail:

1. Promotion, enhancement, and facilitation of access to transportation services;
2. Support for coordinated services;
3. Exploration of brokerage services to coordinate providers and customers;
4. Provision of individual travel training and trip planning activities;
5. Development and operation of one-stop transportation traveler call centers;
6. Purchase of "intelligent" transportation technologies to help plan and operate coordinated services;
7. Enhancement of the mobility for population groups lacking personal transportation;
8. Reduction in the level of in-town and peak-hour auto traffic, and
9. Reduction in the demand for parking.

Objective: To preserve the existing transportation system and improve its overall safety

Finances: Some of these activities capital costs. The transportation improvements required would be paid for through a combination of bonds (borrowing), grants and user charges. Other activities might have minimal (if any) costs as the work is done through regulatory actions or policy statements.

Action Steps:

TRS17: Support activities to maintain, replace, rehabilitate and resurface existing pavements, bridges, public transit facilities and inter-modal facilities.

- TRS18: Support agencies that keep streetlights and traffic signals in good working order.
- TRS19: Encourage the placement of guardrails and other safety structures as needed.
- TRS20: Encourage the placement of facilities and services to minimize traffic flow obstructions.
- TRS21: Support the continued improvement and appropriate expansion of the Ohio County airport facilities and minimize potential land use conflicts and hazardous conditions.

Objective: To increase accessibility and affordability of transportation for elderly, disabled persons, and the general public.

Finances: Some of these activities capital costs. The transportation improvements required would be paid for through a combination of bonds (borrowing), grants and user charges. Other activities might have minimal (if any) costs as the work is done through regulatory actions or policy statements.

Action Steps:

- TRS22. Support BHJMPC with gathering information on the type of services that are needed and developing strategies to implement required service types.
- TRS23. Support BHJMPC in locating and implementing funding solutions for these programs.

AGRICULTURAL & RURAL DEVELOPMENT

The hills of northern and central sections of Brooke County are low and rounded while those of the southern half of the county, especially those facing the Ohio River and some areas along Buffalo Creek are too steep to permit successful cultivation.

The agricultural lands make up about one-third of the land area in Brooke County and the soils are relatively fertile. Most of these farmlands can be found in the Buffalo Creek District.

The number of agricultural areas in Brooke County has decreased in recent years, but the amount of production from them has risen due to technological advances. The size of the farms varies from one area to another with the largest farms generally the most productive. These large farms are basically involved in dairy production and raising livestock.

However, employment and personal income statistics show that agriculture is a smaller sector of the economy of Brooke County. In addition, though one-third of the land in Brooke County is agricultural land, only one-half of this land is actually being farmed.

Agricultural production in Brooke County does not meet the local and regional market needs and has to be augmented by imports from outside areas. Despite this insufficiency, particularly in market foods, the amount of cultivated land has declined due to the loss of smaller and less efficient farms. Their number has decreased because of increased production costs and external competition.

Woodland is the largest land use in the county and its potential agricultural, conservation, economic, or commercial economic value needs to be routinely evaluated by the BHJ Metropolitan Planning Commission.

GOAL STATEMENT:

Protect the integrity of Agriculture as a viable use of land in Brooke County.

Potential Partners:

WV Department of Agriculture, US Department of Agriculture, Northern Panhandle Resource Conservation and Development Council, Farm Bureau, West Virginia University Extension Service

Objective: To create an agricultural consortium to research, explore and implement technology and commercial applications.

Finances: Many of these activities have start-up and operational costs. The start-up costs would be funded through a combination of grants and one-time special expenditures. The operational costs would be funded by the groups that in support of and who benefit from this activity. Otherwise, there would be minimal cost (if any) as work done here is through policy statements.

Action Steps:

AGR01: Support the creation of an Agricultural Consortium that includes farmers and a diverse group of community officials.

AGR02: Ensure that the consortium is able to proactively seek ways to more effectively and efficiently use the land that is currently within that land use.

Objective: To promote conferences, summits or other forums that foster information exchange and commercial idea development.

Finances: Some of these activities have operational costs. The operational costs would generally be funded as part of the conference effort. Otherwise, there would be minimal cost (if any) as work done here is through regulation and policy statements.

Action Steps:

AGR03: Cooperatively work with farm bureaus, the Northern Panhandle Resource Conservation and Development Council, and other agricultural organizations to help local farms become more productive.

AGR04: Support the creation and operation of a farmland protection board in Brooke County.

RECREATION

Brooke County has many recreational amenities designed for use by residents and visitors. The catalog of fields and facilities by the West Virginia Bureau of Employment Programs for its county profiles shown in Table 8 denotes this fact.

TABLE 8: Brooke County Public and Private Recreational Facilities

Facility	Number
Auditoriums	5
Baseball/Softball Fields	6
Basketball Courts - Indoor	4
Basketball Courts - Outdoor	10
Swimming Pools	4
Stadiums	4
Tennis Courts – Outdoor	6
Golf Courses	2
Theater – Indoor	2
Theater – Outdoor	1
Playgrounds	10
Walking/Biking Trails	6
Fishing Locations & Boat Launches	Numerous
Public / Private Hunting Land	Widespread

But numbers alone do not do justice to the recreational opportunities available in the county. Some of the highlights are described in detail below.

- The recreational show-piece for the county is Brooke Hills Park. This approximately 700-acre facility located off of WV State Route 27, has an executive par 3, 18-hole golf course, 18-hole miniature golf, 3 fishing ponds, paddle boats, a public pool, ball fields, picnic shelters, basketball courts, paintball course, hiking trails, RV & primitive camping, playground, and a summer stock theater facility. The park board is constantly working to improve the park and its amenities.
- Three "Rail-to-Trails" systems are found within the county: The Panhandle Trail, the Brooke Pioneer Trail, and the Yankee Trail.

The Panhandle Trail is West Virginia's first interstate trail, and connects Weirton to Carnegie, PA near Pittsburgh. When completed, the Panhandle Trail will also connect to a complex of trails that extends to Washington, D.C.

The Brooke Pioneer Trail runs from Wellsburg to the Ohio County line. At Buffalo Creek, the trail connects with the Yankee Trail in Wellsburg.

The Yankee Trail runs from north Wellsburg to south end of Wellsburg and at Buffalo Creek, connects to the Pioneer Trail. There are three (3) other trails in the county at Bethany, Follansbee, and Brooke Hills Park.

Other recreational facilities include: Highland Springs Golf Course, Bethany College Athletic Center, and the Brooke High School Athletic & Health Complex. The Brooke High School Complex features a wellness center and indoor swimming pool for restricted use by the community.

- Public community parks are available in the following communities: Beech Bottom, Bethany, Follansbee, Hooverson Heights, Weirton, Windsor Heights, and Wellsburg.
- Castleman Run Lake Wildlife Management Area, Buffalo Creek, Colliers Sportsman's Club and Brooke County Sportsman's Club provide fishing and hunting facilities, as designated by the WV Department of Natural Resources.
- Cross Creek Wildlife Management Area is a hunting resource in the County, designated by the WV Department of Natural Resources.

GOAL STATEMENT:

Preserve, maintain, and develop recreational land and resources to promote good health.

Potential Partners:

Brooke County Parks and Recreation Commission and Brooke County Schools are potential partners. Brooke Hills Park and the Brooke County Schools have partnered to host AG Day for the 5th graders at the two area middle schools. In addition, the park opens its doors to all schools to host their end of the year picnics.

Objective: To undertake the recommendations for improvement to Brooke Hills Park to enhance the facility and improve its resource utilization.

Finances: Many of these activities have operational and capital costs. The operational costs would generally be borne as part of on-going park and recreation operations. The infrastructure improvements required would be paid for through a combination of bonds (borrowing), grants, and operational surcharges as well as through specialized, project-related fund raising efforts. Other activities might have minimal (if any) costs as the work is done through regulatory actions or policy statements.

Action Steps:

REC01: Begin immediate work on the high priority projects for Brooke Hills park that need to be completed in the next 1-to-2 years.

1. Park Entry, the installation of a modern, automated sign is the goal. Park is looking for a partner to accomplish this.
2. Complete Toll House Restoration (Visitor Center, Museum or Toll keepers Office) Phase 1, the exterior completed in 2011. Phase 2, the interior is currently undergoing grant application process.
3. Golf – completion of blacktopped cart paths
4. Trails – currently working with local groups to open and host horseback riding trails as well as walking trails.
5. County Fair...an ongoing partnership....the fair is now in its 9th year....hosts over 4000 visitors in a three day period.
6. Amphitheater – The building of the veterans memorial was completed in 2012.
7. Build a new shelter each year. This goal will remain.
8. Develop soccer fields....2013 meeting with local soccer clubs to discuss potential fields and locations.
9. Playground...has been renovated and expanded and fenced for safety...2013

REC02: Plan for infrastructure improvement projects that will accommodate park growth and expansion over the next 3-to-5 years

1. Restore Toll House....currently working to complete
2. Rebuild or enhance pool and/or water feature...utilizing original pool area, installing pool heater and new pump for 2013 and ADA compliant lift chairs.
3. Relocation of service area...A new maintenance building built 2012, holds all equipment and has additional storage areas.
4. Begin utility upgrade....6" water line installed 2008, electric at all shelters updated, continuing electrical expansion 2013
5. Cabins.....looking to build small 1-2 room cabins, possible start late 2013
6. Begin RV Park development...2013 campground committee working to develop a new site (other than on the fairgrounds).
7. Build a multi-purpose building for wintertime rentals & use.
8. Build trailheads
9. Expand lakes
10. Develop sled run and ice skating

REC03: Study the feasibility and financing options for the desired major capital improvements to the park wanted over the next 5-to-10 years

1. Golf - Upgrade course to executive course and light entire course
2. Build multi-purpose building
3. Boathouse upgrades

4. Lodge or hotel construction
5. Amphitheater finalization
6. Camping
7. Build pool/water feature
8. Final utility upgrade
9. Complete park entry
10. Little league complex
11. Cabin construction

Objective: To promote volunteerism for the development of Brooke Hills Park and other parks and recreation facilities in the county.

Finances: Some of these activities have operational costs. The operational costs would generally be funded as part of the normal recreation operations. Otherwise, there would be minimal cost (if any) as work done here is through policy statements.

Action Steps:

REC04: Use community representatives to work on projects that would enhance the recreation value of the county.

REC05: Utilize community service venues to improve recreation facilities in the county.

REC06: Encourage senior volunteer utilization for recreation programs.

Objective: To utilize recreational facilities to promote good physical fitness.

Finances: Some of these activities have operational costs. The operational costs would generally be funded as part of the normal recreation operations. Otherwise, there would be minimal cost (if any) as work done here through regulation and policy statements.

Action Steps:

REC07: Organize and disseminate information containing the activities available to the public.

REC08: Promote county-wide “Recreation-Days”, with events for all ages to encourage family fun, to promote healthy lifestyles or use for rest and relaxation using our beautiful parks and scenery as a method to reduce everyday stress.

REC09: Encourage the development of new recreation facilities by reviewing grant opportunities semi-annually, and by enticing local industry and commerce to help fund new recreation projects.

Objective: To create an open, recreational activity center for all ages, and all interests.

Finances: Currently a committee is discussing exact specifications and along with that the funds that would be needed.

Action Steps:

REC10: Develop a plan for design of structure and interior to facilitate all possible needs to encompass all age groups.

REC11: Make sure all state and federal laws for special needs and handicap accessibility is abided by.

REC12: Pole public officials and residents who have knowledge of this type of facility to pool these resources to come up with a plan.

COMMUNITY DESIGN

Community design is critical to implementing a vision for our County - the goal is to match existing resources and fill gaps, while at the same time the community fosters planned development.

Community design includes such things as physical characteristics and placement of buildings, noise and nuisance abatement, social values, and programs that encourage the sense and establish the character of the County.

Brooke County residents want a balance of good paying jobs, good schools and parks for their kids, and proactive conservation of our beautiful natural resources and rural areas to enjoy hunting, fishing and other recreation.

The county is proud of its history and wants to retain historical architecture and significant memorials from the 1700s through the present.

Critics may not think that such contrasting uses of land would be possible in such a small county, citing that the so called competing interests would create a homogenous landscape with little or no real character or design.

Brooke County offers unique landscape, resources, and heritage. Through the use of prudent and careful planning, our County can achieve the goals summarized in this document.

The County is a place of high character and standards. For example, in 2006, there were 35 churches representing 21 denominations in Brooke County, according to data collected by the Brooke County Historical Museum.

However, situations arise that challenge some of its values held by county residents.

Individuals are not always respectful or considerate of their neighbors or others. As a result, noise and nuisance abatement, including environmental odors and related pollutants, is a necessary part of preserving the character, health, safety, and welfare of our community.

There is the potential that adult entertainment businesses of various types, because of their very nature, can have a deleterious effect on the community. The fear is that such enterprises may increase crime and devalue property.

Exotic entertainment establishments may be regulated based upon the authority granted in the *West Virginia Code*. Furthermore, land use regulation and other ordinances may be enacted to control various may be used to control the location and operation of various activities. Both would have the affect to preserve the health, morals, safety, and welfare of county residents, which in fact is the function of planning.

During the planning process, one area of need that surfaced during a series of reviews of county operations was the need for a Grant Writer/Administrator whose services could be leveraged by multiple departments and agencies. This would allow the county to enhance administration of planning, economic development, business recruitment, fund-raising, and related initiatives. Such a position could:

- Help identify and prioritize the needs of various County entities;
- Locate and chase potential funding sources to augment existing budgets;
- Obtain matching funds from local, state, or federal sources;
- Assist in the timely implementation of associated new projects;
- Measure the benefits of said position to assure adequate "return on investment"; and
- Work with multiple agencies, intra- and inter-county, to maximize financial resources, minimize overlap, and generate resource avenues that otherwise might not be discovered.

GOAL STATEMENT:

Maintain and improve the beauty and character of Brooke County.

Potential Partners:

Brooke County Commission, Brooke County Ministerial Association, Brooke County Historical Museum

Objective: To initiate policies and procedures to reduce instances of noise or nuisance.

Finances: There would be minimal cost (if any) as work done here is through regulation and policy statements

Actions Steps:

CDN01: Generate ordinances or other legal venues to define standards for abatement and nuisance control.

Objective: Protect the citizens from increased crime, preserve property values, and character of surrounding neighborhoods; deter the spread of urban blight.

Finances: There would be minimal cost (if any) as work done here is through regulation and policy statements

Action Steps:

CDN02: Create an ordinance or other legal guidelines that provide for the effective management and control of various forms of entertainment-driven establishments.

Objective: Hire a full time staff person to manage administrative services.

Finances: There would be personnel costs associated with new position. Minimal cost (if any) as work done here is through regulation and policy statements

Action Steps:

CDN03: Support the County Commissioners hiring of a Grant Writer/Administrator that would be responsible for managing and enhancing administrative services, economic development, fund raising, and planning initiatives.

EDUCATION & HUMAN CAPITAL DEVELOPMENT

Brooke County is well known throughout the region for providing quality education. Currently, the education system is composed of the following:

Primary Schools:

Beech Bottom
Colliers
Franklin
Hooverson Heights
Jefferson
Millsop
Wellsburg

Pre-School:

Little Bear Day Care – 2
Grandma’s House
Head Start
Brooke High School – 2
Brooke High School Special Needs - 2

Middle Schools:

Follansbee
Wellsburg

High School:

Brooke

College:

Bethany College

Extension:

WVU Extension Service – Brooke County Office

In addition, adjacent to the county are numerous colleges, universities, extension offices, and vocational/technical schools.

GOAL STATEMENT:

Provide quality education services to improve marketability of the region and standards of living.

Potential Partners:

Brooke County Schools, Private Schools, Workforce Investment Board, Bethany College, West Virginia University

Objective: To encourage partnerships to capitalize on all Brooke County educational resources.

Finances: There would be minimal cost (if any) as work done here is through regulation and policy statements.

Action Steps:

EDU01: Facilitate communication and partnerships between all segments of the community.

EDU02: Support the effective utilization of libraries, museums, educational centers, etc.

EDU03: Seek innovative ways to work with school systems to promote vocational, educational, and employment opportunities.

EDU04: Encourage employers, schools, government, and workforce development agencies to partner together to develop valuable, practical voluntary assignments, internships, curriculum enhancements, and related opportunities.

EDU05: Encourage the utilization of labor force and economic trend analyses to plan and implement programs and curriculum that realistically prepare students to be competitive in the 21st century labor market.

HISTORIC AND CULTURAL PRESERVATION

Brooke County was created in 1797 from part of Ohio County and named in honor of Robert Brooke, governor of Virginia from 1794 to 1796. At that time, it included what is now Brooke and Hancock counties. The 1800 had the county population the population of the county at 4,706.

The first European settlers arrived in what is now Brooke County in about 1772. Among those early residents were inventors. This can be seen from several patent registrations coming from the county between 1780 and 1810 as well as Brooke County Museum displays.

In 1848, the General Assembly of Virginia created Hancock County from a part of Brooke County, thereby reducing Brooke's land area by almost half. However, since the reallocation of county land, the population grew steadily. This growth occurred due to an expanding industrial base.

Today, Brooke County is known for its steel, chemicals, glass, paper, coal, natural gas, oil wells, fruit, sheep, and poultry farms. Its length is about 18 miles and its average width about 9 miles. The region is composed of beautiful and fertile farms, industrial sites, strip malls, and related assets. Many sheep are raised in Brooke County, along with fine blooded cattle and splendid horses.

Wellsburg, the county seat, was chartered as Charlestown in 1791 and named for Charles Prather. In 1816 the name was changed to Wellsburg, in honor of Prather's son-in-law, Charles Wells. The first Grimes Golden apple tree is said to have stood about two miles east of Wellsburg, according to information on the county history website maintained by the WVU Department of Political Science.

GOAL STATEMENT:

Protect the historic and cultural treasures of Brooke County.

Potential Partners:

Brooke County Museum, WV State Historic Preservation Office

Objective: To promote education, participation and involvement in the preservation of the county's history and culture.

Finances: There would be minimal cost (if any) as work done here is through regulation and policy statements.

Action Steps:

HCP01: Encourage the identification of structures, buildings, monuments, and neighborhoods of historic or architectural significance as a means of enhancing their economic and cultural value to the county. [Registered Historic Sites are listed in Appendix D]

- HCP02: Encourage the restoration and active use of structures, buildings, monuments, and neighborhoods of historic or architectural significance as a means of enhancing their economic and cultural value to the county.
- HCP03: Encourage national registration and designation of local historic areas, when appropriate.
- HCP04: Encourage appropriate adaptive reuse of the county's historic resources.
- HCP05: Use the potential of the county's architectural and historic resources to encourage tourism development.
- HCP06: Discourage the destruction of architectural, historic and archaeological resources in the county.

CONSERVATION

The conservation of open space in Brooke County will obviously affect the character of development of the County; and likewise, the development of urban areas will affect the character of open spaces. What is most important, however, is that the conservation of open space be seen not just as space preventing other land development, but as an essential element determining the character and quality of the urban environment. Conservation of open space provides:

- Attainment of “positive human needs” – both physically and psychologically as in recreation amenities;
- Enhancement and protection of “the resource base” - the air, the water, soil, plants, and animal.
- Development of economic impacts, such as tourism, development patterns, employment, real estate values, etc.

Approximately one-third of Brooke County has a slope degree greater than 24 percent which is a natural factor, useful in determining conservation of *open space*.

Other areas need immediate attention in order to preserve their natural beauty.

- Suitable land for recreation is located along the Ohio River. Continued environmental cleanup is recommended to restore this region to its natural state of beauty.
- The upper Buffalo Creek district near Bethany has potential recreational value. It is recommended that there be reclamation of stripped lands and tighter environmental controls.
- Several parks do exist in Brooke County, such as Brooke Hills Park and the Castleman Run Public Fishing area.
- There are also several major projects, such as the Buffalo Creek Regional Park, the Harmon Creek Watershed Conservation Area, and Cross Creek and Castleman Run Wildlife Management Areas, that are proposed to preserve some of the natural beauty of Brooke County.

GOAL STATEMENT:

Protect and conserve Brooke County's natural resources.

Potential Partners:

Local and Regional Conservation Groups, WV Department of Natural Resources, WV Department of Environmental Protection

Objective: To work with schools, the community, government agencies, and business and industry to expand regional conservation and environmental protection programs.

Finances: There would be minimal cost (if any) as work done here is through regulation and policy statements.

Action Steps:

CON01: Support environmental clean-up programs, such as highway, river, and related beautification projects.

CON02: Support ordinances, rules, and regulations that foster the reclamation of stripped lands and create tighter environmental controls.

CON03: Foster community pride campaigns that promote the physical, psychological, and related benefits of perpetuating a clean environment and visually pleasing land development plans.

CON04: Promote programs and regulations that protect our resources of air, soil, water, plants, and animal life.

NATURAL RESOURCES

Natural gas and oil from the Marcellus and Utica shales have come to the economic forefront over the past three years. This has brought a surge of employment opportunities, development potential, revenue streams for local businesses and increased real estate values and sales to our region. Lease rights have also given landowners an additional source of disposable revenue with contracts from energy companies that plan on drilling under their property.

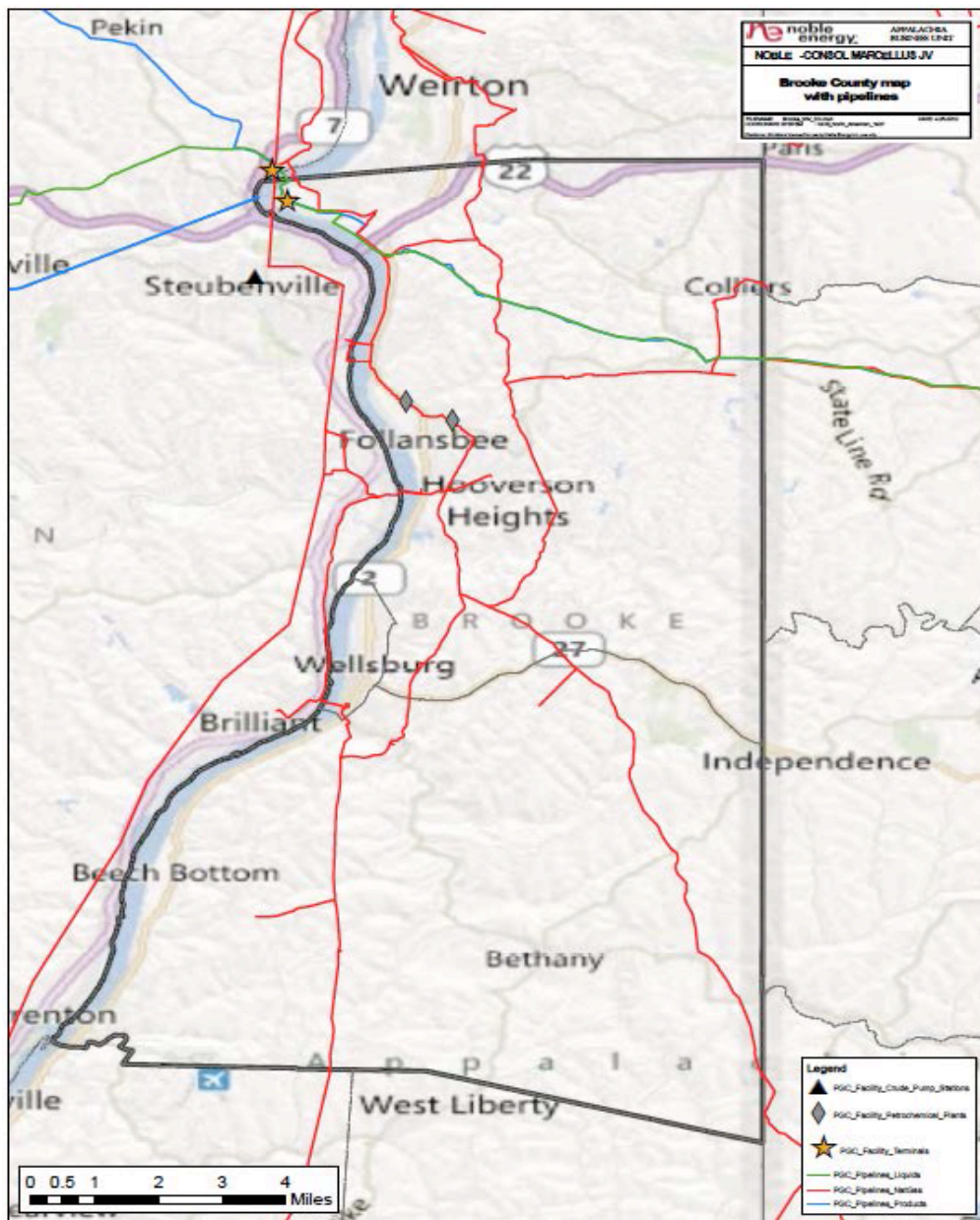
Economic growth due to this natural resource has not been restricted to companies involved directly with drilling and production. This growth has spilled over to many other trades and businesses such as: real estate, catering, RV sites, maid services, welders, general labor, electricians, restaurants, trucking companies, clubs, entertainment, recreational companies (casinos, ATV Sales, and resorts), marketing, advertising, hotels, etc. This has also increased tax revenues for the cities and states. It is a battleground between local communities and states for this revenue. Brooke County has succeeded in pulling in multiple companies to invest in our community and open branch offices or warehouses. So far we have attracted companies in the valve, pipeline construction, engineering and design work to name a few.

Local communities and counties have also been privy to all of these energy companies having a marketing budget for local philanthropy and sponsorships. Donations have been made for a variety of organizations, facilities, sports teams and community needs. Brooke County has benefited from this with donations to Brooke Hills Park, Brooke Veterans Park, Brooke Special Needs Preschool, Wellsburg Community functions and Hooverson Heights Elementary School to name some recipients.

While some newspaper and TV reports show backlash to drilling in a negative light toward well accidents, concerns with the water tables, protests and political concerns, Brooke County has not been affected by much if any negative reaction to this industry.

A map is included which displays current pipelines, stations, plants and terminals. Drilling is currently being done throughout the county from Bethany to Colliers and will continue as Brooke County benefits from being within the Wet Gas Zone which has high levels of condensates that increase companies profitability over the current (below average) natural gas prices that have been seen the last couple years. This oil rich condensate is much more valuable and makes this area drillable on a continuous basis as opposed to other areas of the Marcellus that only produce natural gas. These areas have recently been hit hard with a pullback of resources as natural gas price remain in the \$3.50 range.

This local resource is estimated to be sustainable for the next 30 years and will continue to bring revenue into Brooke County.



Coal and clay deposits are important mineral resources in the area. Commercial quality coal exists through an extensive *line of outcrop* in the county; however overall mining activities in Brooke County have decreased over the last several years. Critical to the re-development of mining in the region is a strong, collaborative relationship between the coal companies, the Brooke County Planning Commission, and regulatory agencies, to assure that the environment and all related natural resources in the mining area are protected. This shall require extreme "due diligence" to make sure that subsidence, contaminated run-off, mine refuse/dumps, etc. are controlled so as to prevent Brownfield sites. [See Maps in Appendix C.]

Similarly, there is a reserve of clay under less than 500 feet of cover in the northern portion of the county, which is not extensively mined. A considerable amount of equally high quality clay also exists in the southern portion of the county.

Other less important mineral resources in the area include sand and gravel, limestone and shale. Gravel pits can be found at many places, such as near or at Beech Bottom.

Limestone as much as 12 feet thick can be found in the northern part of the county and can be used for agricultural lime, road material, and other construction purposes.

GOAL STATEMENT:

Promote the responsible and efficient use of Brooke County's natural resources.

Potential Partners:

Local and Regional Conservation Groups, WV Department of Natural Resources, WV Department of Environmental Protection, Brooke County Economic Development Authority

Objective: To integrate our natural resources with development enterprises, in such a manner, as to preserve and protect our environment.

Finances: There would be minimal cost (if any) as work done here is through regulation and policy statements.

Actions:

NRS01: Develop ordinances or other legal guidelines to control the placement, restriction, and development of solid waste disposal areas.

NRS02: Promote the preservation of natural resources, such as: unique botanical and animal environments, historic landmarks, cemeteries, etc.

NRS03: Promote agreements with business and industry to maintain and improve the cleanliness of our air, land, water, and related natural resources and assure the safety and security of our flora and fauna.

NRS04: Assist in the recruitment of businesses that will tap and capitalize on our natural resources to the benefit of County residents.

PUBLIC SERVICES AND SAFETY

Public services of Brooke County are considered adequate for the population and geographical area.

The County is served by the Sheriff's Office, volunteer fire departments, as well as paid and volunteer emergency medical service personnel.

Services are concentrated in the metropolitan areas of the County and include the following:

- **911 Emergency Call Center:** This number may be contacted for any emergency in the county (Ambulance, Fire or Law Enforcement). Coverage is countywide.
- **Emergency Medical Services (EMS):** Brooke County EMS is comprised of two stations (Follansbee and Wellsburg) and an Administrative/Billing Office. The Brooke County EMS has (5) advanced ambulances and covers 92.5 square miles of the County. Bethany Voluntary Fire Department covers the Town of Bethany and the surrounding area in the southeastern portion of the county. It has one advanced ambulance unit.
- **Fire Departments:** The following municipalities have services that can work individually or collaboratively depending on the size and/or type of the emergency.

Beech Bottom
Bethany
Bethany Pike
Colliers
Follansbee
Franklin
Hooverson Heights
McKinleyville
Weirton
Wellsburg
Windsor Heights

- **Police Departments** exist in the following municipalities:

Beech Bottom
Bethany
Follansbee
Wellsburg
Weirton

- **Brooke County Sheriff's Office** is housed at the Brooke County courthouse and provides 24/7 coverage.
- **The West Virginia State Police** has a satellite facility located in Wellsburg on WV State Route 2.
- **Brooke County Animal Shelter** is located in Beech Bottom.

Cooperative agreements and mutual service agreements generally exist to provide assistance and secondary coverage and service provision.

There are areas where improvement could be made, however. Some areas where the County may experience greater demand include water rescue, search and rescue, diving teams, HazMat response, and terrorism response.

Meanwhile, there are interoperability issues in the communication systems between fire, police, EMS, EMA, and 911 would help these agencies assist the County's citizens. Such a system must be suitable for

all terrains in the County. Maintaining and upgrading technology would make it possible for County emergency service personnel to continue to respond to all sizes and kinds of emergencies in a prompt and efficient manner. The barriers that exist between the various agencies must be removed and combined purchases would be more effective equipment purchases and better financial utilization. .

GOAL STATEMENT:

Ensure public safety to meet police, fire, medical, social and man-made as well as natural disaster preparedness.

Potential Partners:

Volunteer Fire Departments, Municipal Police Departments, State Police, WV Department of Transportation, County Board of Health, Local Health Agencies

Objective: Support the effective deployment of emergency services through efficient systems and procedures.

Finances: Some of these activities have operational and equipment costs. These costs would generally be funded as part of the normal funding for the various agencies, including direct county funds and local fund-raising activities. Otherwise, there would be minimal cost (if any) as work done here is through policy statements.

Action Steps:

PSV01: Ensure all streets and roads in the County are uniquely named and properly signed.

PSV02: Ensure clear, legible, and visible (at night) signage for all streets, roads, and houses.

PSV03: Update County maps to reflect any and all changes, as promptly as possible, through collaboration between local emergency services, the Department of Highways, and property owners.

PS V04: Convert address changes in rural routes to new structured patterns compatible with the 911 system.

PSV05: Educate the public of the importance of rural route renaming and the benefits of 911 system participation.

PSV06: Regularly review 911 service coverage, response times and quality of service to all parts of the County.

PSV07: Monitor updates in technology to keep the system up-to-date.

PSV08: Review financing options for required equipment purchases to economically operate and maintain the most effective system possible.

PSV09: Ensure all public safety and emergency vehicles, buildings, and systems are properly maintained; and, that personnel are properly trained.

PSV10: Promote continuing training for all types of public service personnel to meet current and future needs of the County.

PSV11: Support efforts to ensure interoperability in the communications equipment among all the public service agencies that service the County (same as HSL05).

PSV12: Support forums that inform our public of available medical resources and facilities, such as Wheeling Healthright, Change Health Clinic, and related.

HOMELAND SECURITY

There are several reasons for Brooke County to be concerned with issues related to homeland security. In particular, three factors must be considered:

1. Close proximity to Beaver Valley Nuclear Power Plant in Shippingport, Pa.
2. Location along the Ohio River, resulting in river, rail, and road travel north-and-south with bridge crossings providing east-west connections;
3. Potential to be a destination point for residents of east coast metropolitan areas in case of major natural disaster, attack, or other catastrophe.

GOAL STATEMENT:

Housing, parking, food, water, medical care, plus various other support systems, must all be identified and addressed by the appropriate County personnel before an emergency arises.

Potential Partners:

County Commission, Public Service Agencies, Brooke-Hancock-Jefferson Metropolitan Planning Commission, State and Federal Agencies

Objective: To support Brooke-Hancock-Jefferson Metropolitan Planning Commission (BHJ) and County officials in determining needs, providing recommendations, and funding implementation plans.

Finances: Some of these activities have operational and equipment costs. These costs would generally be funded as part of the normal funding for the various agencies, including direct county funds and local fund-raising activities. Otherwise, there would be minimal cost (if any) as work done here is through policy statements.

Action Steps:

- HSL01: Developed OEP(Office of Emergency Preparedness) for county
- HSL02: Developed a county COOP(Continuity of Operations Plan)
- HSL03: 2013 Updated Hazardous Mitigation Plan
- HSL04: Updated EOP to meet new FEMA standards 2013
- HSL05: Constructed an Emergency Operations Center at 44 project
- HSL06: Constructed a spill trailer to respond to spills
- HSL07: Constructed a shelter trailer that allows us to house 100 people
- HSL08: Constructed a mass care trailer that will treat 50 victims of disaster

- HSL09: Developed a rehab trailer that responds to fires and large incidents
- HSL10: Developed a mobile command unit that can take the place of 911. Also have capabilities to provide phone service for critical infrastructure
- HSL11: Developed a haz-mat trailer to respond to haz-mat incidents for decon and also now carries the equipment to assist Hancock County in the event of a release from Beaver Valley Plant
- HSL12: Developed Emergency Response Plans for county response to well sight incident with Chesapeake and test them through table top exercises
- HSL13: For past 5 years have completed requirements for the EMPG(Emergency Management Performance Grants)
- HSL14: Completed AM Radio Project throughout county to broadcast AM 1700 Emergency Information
- HSL15: Installed City Watch 911 system
- HSL16: Purchased backup generator 150 KW for backup power infrastructure. Working with the governor to acquire money for cost to hook up the generator to the infrastructure
- HSL17: Developed a Gator unit that can respond to rural areas where ambulance cannot access
- HSL18: Developed CERT for Brooke County(Community Emergency Response Team)
- HSL19: Developed County EMA Team to respond to emergencies like spills, lost person, etc...

Action Steps:

- HSL20: Debris Management Plan
- HSL21: School Safety Plan
- HSL22: Work to complete SIRN (Security Incident Response Network)in Brooke County(State Radio Network)
- HSL23: Continue to update presnt plans
- HSL24: Work to update ACAMS(Automated Critical Asset Management System)

ECONOMIC DEVELOPMENT

Economic development is an important initiative for Brooke County. The decline of the steel industry and the rise of shopping centers outside the County area have contributed to a declining tax base and the desire of younger people to emigrate to larger metro areas to seek employment that match their skills and education.

Brooke County, with the coordination and input of various leaders, businesses, groups and laypersons, have the opportunity to shape the future of Brooke County.

Many groups are working toward economic development and assistance for entrepreneurs. These include BHJ, the Brooke County EDA, and BDC of the Northern Panhandle. Economic development is the key to improve the quality of life and the standard of living for the residents.

As part of the Target Industry Study prepared by Brooke-Hancock-Jefferson Metropolitan Planning Commission in 2003, the following industries were identified as potential targets for Brooke County:

- Business services
 - Carbon foam (CFOAM®)
 - Natural Gas Extraction and Related Industries
 - Computer services
 - Electronic parts and equipment
 - Energy conservation products/industries.
 - Health services
 - Help services
 - Home manufacturing and housing (including transitional).
 - Information services (e.g., back office operations).
 - Polymers manufacturers (e.g., automobile parts, plumbing, etc.).
 - Port (containerization and distribution).
 - Retirement services and communities
 - Research and development
 - Steel-related industries (e.g., value-added steel products, steel framing or automotive stampings)
 - Tourism (e.g., historical sites, hotels, riverfront, bed & breakfast, etc.)
 - Wood Products or Derivatives (value-added products)

Likewise, since alternative fuel development and production has become a global initiative, opportunities exist in this field. Through the development and expansion of green, solar, water, and wind venues, the state has the opportunity to supplement its present leadership position in the coal technology arena (where there are research and development facilities that are exploring coal liquefaction and related technologies). Brooke County has the labor force that has the technical skills to support these industrial activities. In addition, it has storage and mass transit systems to support the storage, hauling, and distribution of direct and indirect alternative energy products.

GOAL STATEMENT:

Improve the economic climate in the County by proactively engaging in activities that encourage development and reduce barriers.

Potential Partners:

Brooke-Hancock-Jefferson Metropolitan Planning Commission Brooke County Economic Development Authority, Business Development Corporation of the Northern Panhandle, WV Development Office, Higher Education Institutions.

Objective: To improve the economy and quality of life for Brooke County by fostering a vital and diversified economy by retaining, expanding and attracting business.

Finances: Many of these activities have minor operational costs. These operational costs would be funded as part of normal operations of the county and/or the entities involved. Otherwise, there would be minimal cost (if any) as work done here is through policy statements.

Action Steps:

ECD01: Partner with other localities and agencies on a county, regional, state, and national basis to develop cross functional representation on the Brooke County Economic Development Authority (EDA).

ECD02: Expand community involvement on “Program of Work” subcommittees, focusing energies on tangible actions and deliverables.

ECD03: Utilize liaison roles to maximize community and government interface, to foster constructive partnering, and to develop innovative “best practices.”

ECD04: Support BHJ, BDC, and EDA economic development initiatives.

ECD05: Leverage Brooke County resources proactively with adjacent counties to minimize redundancy.

ECD06: Invite prospective and new businesses to participate in economic development forums.

ECD07: Hold periodic public meetings to provide regular feedback to the community on economic development initiatives.

Objective: To market Brooke County by capitalizing on its proximity to the Pittsburgh Metro area, and other major cities in the tri-state area.

Finances: Many of these activities have minor operational costs. These operational costs would be funded as part of normal operations of the county and/or the entities involved. Otherwise, there would be minimal cost (if any) as work done here is through policy statements.

Action Steps:

ECD08: Develop Brooke County marketing tools and materials.

ECD09: Participate in high volume, high visibility conferences and related events to showcase Brooke County and foster a diverse economic base.

ECD10: Improve collaboration through the sharing of communications between agencies and the initiation of joint-venture projects to avoid duplication of efforts and resources.

ECD11: Capitalize on academic, civic, fraternal, social, and related organizations to market Brooke County.

Objective: To foster business, industry, community resource development.

Finances: Many of these activities have minor operational costs. These operational costs would be funded as part of normal operations of the county and/or the entities involved. Otherwise, there would be minimal cost (if any) as work done here is through policy statements.

Action Steps:

ECD12: Publicize (advertise) that EDA meetings are open to the public.

ECD13: Use the forum of the EDA meetings to welcome prospective or new businesses to the area.

ECD14: Hold EDA meetings at facilities that provide for a more open, relaxed, centralized location that can accommodate larger groups.

ECD15: Utilize EDA meetings as a forum for information exchange and professional development to increase visibility and foster “continuous learning as a competitive advantage”.

ECD16: Partner with area colleges, universities and professional associations to sponsor human capital and economic development symposiums, conferences, related opportunities.

ECD17: Support the growth and expansion of professional, technical, and vocational programs that will enhance the depth and diversity of the labor force’s knowledge base.

ECD18: Support human capital development and regional competitive advantage through technological training, professional training, and performance management.

ECD19: Encourage volunteerism and community action to foster “quality of life” and develop job skills that can springboard into future employment opportunities.

ECD20: Promote multicultural diversity and related programs.

ECD21: Encourage county business, industry, non-profit, and related organization to utilize Workforce WV and training provider resources to address employment and training needs.

ECD22: Create opportunities to utilize students and graduates of area colleges and technical schools to foster economic development.

ECD23: Support the expansion of appropriate educational and training programs to help unemployed and underemployed local residents take advantage of business expansion and new development.

ECD24: Encourage businesses and incoming industry to incorporate recent area graduates of area colleges and technical schools into their workforce.

Objective: To identify “top 10” sites with the greatest probability of land development success.

Finances: Many of these activities have minor operational costs. These operational costs would be funded as part of normal operations of the county and/or the entities involved. Otherwise, there would be minimal cost (if any) as work done here is through policy statements.

Actions Steps:

ECD25: Focus economic development efforts on the revitalization and reuse of currently unused or underutilized structures and sites in appropriately located commercial and industrial areas.

ECD26: Support Brownfield development opportunities and the leveraging of Natural Resources to capitalize on “niche” markets.

Objective: To initiate revitalized commercial/business park development plans.

Finances: Many of these activities have minor operational costs. These operational costs would be funded as part of normal operations of the county and/or the entities involved. Otherwise, there would be minimal cost (if any) as work done here is through policy statements.

Action Steps:

ECD27: Identify business and industry gaps that could be filled so as to diversify the local economy.

ECD28: Identify business and industry niches that could best utilize the regional knowledge base to enhance area residents’ incomes and the county’s tax base.

ECD29: Recruit businesses through proactive marketing of county resources.

ECD30: Seek to meet the needs of existing business so that they remain in the county (and even possibly expand).

ECD31: Focus business development efforts (start-ups and relocations) on the industries identified in the Target Industry Study prepared by BHJ in 2003

ECD32: Support the creation of new business and industry to meet current local, national, and global challenges with respect to energy production.

EDC33: Develop new businesses that offer alternate energy products and services.

Objective: To foster entrepreneurship.

Finances: Many of these activities have minor operational costs. These operational costs would be funded as part of normal operations of the county and/or the entities involved. Otherwise, there would be minimal cost (if any) as work done here is through policy statements.

Action Steps:

ECD34: Work cooperatively with various organizations to promote the development of small business in the region and to identify as well as resolve roadblocks to new business starts.

ECD35: Encourage entrepreneurs by creating “entrepreneurial zones”.

ECD36: Sponsor inventors’ forums.

ECD37: Share small business “success stories” in order to promote a positive economic development outlook.

EDC38: Support beautification projects to promote regional pride.

Objective: To acquire an appropriate amount of state resources for development activities in the Northern Panhandle.

Finances: There would be minimal cost (if any) as work done here is through policy statements.

Action Steps:

ECD39: Interface with regional and state industry councils and economic development agencies and network with domestic and foreign technology centers.

ECD40: Promote interagency cooperation and communication in the disbursement of products, services and access to capital for the formation of firms.

ECD41: Utilize business representatives to assist in the identification of potential cellular industrial or business development opportunities.

ECD42: Support conference and symposiums that offer “best in class” practical methods for developing new economies that capitalize on Brooke County resources.

Objective: To develop tourism as an economic development initiative.

Finances: There would be minimal cost (if any) as work done here is through policy statements.

Action Steps:

ECD43: Support the integration of Brooke and Hancock County Convention and Visitors’ Bureau (CVB) initiatives to grow tourism.

- ECD44: Support Brooke Hills Park development as a community resource and learning center.
- ECD45: Support the volunteer Brooke County Tourism Center at Brooke County Library.
- ECD46: Encourage, support, and promote festival, recreational, heritage, multi-cultural, and natural environment events, conferences, and activities in the region.
- ECD 47: Explore the benefits of becoming a WV Designated Retirement Community.

Objective: To work with federal, state, and regional agencies to develop business development and relocation incentives that encourages business relocation from other states, technical innovation, and new business development.

Finances: There would be minimal cost (if any) as work done here is through policy statements.

Action Steps:

ECD48: Recommend that Brook County Commission, Brooke County Economic Development Authority, Brooke-Hancock-Jefferson Metropolitan Planning Commission, and Brooke Hancock Business Development Corporation meet to develop an integrated regional business development, retention and expansion incentive program to encourage economic growth.

PREFERRED DEVELOPMENT AREAS

Preferred development areas consist of potential designated areas that would most significantly impact the County – positively. Preferred Development Areas would generally have access to public utilities, services and have access to major transportation. Preferred development areas would basically have most, if not all, of those qualifications and specifications spelled out within this Comprehensive Plan. The sites designated as such will have focused marketing and will serve as the foundation for the newly diversified industry and commercial centers.

Several factors should be taken into consideration when making decisions regarding where development should (and should not) occur. These include:

- Infrastructure development for present and future needs;
- Support of existing business or industry retention and expansion;
- Priority sites for continuing residential, commercial, and industrial expansion;
- Recruitment of "desired, high growth" businesses or industries.

Making such land-use clarifications decisions will help the county avoid urban sprawl and achieve a better layout of designated areas for business and industrial expansion, so that it can generate greater employment opportunities for residents as well as those who might want to relocate to the county, including recent college graduates.

GOAL STATEMENT:

Investigate and develop action plans for the installation of effective policies, procedures, and systems to support our county land use initiatives, as well as raise and retain Brooke County's land values.

Potential Partners:

County Commission, Brooke-Hancock-Jefferson Metropolitan Planning Commission Brooke County Economic Development Authority, Business Development Corporation of the Northern Panhandle, WV Development Office

Objective: To prepare a short-list of sites with a preponderance of features that would suggest those sites be targeted for preferred development.

Finances: There would be minimal cost (if any) as work done here is through policy statements.

Action Steps:

PDA 1. Review list of developable sites in *Brooke County Land Use Inventory* developed by E.L. Robinson in October 2004.

PDA02: Scrutinize the list of developable sites.

PDA03: Create priorities based upon infrastructure, services available, and appropriateness for desired types of development.

Objective: Encourage new development using preferred development areas as a means to deliver the vision of the Comprehensive Plan.

Finances: There would be minimal cost (if any) as work done here is through policy statements.

Action Steps:

PDA04: Ensure that each preferred development area is compatible with the surrounding existing development patterns.

Objective: Develop stronger partner representation on the Brooke County Planning Commission.

Finances: There would be minimal cost (if any) as work done here is through policy statements.

Action Steps:

PDA05: Seek to add to the Brooke County Planning Commission representation from each adjacent municipality to the unincorporated areas of Brooke County

PDA06: Seek to add to the Brooke County Planning Commission representation from public service agencies, utilities, and related representatives.

PROCESS SUMMARY

1. PLAN INSTALLATION OR AMENDMENT:

- A. According to West Virginia State Code Section 8A-3-6, prior to recommending a new or amended Comprehensive Plan for adoption, the Brooke County Planning Commission shall place a Class 1 Legal Advertisement for a Public Hearing in appropriate media and newspapers.
- B. The Planning Commission shall hold the Public Meeting and obtain input, incorporating recommendations where feasible, or determining a need for a study team to consider appropriate proposals.
- C. Following the Public Hearing, the Planning Commission shall seek the Brooke County Commissioners' approval of the Comprehensive Plan.
- D. Following approval of the initial plan, at least every 10 years, a review of the Comprehensive Plan shall be undertaken; any review shall require public participation in said changes as outlined in the West Virginia Code. However, the Brooke County Planning Commission recommends that in anticipation of potential increase in economic development in the region that a Plan Review occurs at least every five years, if warranted.

2. JURISDICTION:

- A. In accordance with West Virginia State Code, any incorporated municipalities in Brooke County may adopt the Brooke County Comprehensive Plan as their framework for planning, if they deem appropriate.
- B. It is recommended that municipalities and the Brooke County Planning Commission collaborate regularly, regarding any changes that may affect both incorporated as well as unincorporated regions.

3. IMPLEMENTATION THROUGH EFFECTIVE ACTION PLANNING:

Upon the approval of this Comprehensive Plan, it is recommended that:

- A. The Brooke County Planning Commission begin cataloging and numbering existing resolutions and ordinances, as well as identify critical gaps.
- B. The Brooke County Planning Commission organize sub-teams to research and write ordinances to address critical issues, needs, and gaps:
 - 1. Subdivision and Land Use Ordinance
 - 2. ATV Ordinance
 - 3. Exotics & Gaming Controls
 - 4. Waste Management Controls
 - 5. Conservation of Resources
 - 6. Sound Transportation Networks

C. The Brooke County Planning Commission convenes a meeting with representatives of BHJ, the County Commissioners, the Brooke County Economic Development Authority, Brooke-Hancock Business Development Corporation, and County Attorney to review and integrate County projects into a Master Schedule in order to:

Understand the role of existing projects in relation to Comprehensive Plan implementation;
Determine projects that are inactive, that require definition, funding, etc.
Define the need for new projects.

4. CLEAR ROLE & TIMING DEFINITION

Concurrent with the development of a Brooke County Master Schedule of Projects, it is suggested that *Primary* and *Partner* responsibilities be clearly defined for each initiative:

- A. Primary implementation responsibility shall rest with one organization.
- B. That organization may collaborate with multiple Partners to assure effective projects.
- C. Each initiative shall have defined timing.

5. PERFORMANCE ACCOUNTABILITY

It is recommended that the Master Schedule of Projects be reviewed annually, at a minimum, at a strategic planning meeting scheduled by the Commissioners' or its designated agent, the Brooke County Planning Commission.

Meeting participants shall include: County Commissioners, County Division Heads, the Brooke County Economic Development Authority, Brooke-Hancock Business Development Corporation, Brooke-Hancock-Jefferson Metropolitan Planning Commission, County Administrator/Grant Writer, County Projects Coordinator, Brooke County Planning Commission, and others, as appropriate.

6. EASE OF REFERENCE

The Brooke County Website can be expanded to create a virtual library for Brooke County, including (but not limited to) the following documents and information:

- A. Comprehensive Plan
- B. Master Schedule of Projects, including Comprehensive Plan Action Plans
- C. Ordinances and Resolutions Reference Center
- D. Minutes of the Brooke County Planning Commission
- E. E-mail and public query capabilities regarding development questions or county issues that need to be considered by the Commission.

APPENDICES

West Virginia Code Governing Comprehensive Plans

APPENDIX - A

Chapter 8A. Land Use Planning

Selected sections. The complete text is available in the *West Virginia State Code* (on line at <http://www.legis.state.wv.us/WVCODE/Code.cfm>).

ARTICLE 1. GENERAL PROVISIONS.

§8A-1-1. Legislative findings.

- (a) The Legislature finds, as the object of this chapter, the following:
- (1) That planning land development and land use is vitally important to a community;
 - (2) A planning commission is helpful to a community to plan for land development, land use and the future;
 - (3) A plan and a vision for the future is important when deciding uses for and development of land;
 - (4) That sprawl is not advantageous to a community;
 - (5) A comprehensive plan is a guide to a community's goals and objectives and a way to meet those goals and objectives;
 - (6) That the needs of agriculture, residential areas, industry and business be recognized in future growth;
 - (7) That the growth of the community is commensurate with and promotive of the efficient and economical use of public funds;
 - (8) Promoting growth that is economically sound, environmentally friendly and supportive of community livability to enhance quality of life is a good objective for a governing body; and
 - (9) Governing bodies of municipalities and counties need flexibility when authorizing land development and use.
- (b) Therefore, the Legislature encourages and recommends the following:
- (1) The goal of a governing body should be to have a plan and a vision for the future, and an agency to oversee it;
 - (2) A governing body should have a planning commission, to serve in an advisory capacity to the governing body, and promote the orderly development of its community;
 - (3) A comprehensive plan should be the basis for land development and use, and be reviewed and updated on a regular basis;
 - (4) A goal of a governing body should be to reduce sprawl;
 - (5) That planning commissions prepare a comprehensive plan and governing bodies adopt the comprehensive plans;
 - (6) Governing bodies, units of government and planning commissions work together to provide for a better community;
 - (7) Governing bodies may have certain regulatory powers over developments affecting the public welfare; and
 - (8) Based upon a comprehensive plan, governing bodies may: (A) Enact a subdivision and land development ordinance;
- (B) Require plans and plats for land development;
- (C) Issue improvement location permits for construction; and
- (D) Enact a zoning ordinance.

ARTICLE 2. PLANNING COMMISSIONS.

§8A-2-1. Planning commissions authorized.

- (a) A governing body of a municipality or county may, by ordinance, create a planning commission to promote the orderly development of its jurisdiction.
- (b) Governing bodies may, by ordinance, create a multi-county planning commission, a regional planning commission or a joint planning commission to promote the orderly development of land and reduce duplication of effort.
- (c) The planning commission shall serve in an advisory capacity to the governing body or governing bodies that created it and have certain regulatory powers over land planning.
- (d) Governing bodies and planning commissions are authorized to carry out the objectives and overall purposes of this chapter.
- (e) A planning commission has only those powers, duties and jurisdiction as given to it in the ordinance creating it.

ARTICLE 3. COMPREHENSIVE PLAN.

§8A-3-1. Purpose and goals of a comprehensive plan.

(a) The general purpose of a comprehensive plan is to guide a governing body to accomplish a coordinated and compatible development of land and improvements within its territorial jurisdiction, in accordance with present and future needs and resources.

(b) A comprehensive plan is a process through which citizen participation and thorough analysis are used to develop a set of strategies that establish as clearly and practically as possible the best and most appropriate future development of the area under the jurisdiction of the planning commission. A comprehensive plan aids the planning commission in designing and recommending to the governing body ordinances that result in preserving and enhancing the unique quality of life and culture in that community and in adapting to future changes of use of an economic, physical or social nature. A comprehensive plan guides the planning commission in the performance of its duties to help achieve sound planning.

(c) A comprehensive plan must promote the health, safety, morals, order, convenience, prosperity and general welfare of the inhabitants, as well as efficiency and economy in the process of development.

(d) The purpose of a comprehensive plan is to:

- (1) Set goals and objectives for land development, uses and suitability for a governing body, so a governing body can make an informed decision;
- (2) Ensure that the elements in the comprehensive plan are consistent;
- (3) Coordinate all governing bodies, units of government and other planning commissions to ensure that all comprehensive plans and future development are compatible;
- (4) Create conditions favorable to health, safety, mobility, transportation, prosperity, civic activities, recreational, educational, cultural opportunities and historic resources;
- (5) Reduce the wastes of physical, financial, natural or human resources that result from haphazard development, congestion or scattering of population;
- (6) Reduce the destruction or demolition of historic sites and other resources by reusing land and buildings and revitalizing areas;
- (7) Promote a sense of community, character and identity;
- (8) Promote the efficient utilization of natural resources, rural land, agricultural land and scenic areas;
- (9) Focus development in existing developed areas and fill in vacant or underused land near existing developed areas to create well designed and coordinated communities; and
- (10) Promote cost-effective development of community facilities and services.

(e) A comprehensive plan may provide for innovative land use management techniques, including:

- (1) Density bonuses and/or density transfer;
- (2) Clustering;
- (3) Design guidelines, including planned unit developments;
- (4) Conservation easements;
- (5) Infill development;
- (6) Consolidation of services; and
- (7) Any other innovative land use technique that will promote the governing body's development plans.

§8A-3-2. Study guidelines for a comprehensive plan.

(a) When preparing or amending a comprehensive plan, a planning commission shall make comprehensive surveys and studies of the existing conditions and services and probable future changes of such conditions and services within the territory under its jurisdiction.

(b) The comprehensive surveys and studies may cover such factors as population density, health, general welfare, historic sites, mobility, transportation, food supply, education, water and sanitation requirements, public services, accessibility for the disabled and future potential for residential, commercial, industrial or public use.

(c) The major objective of the planning process is providing information to and coordination among divergent elements in the municipality or county. The elements in the comprehensive plan shall be consistent and governing bodies, units of government and planning commissions must work together to ensure that comprehensive plans and future development are compatible.

§8A-3-3. Authority for planning commission.

- (a) A planning commission shall prepare a comprehensive plan for the development of land within its jurisdiction. A planning commission shall then recommend the comprehensive plan to the appropriate governing body for adoption.
- (b) A county, multi-county, regional or joint comprehensive plan may include the planning of towns, villages or municipalities to the extent to which, in the planning commission's judgment, they are related to the planning of the unincorporated territory of the county as a whole: *Provided*, That the comprehensive plan shall not be considered a comprehensive plan for any town, village or municipality without the consent of the planning commission and/or the governing body of the town, village or municipality.
- (c) A comprehensive plan should be coordinated with the plans of the department of transportation, insofar as it relates to highways, thoroughfares, trails and pedestrian ways under the jurisdiction of that planning commission.
- (d) A county planning commission may prepare a comprehensive plan for either the entire county or a part of the county.
- (e) A multi-county, regional or joint planning commission may prepare a comprehensive plan for land within its jurisdiction.

§8A-3-4. Mandatory components of a comprehensive plan.

- (a) The comprehensive plan is a written statement on present and future land use and development patterns consisting of descriptive materials, including text, graphics and maps, covering the objectives, principles and guidelines for the orderly and balanced present and future economic, social, physical, environmental and fiscal development of the area under the jurisdiction of the planning commission.
- (b) A comprehensive plan shall meet the following objectives:
 - (1) A statement of goals and objectives for a governing body, concerning its present and future land development;
 - (2) A timeline on how to meet short and long-range goals and objectives;
 - (3) An action plan setting forth implementation strategies;
 - (4) Recommend to the governing body a financial program for goals and objectives that need public financing;
 - (5) A statement of recommendations concerning future land use and development policies that are consistent with the goals and objectives set forth in the comprehensive plan;
 - (6) A program to encourage regional planning, coordination and cooperation with other governing bodies, units of government and planning commissions; and
 - (7) Maps, plats, charts and/or descriptive material presenting basic information on the land included in the comprehensive plan, including present and future uses.
- (c) The comprehensive plan shall have, but is not limited to, the following components:
 - (1) *Land use.* -- Designate the current, and set goals and programs for the proposed general distribution, location and suitable uses of land, including, but not limited to:
 - (A) Residential, commercial, industrial, agricultural, recreational, educational, public, historic, conservation, transportation, infrastructure or any other use of land;
 - (B) Population density and building intensity standards;
 - (C) Growth and/or decline management;
 - (D) Projected population growth or decline; and
 - (E) Constraints to development, including identifying flood-prone and subsidence areas.
 - (2) *Housing.* -- Set goals, plans and programs to meet the housing needs for current and anticipated future residents of the jurisdiction, including, but not limited to:
 - (A) Analyzing projected housing needs and the different types of housing needed, including affordable housing and universally designed housing accessible to persons with disabilities;
 - (B) Identifying the number of projected necessary housing units and sufficient land needed for all housing needs;
 - (C) Addressing substandard housing;
 - (D) Rehabilitating and improving existing housing; and
 - (E) Adaptive reuse of buildings into housing.

- (3) *Transportation*. -- Consistent with the land use component, identify the type, location, programs, goals and plans to meet the intermodal transportation needs of the jurisdiction, including, but not limited to:
- (A) Vehicular, transit, air, port, railroad, river and any other mode of transportation system;
 - (B) Movement of traffic and parking;
 - (C) Pedestrian and bicycle systems; and
 - (D) Inter-modal transportation.
- (4) *Infrastructure*. -- Designate the current, and set goals, plans and programs, for the proposed locations, capabilities and capacities of all utilities, essential utilities and equipment, infrastructure and facilities to meet the needs of current and anticipated future residents of the jurisdiction.
- (5) *Public services*. -- Set goals, plans and programs, to ensure public safety, and meet the medical, cultural, historical, community, social, educational and disaster needs of the current and anticipated future residents of the jurisdiction.
- (6) *Rural*. -- Consistent with the land use component, identify land that is not intended for urban growth and set goals, plans and programs for growth and/or decline management in the designated rural area.
- (7) *Recreation*. -- Consistent with the land use component, identify land, and set goals, plans and programs for recreational and tourism use in the area.
- (8) *Economic development*. -- Establish goals, policies, objectives, provisions and guidelines for economic growth and vitality for current and anticipated future residents of the jurisdiction, including, but not limited to:
- (A) Opportunities, strengths and weaknesses of the local economy and workforce;
 - (B) Identifying and designating economic development sites and/or sectors for the area; and
 - (C) Type of economic development sought, correlated to the present and projected employment needs and utilization of residents in the area.
- (9) *Community design*. -- Consistent with the land use component, set goals, plans and programs to promote a sense of community, character and identity.
- (10) *Preferred development areas*. -- Consistent with the land use component, identify areas where incentives may be used to encourage development, infill development or redevelopment in order to promote well designed and coordinated communities and prevent sprawl.
- (11) *Renewal and/or redevelopment*. -- Consistent with the land use component, identify slums and other blighted areas and set goals, plans and programs for the elimination of such slums and blighted areas and for community renewal, revitalization and/or redevelopment.
- (12) *Financing*. -- Recommend to the governing body short and long-term financing plans to meet the goals, objectives and components of the comprehensive plan.
- (13) *Historic preservation*. -- Identify historical, scenic, archaeological, architectural or similar significant lands or buildings, and specify preservation plans and programs so as not to unnecessarily destroy the past development which may make a viable and affordable contribution in the future.

§8A-3-5. Optional components of a comprehensive plan.

The comprehensive plan may have, but is not limited to, the following components:

- (1) *History*. -- An analysis of the history of the area to better provide for the future.
- (2) *Environmental*. -- Recommend programs where appropriate to appropriate regulatory agencies to protect the area from all types of pollution and promote a healthy environment.
- (3) *Tourism*. -- Recommend programs to promote tourism and cultural and heritage development in the area.
- (4) *Conservation*. -- Recommend programs to conserve and protect wildlife, natural habitats, sensitive natural areas, green spaces and direct access to sunlight.
- (5) *Safety*. -- Recommend public safety programs to educate and protect the public from disasters, both natural and man-made.
- (6) *Natural resources use*. -- Identify areas for natural resources use in an urban area.

§8A-3-6. Notice and public participation requirement for a comprehensive plan.

(a) Prior to recommending a new or amended comprehensive plan to a governing body for adoption, the planning commission shall give notice and hold a public hearing on the new or amended comprehensive plan.

(b) At least thirty days prior to the date set for the public hearing, the planning commission shall publish a notice of the date, time and place of the public hearing as a Class I legal advertisement in compliance with the provisions of article three, chapter fifty-nine of this code. The publication area shall be the area covered by the comprehensive plan.

(c) A planning commission shall include public participation throughout the process of studying and preparing a comprehensive plan and amending a comprehensive plan. A planning commission shall adopt procedures for public participation throughout the process of studying and preparing or amending a comprehensive plan.

(d) A planning commission shall request input from other affected governing bodies and units of government.

§8A-3-7. Submission of comprehensive plan.

(a) After the comprehensive plan is prepared and before it is approved, the planning commission shall hold a public hearing. After the public hearing and approval, the planning commission shall submit the recommended comprehensive plan to the applicable governing body for consideration and adoption.

(b) At the first meeting of the applicable governing body following the submission of the recommended comprehensive plan by the planning commission to the governing body, the planning commission shall present the recommended comprehensive plan to the governing body.

(c) After the presentation of the recommended comprehensive plan by the planning commission to the governing body and prior to adoption, the governing body shall hold a public hearing after giving notice.

(d) At least fifteen days prior to the date set for the public hearing, the planning commission shall publish a notice of the date, time and place of the public hearing as a Class I legal advertisement in compliance with the provisions of article three, chapter fifty-nine of this code. The publication area shall be the area covered by the comprehensive plan.

§8A-3-8. Adoption of comprehensive plan by governing body.

(a) Within the latter of ninety days or three scheduled meetings after the submission of the recommended comprehensive plan to the governing body, the governing body must act by either adopting, rejecting or amending the comprehensive plan.

(b) If the comprehensive plan is adopted by the governing body, the governing body may adopt the comprehensive plan as an ordinance or designate what other effect the comprehensive plan may have.

(c) If the comprehensive plan is adopted by the governing body and an ordinance is published, the comprehensive plan may be incorporated by reference in the ordinance and the full text of the comprehensive plan does not have to be published.

§8A-3-9. Filing the comprehensive plan.

After the adoption of a comprehensive plan by a governing body, the governing body must file the adopted comprehensive plan in the office of the clerk of the county commission where the comprehensive plan applies. If an adopted comprehensive plan covers more than one county, a certified copy of the adopted comprehensive plan must be filed in the office of the clerk of the county commission of each county covered by the adopted comprehensive plan.

§8A-3-10. Rejection or amendment of comprehensive plan by governing body.

(a) If a governing body rejects or amends the recommended comprehensive plan, then the comprehensive plan must be returned to the planning commission for its consideration, with a written statement of the reasons for the rejection or amendment.

(b) The planning commission has forty-five days to consider the rejection or amendment and make recommendations to the governing body.

(c) If the planning commission approves the amendment to the comprehensive plan, then the comprehensive plan shall stand as adopted by the governing body.

(d) If the planning commission disapproves of the rejection or amendment, then the planning commission shall state its reasons in its written recommendations to the governing body.

- (e) Within forty-five days of receipt of the planning commission's written recommendations for disapproval, the governing body must act on the comprehensive plan.
- (f) If the planning commission does not file a written recommendation with the governing body within forty-five days, then the action in rejecting or amending the comprehensive plan is final.

§8A-3-11. Amending comprehensive plan after adoption.

- (a) After the adoption of a comprehensive plan by the governing body, the planning commission shall follow the comprehensive plan, and review the comprehensive plan and make updates at least every ten years.
- (b) After the adoption of a comprehensive plan by the governing body, all amendments to the comprehensive plan shall be made by the planning commission and recommended to the governing body for adoption in accordance with the procedures set forth in sections six, seven, eight and nine of this article. The planning commission shall hold a public hearing prior to its recommendation to the governing body.
- (c) If a governing body wants an amendment, it may request in writing for the planning commission to prepare an amendment. The planning commission must hold a public hearing within one hundred twenty days after the written request by the governing body to the planning commission is received.
- (d) Within the latter of ninety days or three scheduled meetings after the submission of the recommended amendment to the comprehensive plan to the governing body, the governing body must act by adopting, rejecting or amending the comprehensive plan.

§8A-3-12. Validation of prior comprehensive plans.

- (a) The adoption of a comprehensive plan or any general development plans by a planning commission, under the authority of prior acts, is hereby validated and the plans may continue in effect for ten years after the effective date of this chapter or until the plans are revised, amended or replaced in accordance with this chapter.
- (b) After the effective date of this chapter, amendments to prior plans shall be made in accordance with the provisions of this article.

§8A-3-13. Intergovernmental cooperation.

- (a) With a view to coordinating and integrating the planning of municipalities and/or counties with each other, all governing bodies and units of government within the lands under the jurisdiction of the planning commission preparing or amending a comprehensive plan, all governing bodies and units of government affected by the comprehensive plan, and any other interested or affected governing body, unit of government or planning commission, must cooperate, participate, share information and give input when a planning commission prepares or amends a comprehensive plan.
- (b) All planning commissions, governing bodies and units of government are authorized to cooperate and share information with each other and may adopt rules and regulations to coordinate and integrate planning.
- (c) All planning commissions, governing bodies and units of government must make available, upon the request of a planning commission, any information, maps, documents, data and plans pertinent to the preparation of a comprehensive plan.

§8A-3-14. Jurisdiction of municipal planning commission.

The jurisdiction of a municipal planning commission shall not extend beyond the corporate limits of the municipality.

PARTNERS & RESOURCES

APPENDIX - B

PARTNERS & RESOURCES

Brooke County Offices	Phone	WEB
Animal Control Shelter	304.394.0800	
Assessor	304.737.3667	
Board of Education	304.737.3481	
Clerk	304.737.3661	
Commissioners	304.737.4024	
Economic Development Authority	304.737.4095	www.brookewv.org/
Planning Commission	304.737.4095	www.brookewv.org/
Public Library (Wellsburg)	304.737.1551	
Public Library (Follansbee)	304.527.0860	
Sheriff:	304.737.3660	
Tax Department	304.737.3663	
Visitors' Center (Brooke Library)	304.737.1551	

Municipal Offices	Phone	WEB
Beech Bottom	304.394.5545	
Bethany	304.829.4217	
Follansbee	304.527.1330	
Weirton	304.797.8503	
Wellsburg	304.737.2104	
Windsor Heights	304.394.5882	

Chambers of Commerce	Phone	WEB
Follansbee	304.527.1330	
Weirton	304.748.7212	http://www.weirtonchamber.com/
Wellsburg	304.479.2115	www.wellsburgchamber.com

Regional & State Resources:	Phone	WEB
Brooke-Hancock-Jefferson Metro Planning Commission	740.282.3685	www.bhjmpc.org/index.html
Brooke Hancock Business Development Corp (BDC)	304.748.5041	http://www.bhbdc.com/new.html
Northern Panhandle Workforce Investment Board	304.231.1170	http://www.npworkforcewv.org/
Northern Panhandle Resource Conservation & Development Council	304.242.0576	
Small Business Development Center:	304.233.5800, ext.4206	www.wvsbdc.org
Small Business HELP Line (local)	304.723.6591	
Top of WV Convention & Visitors Bureau	877.723.7114	www.topofwv.org
Valley Ventures	304.723.6591	http://www.valleyventures.org/
Workforce West Virginia	304.794.2000	www.workforcewv.org
WV Business Registration:		www.business4wv.com/
WV Development Office:	304.558.2234	http://www.wvdo.org/
WVNCC Workforce Development development	304.723-2210	http://www.wvncc.edu/workforce-
West Liberty SMART CENTER	304.277.2308	http://www.smartcenter.org/
WV State Police	304.737.3671	
WVU Extension Office	304.737.3666	http://www.wvu.edu/~exten/

PROFESSIONAL ASSOCIATIONS

WEB

The Society of Human Resources Management	www.shrm.org
The Association of Planning and Inventory Control Specialists	www.apics.org
The American Society of Training and Development	www.astd.org
Project Managers Institute	www.pmi.org

SAFETY & SECURITY SERVICES:

Phone

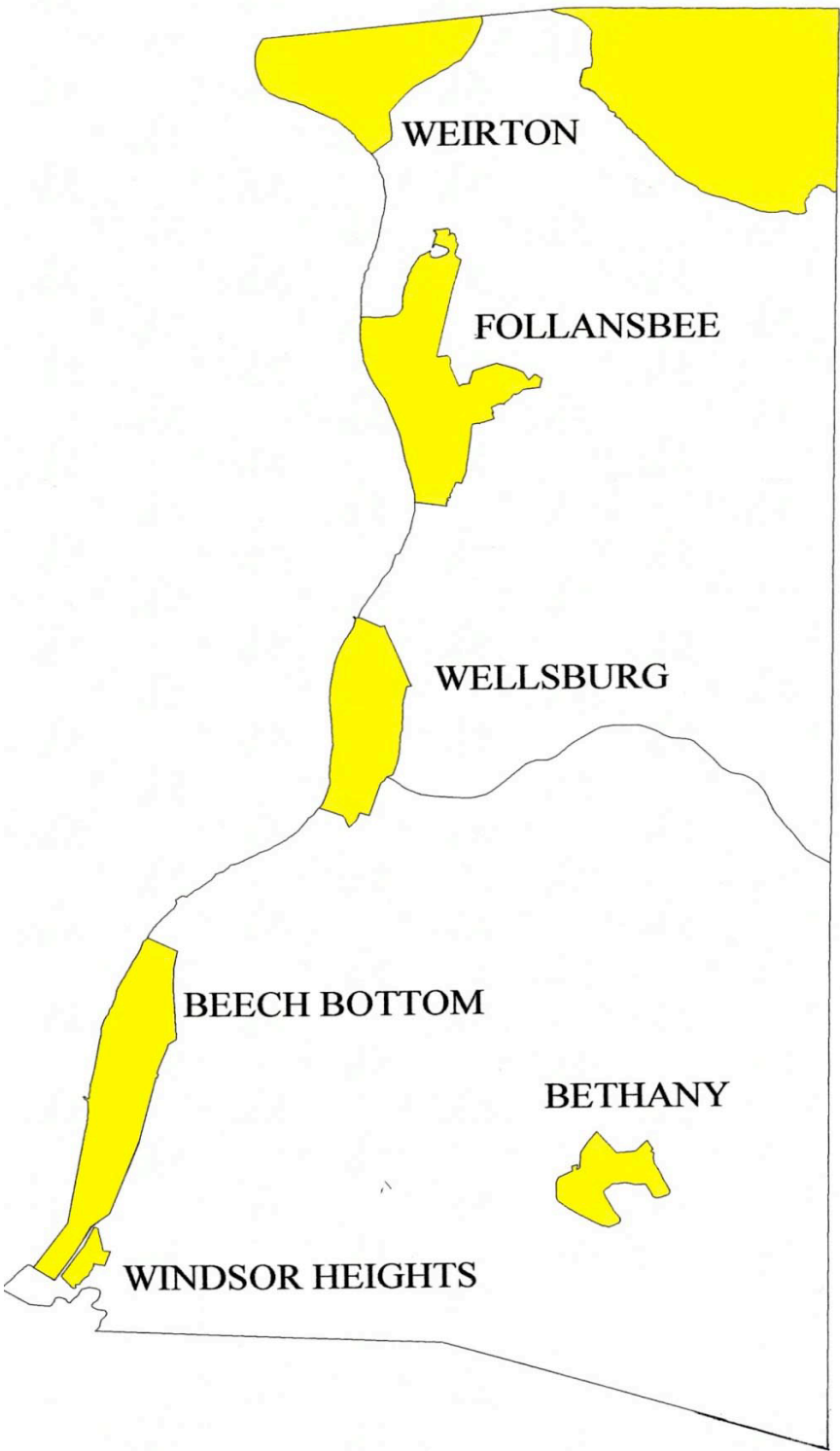
▪ Bureau of Alcohol, Tobacco and Fire Arms (BATF)	1.304.347.5249
▪ Cellular Statewide:	*77
▪ Drug Enforcement Administration (DEA)	1.304.623.3700
▪ FBI	1.304.232.4464
	1.412.432.4000
▪ U. S. Marshall :	1.304.623.0486
▪ U. S. Secret Service:	1.304.347.5188
▪ Poison Control Center:	1.800.222.1222

MAPS

APPENDIX - C

Map #1		Unincorporated Overall Brooke County Map
Map #2	-	Brooke County Map of Existing Land Uses
Map #3	-	Weirton Zoning Map
Map #4	-	Wellsburg Zoning Map
Map #5	-	Bethany Zoning
Map #6	-	Developable Land
Map #7	-	Brooke County Slope Analysis (includes Flood Plains)
Map #8	-	Beech Bottom
Map #9	-	Follansbee
Map #10	-	Ohio County Airport

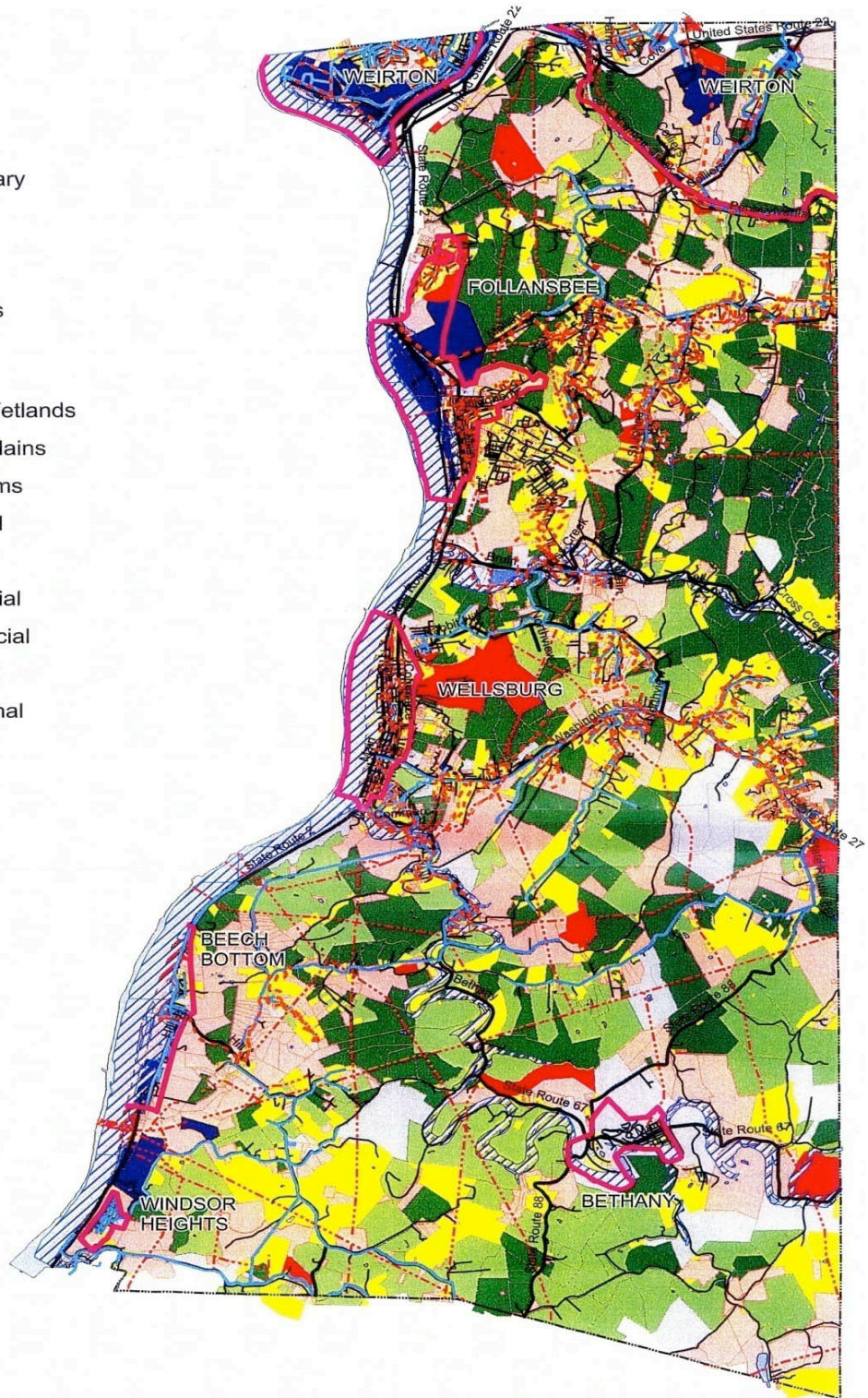
MAP #1: UNICORPORATED AREAS OF BROOKE COUNTY



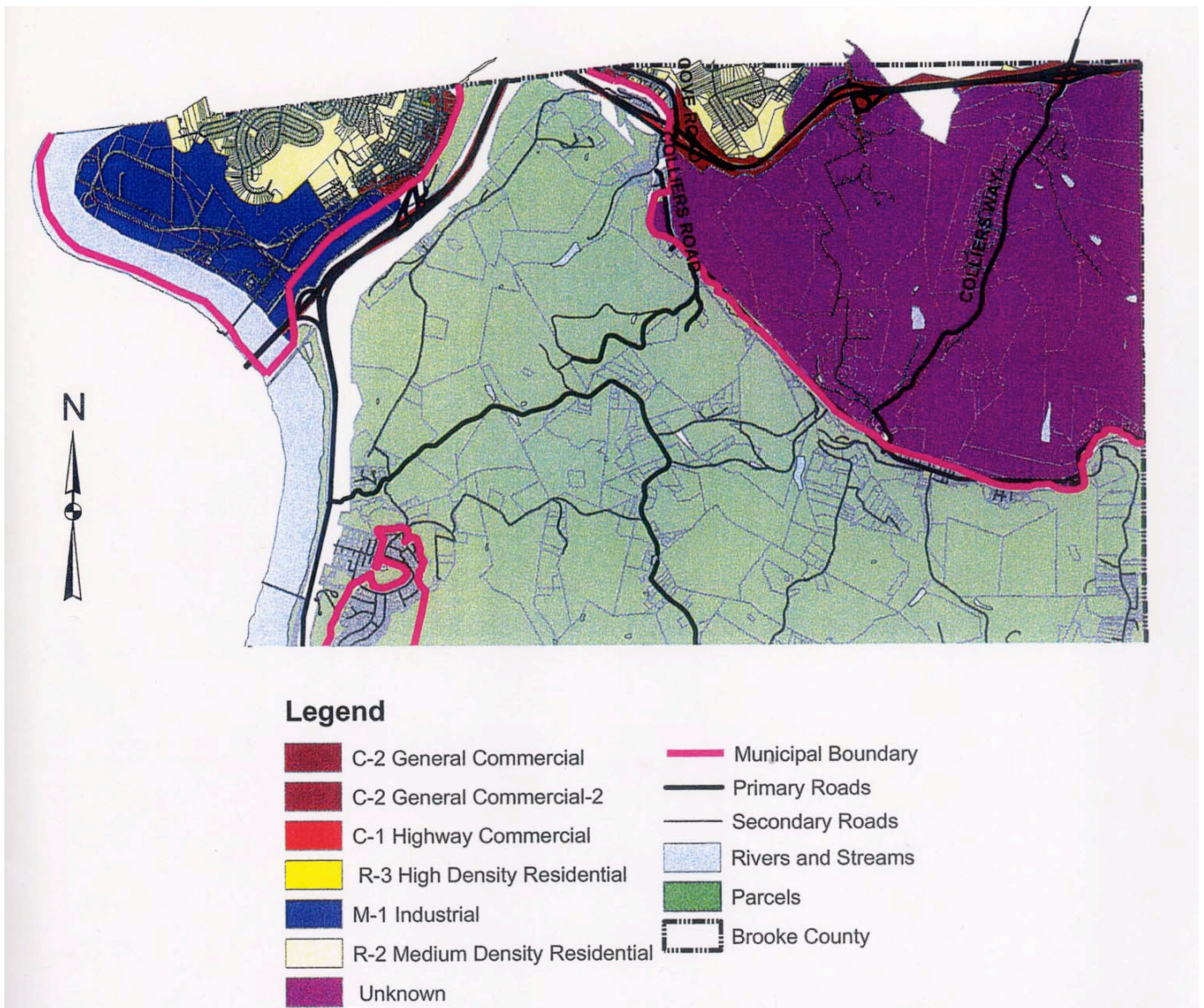
MAP #2: BROOKE COUNTY EXISTING LAND USES

Legend

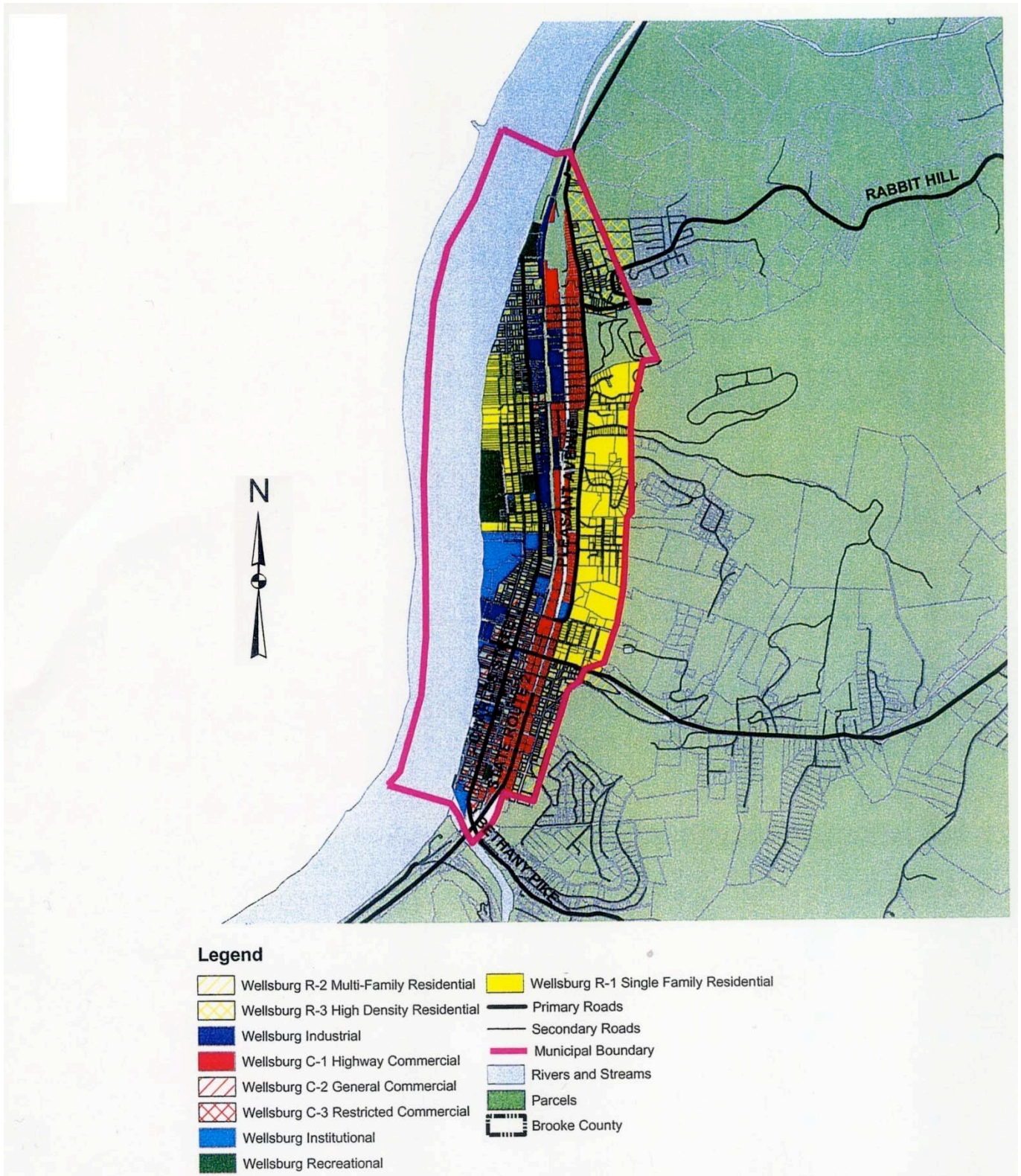
- Municipal Boundary
- Primary Roads
- - - Sanitary Sewer
- Existing Water
- Secondary Roads
- + + + Railroad
- - - Gas lines
- Brooke County Wetlands
- FEMA Q3 Floodplains
- Rivers and Streams
- Inactive Farmland
- Active Farmland
- Existing Residential
- Existing Commercial
- Existing Industrial
- Existing Institutional
- Vacant Land
- Parcels
- Brooke County



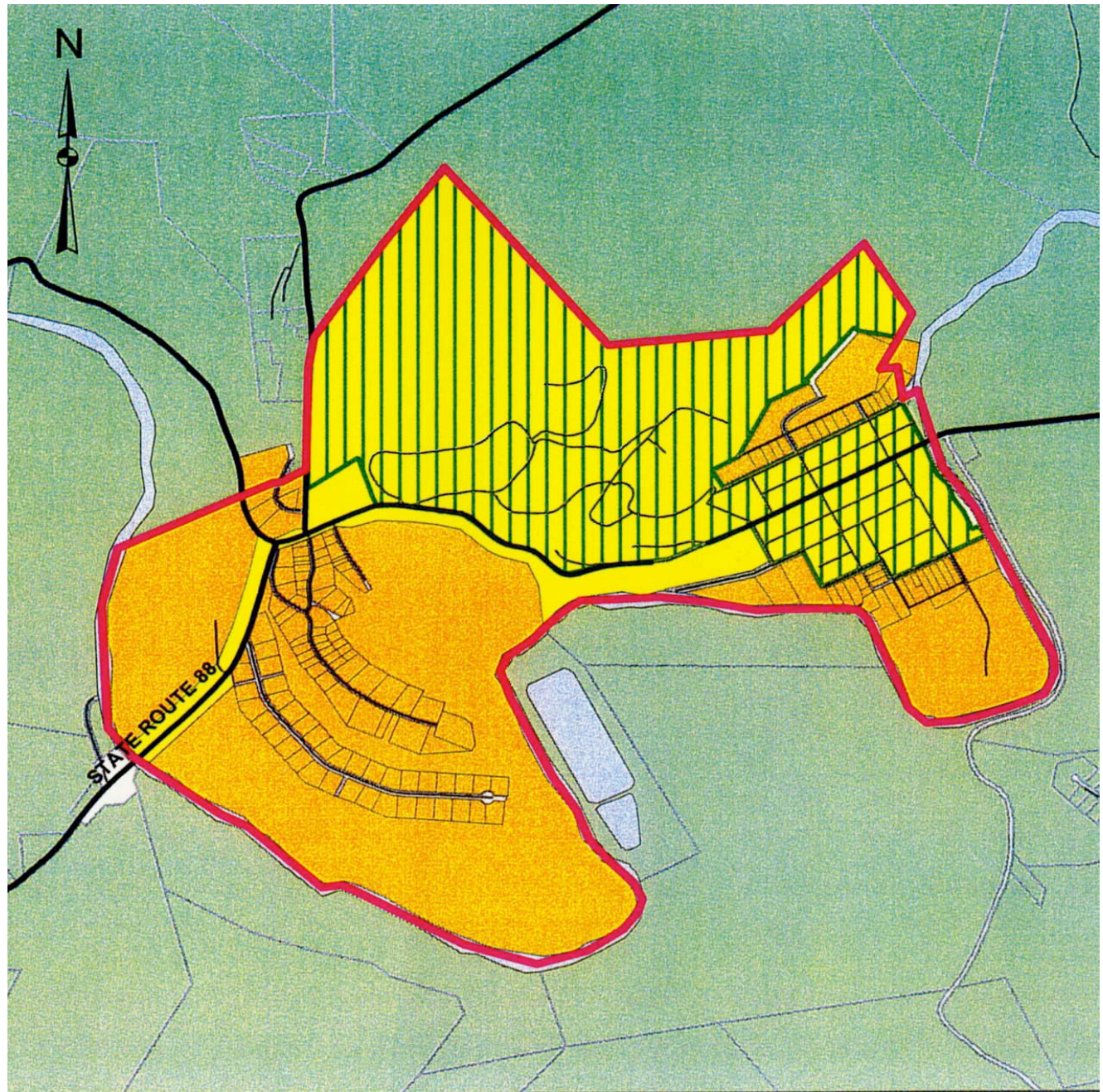
MAP #3: WEIRTON ZONING



MAP #4: WELLSBURG ZONING



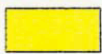
MAP #5: BETHANY ZONING



Legend



Bethany Historic Zone



Residential-Commercial (RC Zone)



Residential/Low Density (R-1 Zone)



Municipal Boundary



Primary Roads



Secondary Roads



Rivers and Streams

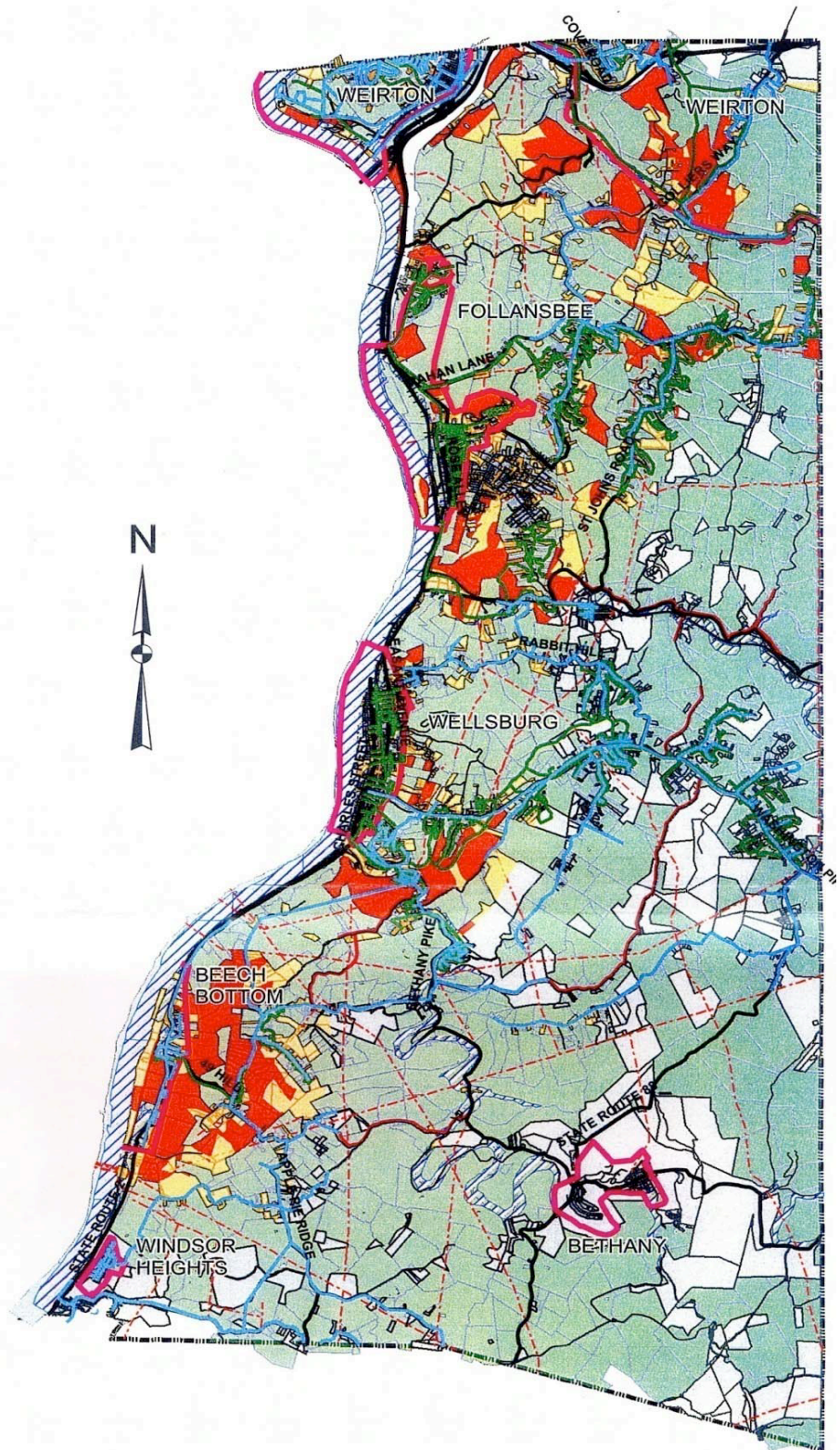


Parcels

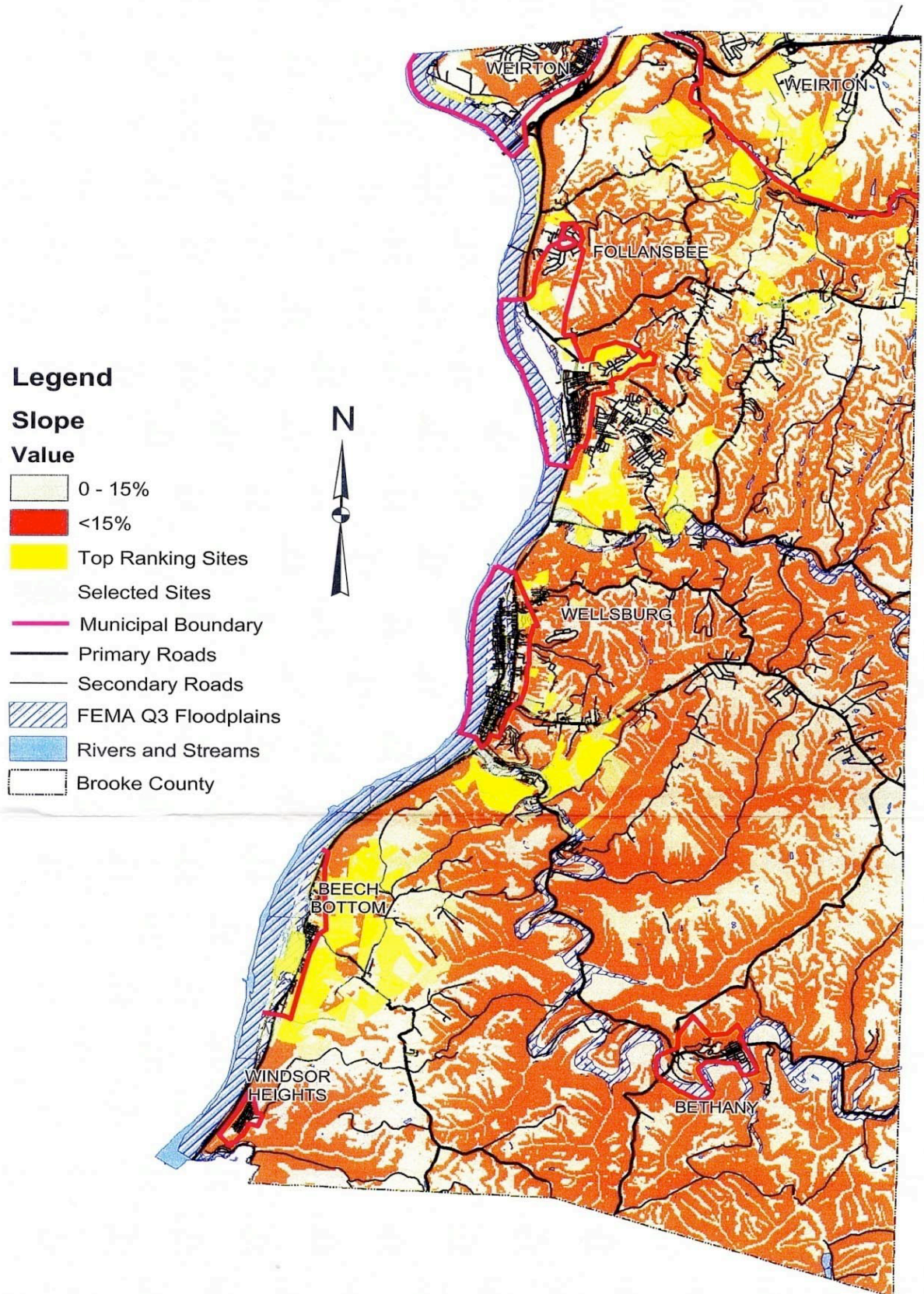
MAP #6: DEVELOPABLE LAND

Legend

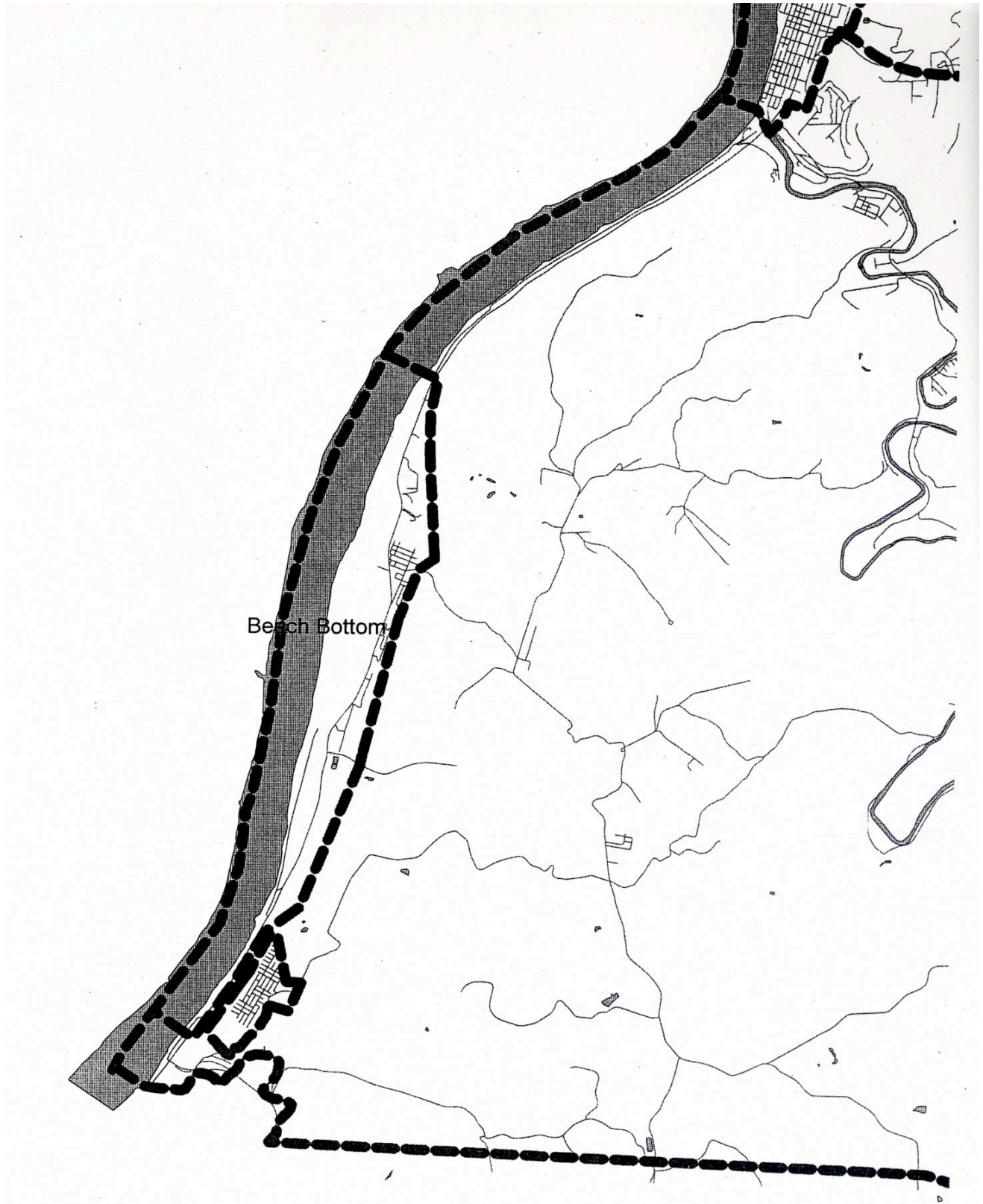
- Municipal Boundary
- Primary Roads
- Secondary Roads
- Railroad
- Existing Water
- Sanitary Sewer
- Proposed Water and Sewer Lines
- Gas lines
- Top Ranking Sites
- Selected Sites
- Undeveloped
- FEMA Q3 Floodplains
- Rivers and Streams
- Brooke County
- Parcels



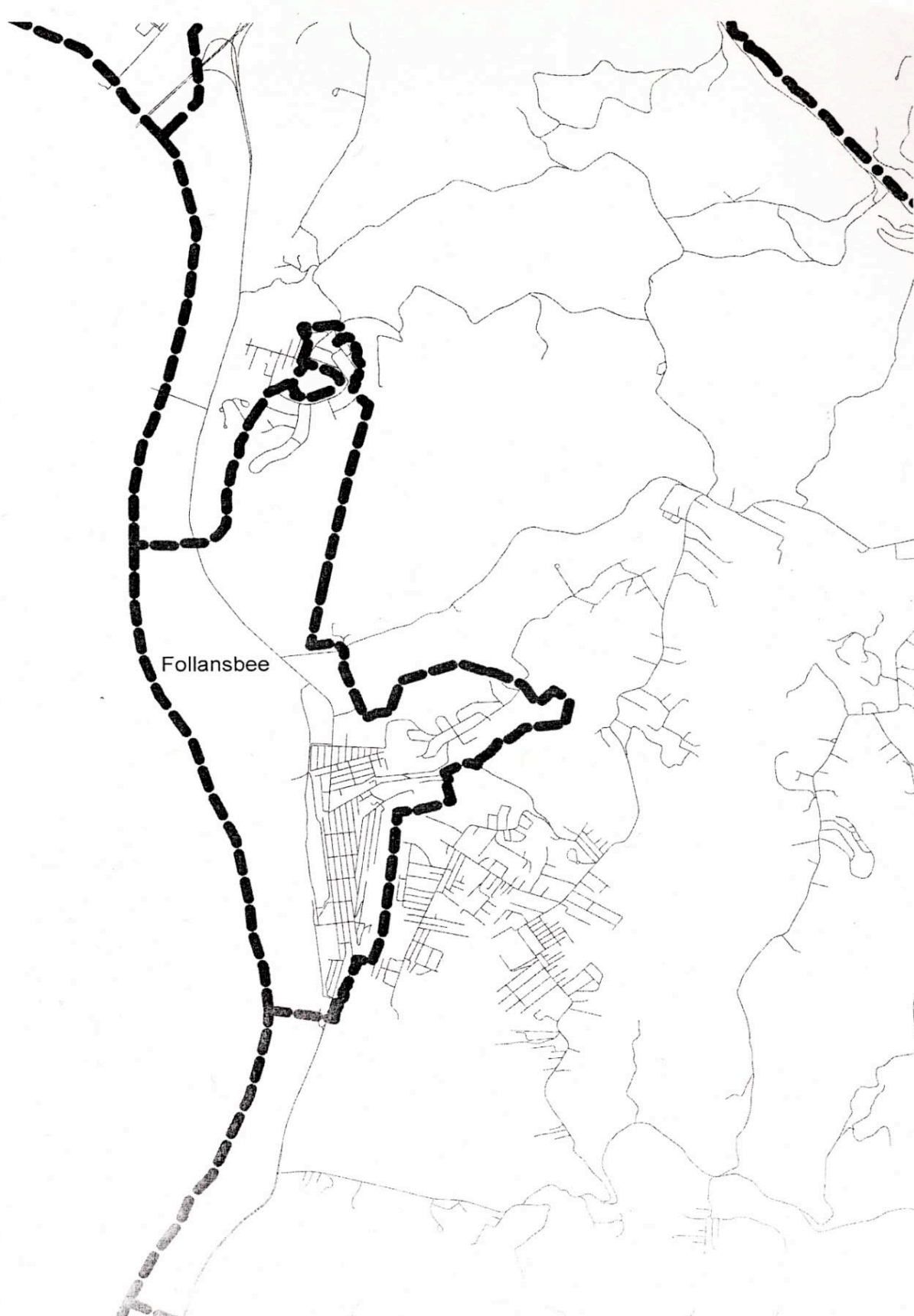
MAP #7: SLOPE ANALYSIS (INCLUDES FLOOD PLAINS)



MAP #8: BEECH BOTTOM



MAP #9: FOLLANSBEE



MAP #10: OHIO COUNTY AIRPORT



APPENDIX - D

REGISTERED HISTORIC SITES



Beallmore ** (added 1986 - Building - #86001069)
Also known as Booher, William T., Jr., and June, House
1500 Pleasant Ave., Wellsburg

Historic Significance:	Person, Architecture/Engineering
Architect, builder, or engineer:	Unknown
Architectural Style:	Classical Revival
Historic Person:	Beall, Wiley
Significant Year:	1907
Area of Significance:	Architecture, Economics
Period of Significance:	1900-1924
Owner:	Private
Historic Function:	Domestic
Historic Sub-function:	Single Dwelling
Current Function:	Domestic
Current Sub-function:	Single Dwelling



Bethany Historic District *** (added 1982 - District - #82004311)
Also known as See Also: Campbell, Alexander Mansion; Delta Tau Delta Founders
WV 67, Bethany

Historic Significance:	Person, Architecture/Engineering, Event
Architect, builder, or engineer:	Multiple
Architectural Style:	Late Victorian, Federal, Gothic Revival
Historic Person:	Campbell, Alexander
Significant Year:	1840
Area of Significance:	Religion, Architecture, Education, Community Planning And Development
Period of Significance:	1825-1849, 1850-1874, 1875-1899, 1900-1924, 1925-1949
Owner:	Private , Local Gov't
Historic Function:	Commerce/Trade, Domestic, Education
Historic Sub-function:	College, Single Dwelling, Specialty Store
Current Function:	Commerce/Trade, Domestic, Education
Current Sub-function:	College, Single Dwelling, Specialty Store



Brooke Cemetery ** (added 1986 - Structure - #86001070)
2200 Pleasant Ave., Wellsburg

Historic Significance: Person, Architecture/Engineering
 Architect, builder, or engineer: Chislett, John
 Architectural Style: Greek Revival, Modern Movement, Classical Revival
 Historic Person: Prather, John, et al.
 Significant Year: 1857
 Area of Significance: Architecture, Religion, Social History, Military, Exploration/Settlement, Politics/Government, Industry, Landscape Architecture
 Period of Significance: 1850-1874, 1875-1899
 Owner: Private
 Historic Function: Funerary
 Historic Sub-function: Cemetery
 Current Function: Funerary
 Current Sub-function: Cemetery



Brown, Danforth, House (added 1992 - Building - #92001484)
Also known as Old Worrell Farm
555 Washington Pike (US 27), Wellsburg


Historic Significance: Person, Event
 Historic Person: Brown, Danforth
 Area of Significance: Transportation
 Period of Significance: 1800-1824, 1825-1849, 1850-1874
 Owner: Private
 Historic Function: Domestic
 Historic Sub-function: Secondary Structure, Single Dwelling
 Current Function: Domestic
 Current Sub-function: Secondary Structure, Single Dwelling




Campbell, Alexander, Mansion *** (added 1970 - Building - #70000651)
E of Bethany on WV 67, Bethany

Historic Significance: Event, Person
 Historic Person: Campbell, Alexander
 Significant Year: 1829, 1840, 1811
 Area of Significance: Politics/Government, Literature, Religion, Education
 Period of Significance: 1800-1824, 1825-1849, 1850-1874
 Owner: Private
 Historic Function: Domestic, Religion
 Historic Sub-function: Church Related Residence, Secondary Structure, Single Dwelling


Current Function: Recreation And Culture
Current Sub-function: Museum

 Delta Tau Delta Founders House *** (added 1979 - Building - #79002571)
211 Main St., Bethany

Historic Significance: Event
Area of Significance: Social History
Period of Significance: 1850-1874
Owner: Private
Historic Function: Domestic
Historic Sub-function: Hotel
Current Function: Domestic, Work In Progress
Current Sub-function: Single Dwelling

 Duval, Gen. I. H., Mansion ** (added 1986 - Building - #86001071)
Also known as Duval, General I.H., House No. 4; Charles D. and Marjorie Bell
1222 Pleasant Ave., Wellsburg

Historic Significance: Person, Architecture/Engineering
Architect, builder, or engineer: Moran, John
Architectural Style: Greek Revival
Historic Person: Duval, Gen. Isaac H.
Significant Year: 1862, 1858
Area of Significance: Architecture, Military, Politics/Government, Landscape
Architecture
Period of Significance: 1850-1874
Owner: Private
Historic Function: Domestic
Historic Sub-function: Secondary Structure, Single Dwelling
Current Function: Domestic
Current Sub-function: Secondary Structure, Single Dwelling


 Elmhurst ** (added 1986 - Building - #86001072)
Also known as Lynn, William and Carol, House, 1606 Pleasant Ave., Wellsburg

Historic Significance: Person, Architecture/Engineering
Architect, builder, or engineer: Unknown
Architectural Style: Greek Revival
Historic Person: Tarr, William H., et al.
Significant Year: 1848
Area of Significance: Agriculture, Architecture, Communications, Social History,
Commerce
Period of Significance: 1825-1849, 1850-1874
Owner: Private
Historic Function: Domestic
Historic Sub-function: Secondary Structure, Single Dwelling

Current Function:	Domestic
Current Sub-function:	Secondary Structure, Single Dwelling

 Fleming, David and Lucy Tarr, Mansion ** (added 1986 - Building - #86001073)
Also known as Oxtoby Mansion
2000 Pleasant Ave., Wellsburg

Historic Significance:	Person, Architecture/Engineering
Architect, builder, or engineer:	Unknown
Architectural Style:	Greek Revival
Historic Person:	Fleming, David
Significant Year:	1905, 1845
Area of Significance:	Agriculture, Architecture, Social History, Military, Commerce
Period of Significance:	1825-1849, 1850-1874, 1900-1924
Owner:	Private
Historic Function:	Domestic
Historic Sub-function:	Secondary Structure, Single Dwelling
Current Function:	Vacant/Not In Use

 Hall, Lewis, Mansion ** (added 1986 - Building - #86001074)
Also known as Beall, Charles H., III and Sue, House
1300 Pleasant Ave., Wellsburg

Historic Significance:	Person, Architecture/Engineering
Architect, builder, or engineer:	Unknown
Architectural Style:	Greek Revival
Historic Person:	Hall, Lewis
Significant Year:	1910, 1850
Area of Significance:	Architecture, Social History, Landscape Architecture, Commerce
Period of Significance:	1850-1874, 1900-1924
Owner:	Private
Historic Function:	Domestic
Historic Sub-function:	Single Dwelling
Current Function:	Domestic
Current Sub-function:	Single Dwelling



Inn at Fowlerstown (added 1992 - Building - #92001483)

Also known as Drover's Inn

1001 Washington Pike (WV 27), Wellsburg

Historic Significance:	Architecture/Engineering, Event
Architect, builder, or engineer:	Unknown
Architectural Style:	Greek Revival
Area of Significance:	Architecture, Commerce, Transportation, Politics/Government
Period of Significance:	1800-1824, 1825-1849, 1850-1874, 1875-1899, 1900-1924, 1925-1949
Owner:	Private
Historic Function:	Commerce/Trade, Domestic, Government
Historic Sub-function:	Department Store, Hotel, Post Office
Current Function:	Commerce/Trade
Current Sub-function:	Restaurant



Kirker House ** (added 1986 - Building - #86002883)

Also known as Finell, Daniel and Donna, House

1520 Grand Ave., Wellsburg

Historic Significance:	Architecture/Engineering
Architect, builder, or engineer:	Matthews, James H.
Architectural Style:	Italianate
Area of Significance:	Architecture
Period of Significance:	1875-1899
Owner:	Private
Historic Function:	Domestic
Historic Sub-function:	Single Dwelling
Current Function:	Domestic
Current Sub-function:	Single Dwelling



Miller's Tavern ** (added 1978 - Building - #78002790)

Also known as Brooke County Historical Museum

6th and Main Sts., Wellsburg

Historic Significance:	Architecture/Engineering, Event
Architect, builder, or engineer:	Unknown
Architectural Style:	Federal
Area of Significance:	Architecture, Exploration/Settlement
Period of Significance:	1750-1799, 1800-1824

Owner:	Local Gov't
Historic Function:	Domestic
Historic Sub-function:	Hotel
Current Function:	Recreation And Culture
Current Sub-function:	Museum



Nicholls House and Woolen Mill Site (added 1997 - Building - #97001416)
WV 67, Wellsburg-Bethany Pike, overlooking Buffalo Cr., Wellsburg

Historic Significance:	Event, Information Potential, Architecture/Engineering
Architectural Style:	Second Empire
Area of Significance:	Historic - Non-Aboriginal, Architecture, Industry
Cultural Affiliation:	American Industry
Period of Significance:	1750-1799, 1800-1824, 1825-1849, 1875-1899
Owner:	Private
Historic Function:	Domestic, Industry/Processing/Extraction
Historic Sub-function:	Manufacturing Facility, Single Dwelling
Current Function:	Domestic
Current Sub-function:	Single Dwelling



Old Bethany Church *** (added 1976 - Building - #76001932)
Also known as Old Bethany Church of Christ; Old Meetinghouse of the Bethany
Main and Church Sts., Bethany

Historic Significance:	Person, Event
Historic Person:	Campbell, Alexander
Significant Year:	1852
Area of Significance:	Religion, Education
Period of Significance:	1850-1874, 1875-1899, 1900-1924
Owner:	Private
Historic Function:	Religion
Historic Sub-function:	Religious Structure
Current Function:	Religion
Current Sub-function:	Religious Structure



Old Main, Bethany College *** (added 1970 - Building - #70000652)
Bethany College campus, Bethany

Historic Significance:	Person, Event, Architecture/Engineering
Architect, builder, or engineer:	Walter & Wilson, Wilson, James Keys
Architectural Style:	Gothic, Gothic Revival, Other
Historic Person:	Campbell, Alexander
Significant Year:	1862, 1871, 1858
Area of Significance:	Architecture, Education
Period of Significance:	1850-1874, 1875-1899, 1900-1924, 1925-1949

Owner:	Private
Historic Function:	Education
Historic Sub-function:	College
Current Function:	Education
Current Sub-function:	College



Paull, Harry and Louisiana Beall, Mansion ** (added 1986 - Building - #86001075)
Also known as Morningside;Beall,Charles H. and Geraldine,House
1312 Pleasant Ave., Wellsburg

Historic Significance:	Person, Architecture/Engineering
Architect, builder, or engineer:	Gresey & Faris
Architectural Style:	Other, Late 19th And 20th Century Revivals
Historic Person:	Paull,Harry
Significant Year:	1911, 1907
Area of Significance:	Architecture, Industry
Period of Significance:	1900-1924
Owner:	Private
Historic Function:	Domestic
Historic Sub-function:	Secondary Structure, Single Dwelling
Current Function:	Domestic
Current Sub-function:	Secondary Structure, Single Dwelling



Pendleton Heights ** (added 1975 - Building - #75001882)
Also known as Pendleton, William K., House
Bethany College campus, Bethany

Historic Significance:	Person, Architecture/Engineering, Event
Architect, builder, or engineer:	Unknown
Architectural Style:	Gothic
Historic Person:	Pendleton,William K.
Significant Year:	1872, 1890, 1841
Area of Significance:	Architecture, Education, Politics/Government
Period of Significance:	1825-1849, 1850-1874, 1875-1899
Owner:	Private
Historic Function:	Domestic, Education
Historic Sub-function:	Educational Related Housing, Single Dwelling
Current Function:	Domestic
Current Sub-function:	Single Dwelling




Tarr, Lucy, Mansion ** (added 1986 - Building - #86001076)
Also known as Highland Place; Little, Nellie, House
1456 Pleasant Ave., Wellsburg

Historic Significance:	Person, Architecture/Engineering
Architect, builder, or engineer:	Unknown
Architectural Style:	Queen Anne
Historic Person:	Tarr, Ellen
Significant Year:	1885
Area of Significance:	Architecture, Art
Period of Significance:	1875-1899
Owner:	Private
Historic Function:	Domestic
Historic Sub-function:	Secondary Structure, Single Dwelling
Current Function:	Domestic
Current Sub-function:	Secondary Structure, Single Dwelling




Vancroft ** (added 1986 - District - #86002885)
Also known as Mt. St. George Historic District
Brinker Rd., Wellsburg

Historic Significance:	Event, Architecture/Engineering
Architect, builder, or engineer:	Alden & Harlow
Architectural Style:	Shingle Style
Area of Significance:	Agriculture, Architecture, Landscape Architecture
Period of Significance:	1900-1924
Owner:	Private
Historic Function:	Agriculture/Subsistence, Domestic
Historic Sub-function:	Agricultural Outbuildings, Secondary Structure, Single Dwelling
Current Function:	Health Care
Current Sub-function:	Sanatorium

 Wellsburg Historic District ** (added 1982 - District - #82004312)
Also known as See Also: Miller's Tavern; Wellsburg Wharf
WV 2, Wellsburg

Historic Significance:	Architecture/Engineering, Event
Architect, builder, or engineer:	Multiple
Architectural Style:	Greek Revival, Late Victorian, Federal
Area of Significance:	Architecture, Transportation, Exploration/Settlement, Politics/Government, Industry, Commerce
Period of Significance:	1750-1799, 1800-1824, 1825-1849, 1850-1874, 1875-1899, 1900-1924
Owner:	Private , Local Gov't
Historic Function:	Commerce/Trade, Domestic, Industry/Processing/Extraction, Transportation
Historic Sub-function:	Manufacturing Facility, Single Dwelling, Water-Related
Current Function:	Commerce/Trade, Domestic, Industry/Processing/Extraction
Current Sub-function:	Manufacturing Facility, Single Dwelling

 Wellsburg Wharf ** (added 1979 - Structure - #79002572)
6th and Main Sts, Wellsburg

Historic Significance:	Architecture/Engineering, Event
Architect, builder, or engineer:	Unknown
Area of Significance:	Engineering, Transportation, Exploration/Settlement, Commerce
Period of Significance:	1825-1849, 1850-1874, 1875-1899
Owner:	Local Gov't
Historic Function:	Commerce/Trade, Transportation
Historic Sub-function:	Warehouse, Water-Related
Current Function:	Landscape, Transportation
Current Sub-function:	Park, Water-Related

APPENDIX - E

BROOKE COUNTY LAND USE PLAN

Table of Contents

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V.	Analysis and Findings	15
VI.	Recommendations	16

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Map #2 – Map of Existing Land Uses
Map #3 – Weirton Zoning Map
Map #4 – Wellsburg Zoning Map
Map #5 – Bethany Zoning Map
Map #6 – Developable Parcels
Map #7 – Slope Analysis
Map #8 – Available Parcels

Appendix

A – Steering Committee Meeting Minutes
B – Interview Summary
C – Top Ranking Site Details
D – Available Site Details

E – Zoning Ordinances

I. Executive Summary

E.L. Robinson (ELR) was hired by the Brooke County Commission on behalf of the Brooke County Planning Commission in the Fall of 2003. The goal of the project was to identify and document land use issues in the County as well as develop a complete inventory of land uses in the County using Geographic Information Systems (GIS) databases.

ELR worked closely with a steering committee throughout the planning process. The steering committee consisted of members of the Brooke County Planning Commission, Brooke County Commission, and a variety of municipal, private sector, and economic development representatives. ELR also coordinated with the Brooke County Assessor's office in the development of the GIS databases to ensure that the final product was compatible with existing information used by the County.

The steering committee served to give direction to ELR in the progress of the project and to provide information in support of project tasks. The primary focus of the steering committee was economic development in Brooke County; therefore, much of the work done in the land use inventory was to aid in future economic development activities in the County.

The land use inventory was designed to achieve the following goals:

1. Document existing land uses in the county
2. Identify development constraints (i.e., topography, sensitive areas, wetlands, etc.)
3. Identify potential areas suitable for new development or redevelopment

These goals were met through the collection and analysis of spatial data displayed in the GIS database. In addition to providing this information, ELR also collected general background information about the County and conducted personal interviews with various city and county representatives in order to provide further insight into the development potential of Brooke County.

Through the use of GIS ELR was able to identify the most desirable vacant land sites for future development. These sites were determined based on their proximity to existing and future infrastructure, municipalities, major roadways, and the size of the site. In addition to vacant land ELR also compiled and mapped parcels that are currently available for sale and/or development which includes both vacant and developed land.

It is the hope of ELR and the steering committee that the information provided in this document and the GIS data will be used to assist city, county, regional, and state economic development entities in promoting development opportunities in Brooke County.

II. County Background and History

History¹

Brooke County was created in 1797 from part of Ohio County and named in honor of Robert Brooke, governor of Virginia from 1794 to 1796. The area had been settled for many years before the establishment of the county. The 1800 Census gave the population of the county at 4,706.

In 1848, the General Assembly of Virginia created Hancock County from a part of Brooke County, thereby reducing Brooke's land area by almost half. In spite of this the population grew steadily. This growth was made possible by an expanding industrial base. Brooke County is known for its iron mines, steel, chemicals, glass, paper, coal, natural gas, oil wells, fruit, sheep, and poultry farms.

Wellsburg, the county seat, was chartered as Charlestown in 1791 and named for Charles Prather. In 1816 the name was changed to Wellsburg, in honor of Prather's son-in-law, Charles Wells. The first Grimes Golden apple tree is said to have stood about two miles east of Wellsburg.

General Description of Area

Brooke County is located in the northern panhandle of West Virginia. It is part of the Brooke-Hancock-Jefferson Planning District. There are six incorporated municipalities in the county: Beech Bottom, Bethany, Follansbee, Weirton (also in Hancock County), Windsor Heights, and Wellsburg, the county seat. Map #1 shows the location of the municipalities and other general characteristics of the County.

Brooke County is located close to the Cleveland –Akron, Ohio consolidated Metropolitan Area (CMSA), the Pittsburgh, Pennsylvania MSA, and the Columbus, Ohio MSA. In addition there are several smaller MSAs nearby including the Youngstown – Warren, Ohio MSA, the Canton – Massillon, Ohio MSA, the Wheeling, West Virginia MSA, the Parkersburg – Marietta MSA, and the Sharon, Pennsylvania MSA.

Table 1. Proximity to Metropolitan Areas

Wheeling, WV	16 Miles
Pittsburgh, PA	46 Miles
Cleveland, OH	120 Miles
Columbus, OH	140 Miles
Charleston, WV	180 Miles
Detroit, MI	250 Miles
Washington, DC	275 Miles
New York, NY	435 Miles

¹ Historical information from www.polsci.wvu.edu/wv/Brooke/brohistory.html

Brooke County is part of the physiographic subdivision of the United States known as the Appalachian Plateau. This broad, dissected upland in which the Ohio River has cut a deep gorge separates the states of Ohio and West Virginia. The bluffs formed by the river are, for the most part, steep, but the general surface of the land is rolling except for deep trenches cut by creeks and runs. The valley of the Ohio River is narrow and rugged with few terraces or flat plains, except on the concave side of broad curves or at the mouths of the larger tributary streams.

Brooke County is approximately 89 square miles in size and is situated between the Ohio River and a ridgeline. The hills of the northern and central sections of the county are low, well rounded, and smooth. Long ridges lie between the numerous small streams which flow northward and southward into the larger tributaries of the Ohio River. The hills in the southern half of Brooke County, particularly those facing the Ohio River and those along Buffalo Creek and its tributaries are very steep. The elevation ranges from 657 feet at the Ohio River to 1,377 feet at a point near the southern county line. The topography of the county creates many challenges for land development; subsequently the majority of land (71%) is not suitable for development or limited to residential.

Table 2. Classification of Land According to Slope Range – Brooke County²

Percent Slope	Acres	Percent
0-8	8,210	14.40%
8-16	8,300	14.60%
16-24	20,350	35.70%
Over 24	20,100	35.30%
Total	56,960	100.00%

Climate

Brooke County experiences each of the four seasons which last approximately 3 months respectively. On average there are 180 days between the last severe frost in spring and the first frost of the fall. Average rainfall in the region is 37 inches. The yearly mean snowfall is 22 inches. The mean temperature falls between 24 degrees Fahrenheit and 86 degrees Fahrenheit. The mean annual temperature is 52 degrees Fahrenheit.

The area is immune from natural hazards such as cyclones, tornadoes, and hurricanes. Brooke County does suffer risk from flooding, landslides, and earthquakes.

Soils

There are six basic soil types in the area. In general, soil erosion is severe along the steep slopes with most of the river terraces, valley flats, and floodplains relatively free from erosion. The rate of percolation ranges from slow to moderate. Much of the soil in the county is unsuitable for septic tank operation. Soils along much of the valley flats and flood plains, particularly near the Ohio River, are rated as having poor bearing capacity

² *Comprehensive Economic Development Strategy – Brooke Hancock Region*, June 2002, BHJ

for heavy structural foundation. In steeper areas soils have a better bearing value but are limited for development.

Natural Resources

Coal and clay deposits are the most important mineral resource in the area. Commercial quality coal exists through an extensive line of outcrop in the county; however overall mining activities in Brooke County have decreased over the last several years. Similarly, there is a reserve of clay under less than 500 feet of cover in present in the northern portion of the county, which is not extensively mined. A considerable amount of equally high quality clay also exists in the southern portion of the county. Other less important mineral resources in the area include sand and gravel, limestone, shale, oil and gas.

Gravel pits can be found at many places, such as near or at Beech Bottom. Limestone as much as 12 feet thick can be found in the northern part of the county and can be used for agricultural lime, road metal, and other construction purposes.

Water

Existing water supply sources in the area include the Ohio River, tributaries of the Ohio, and groundwater. The major source in Brooke County is groundwater located in alluvial deposits running underneath and alongside the Ohio River. Both the quantity and quality of supply from these deposits is adequate for the county. Inland groundwater supplies are generally not as good as they are high in dissolved solids and hardness. Yields from most wells drilled inland are also meager.

The following governmental agencies have existing water treatment and/or distribution facilities in the county:

Agency	Treatment	Distribution
City of Weirton	X	X
City of Follansbee	X	X
City of Wellsburg	X	X
Washington Pike Public Service District		X
Hammond Public Service District	X	X
Village of Beech Bottom	X	X

The following governmental agencies have existing sewer treatment and/or collection facilities in the county:

Agency	Treatment	Collection
City of Weirton	X	X
City of Follansbee	X	X
City of Wellsburg	X	X
Brooke County Public Service District	X	X

III. Existing Conditions

Population

According to the 2000 Census the total population for Brooke County was 25,447. Approximately 47.9 percent of this population is male while 52.1 percent is female. In 1990 the population was 26,992 indicating a decline in population of 1,545 people. Since 1980 the county has been experiencing population decline as indicated by Table 3 below. Currently the average annual rate of decline is 0.6%, this is somewhat lower than the regional average of 0.8%, but still ranks very low compared to the overall nation in population growth. The largest city in the county is Weirton, with 3,886 people living in the Brooke County portion, followed by Follansbee with 3,115 residents.

Table 3. Brooke County Population Change 1900-2000³

Date	Population	Population Change	Annual Percent Change
1900	7,219	-----	----
1910	11,098	3,879	4.4
1920	16,527	5,429	4.1
1930	24,663	8,136	4.1
1940	25,513	850	0.3
1950	26,904	1,391	0.5
1960	28,940	2,036	0.7
1970	29,685	745	0.3
1980	31,117	1,432	0.5
1990	26,992	-4,125	-1.4
2000	25,447	-1,545	-0.6

Population projections developed by the Regional Research Institute at West Virginia University show moderate growth in county population over the next 45 years. The average annual percentage change projected over this time period is 0.5%.

Table 4. Population Projection - Brooke County, 2005-2050⁴

Estimated Population	2005	2010	2015	2020	2025	2030	2035	2040	2045	2050
	25,962	26,476	27,114	27,847	28,674	29,542	30,409	31,296	32,260	33,315

The age distribution of the county's population is weighted towards older age groups. The median age of Brooke County is 41.2 years, which ranks as seventh highest in the state. The national median age is 35.3 years and the state median age is 38.9 years.

³ U.S. Bureau of Census

⁴ Population Estimates and Projections from the Regional Research Institute, West Virginia University
<http://www.rri.wvu.edu/PopWeb/PAGES/FRONT3.htm>

Table 5. Population by Age Group - Brooke County, 2000

Age	Number	Percent
Under 5	1,278	5
5-9	1,466	5.8
10-14	1,489	5.9
15-19	1,734	6.8
20-24	1,628	6.4
25-34	2,905	11.4
35-44	3,669	14.4
45-54	3,948	15.5
55-59	1,371	5.4
60-64	1,297	5.1
65-74	2,445	9.6
75-84	1,704	6.7
85 and over	513	2
Total	25,447	100

According to the 2000 census there are 10,396 households in Brooke County. Families account for 68.8 percent of the total households and the majority of non-family households are single residents above the age of 65. the average household size in the county is 2.36 people and the average family size is 2.88 people.

Approximately 68.8 percent of the people living in Brooke County in 2000 lived in the same house five years earlier. This was a higher rate than the state (64.2 percent) and national (53.3 percent) averages. For individuals that moved to Brooke County, 8.6 percent came from a different state and 5.9 percent moved from another county in West Virginia.

Housing

As of 2000 there were an estimated 11,150 total housing units in the county. Of these units 93 percent are occupied and 7 percent are vacant. Owner-occupied units make up 77 percent of the total occupied housing units with the remaining 23 percent occupied by renters. The homeowner vacancy rate in the county is 1.6 percent. The rental vacancy rate is much higher at 7.7 percent.

The majority of housing units in the county (77%) are considered single-family detached residences. A breakdown of the distribution of housing units by type is provided in Table 6. More than half of the residential structures were built before 1980 with 27% built between 1940 and 1959. The median number of rooms per structure is 5.5 and the median housing value for the county is \$67,000. Mortgages average to be \$700 per month and rental prices are an average of \$329 per month.

Table 6. Housing Units by Type – Brooke County, 2000

Units in Structure	Number	Percent
Single family detached	8,534	76.5%
Single family attached/Duplex	525	4.7%
Multi-family/Apartment	1,191	10.7%
Manufactured house	876	7.9%
Boat, RV, van, etc.	24	0.2%

Income

Brooke County registered a per capita personal income (PCPI) of \$20,248 in 1999 which is lower than the national PCPI of \$28,546, the state PCPI of \$20,921, and the regional PCPI of \$21,151. The PCPI growth rate from 1990-1999 was 3.5 percent which is also lower than the statewide (4.1 percent) and national (4.3 percent) rates.

The median household income in Brooke County according to 2000 Census figures is \$32,981, which is higher than the state average but lower than the national average. Per capita income levels were listed as \$17,131 in 2000. Approximately 685 families are considered to be living below the poverty level in the county, 15 percent of which are families with children under the age of 18.

Table 7. Household Income – Brooke County 1999⁵

Income	Number	Percent
Less than \$10,000	1,052	10.1%
\$10,000 - \$14,999	984	9.5%
\$15,000 - \$24,999	1,787	17.2%
\$25,000 - \$34,999	1,672	16.1%
\$35,000 - \$49,999	1,978	19.0%
\$50,000 - \$74,999	1,804	17.3%
\$75,000 - \$99,999	633	6.1%
\$100,000 - \$149,999	339	3.3%
\$150,000 - \$199,999	80	0.8%
\$200,000 or more	81	0.8%

Employment

According to the latest figures released by the West Virginia Bureau of Employment Programs (September 2004) the total employment in Brooke County is 9,990 with an unemployment rate of 8.8 percent. This unemployment rate is higher than the state rate of 5.1 percent and also a significant increase from November of 2002 when the county unemployment was at 4 percent. In fact before 2000, Brooke County was considered to have the highest annual job growth and the lowest unemployment rates in the region.

⁵ U.S. Bureau of Census

When compared to the state and nation, the occupational structure of Workforce Investment Area 5 (WIA5), which includes Brooke County, is more heavily weighted toward precision production and blue-collar jobs. However, there are high-paying services occupations in the county, such as professional and technical occupations including accountants, doctors, and lawyers. Data from the 2000 Census indicate that 83.4 percent of the total employed population in Brooke County is private wage and salary workers. Government workers make up 12 percent of the total workers with an estimated 4.4 percent of workers listed as self-employed.

Table 8. Major Employers in Region⁶

Employer	Number of Employees	Product/Service Produced
Weirton Steel Corp.	3,300	Primary metals- basic steel products
Mountaineer Race Track & Gaming Resort	2,100	Amusement & recreation services
Trinity Health System	1,723	Health services – hospital
Wheeling-Pittsburgh Steel Corporation	1,640	Primary metals – basic steel products
Wal-Mart	1,230	Retail services
Homer Laughlin China Company	900	Vitreous china & tableware
Weirton Medical Center	807	Health services – hospital
Ohio Edison Co. – Sammis Generating	600	Electrical generation
Kroger Food Stores	579	Retail grocer
TIMET – Titanium Metals Corporation	567	Titanium mill products
American Electric Power – Cardinal Generating	400	Electrical generation
Bellofram Corporation	350	Industrial machines & equipment
Franciscan University of Steubenville	343	Education

Job growth has been slow in the area over the last several years. The regional labor market has endured rigid economic restructuring during the last twenty years and has experienced sever job losses which have rippled through the county economy. The area has been hit hard by job losses in mining and manufacturing in particular. Manufacturing employment has recorded steady job declines since 1990. The services sector has helped to cushion the impact of manufacturing job losses. This sector includes a wide variety of activities, including health care and social services, business services, and travel and tourism related services, among others. Service sector jobs have shown moderate job

⁶ October 2004, BHJ

growth, but not nearly enough to offset the declines in the manufacturing sector of the economy.

Transportation

West Virginia Route 2 is the major transportation corridor that runs North/South through the county. U.S. Route 22 and WV Routes 105, 88, 67, and 27 also travel through the county.

The Ohio River and its navigable tributary streams provide the area with cheap water transportation and give an advantage to the county for industrial development. The river is canalized throughout the 981 miles of its length from Pittsburgh to its confluence with the Mississippi River at Cairo, Illinois. A nine-foot channel, maintained by a system of forty-six locks and dams, with occasional dredging, provides direct year-round connection with the entire Mississippi River Navigation System and the Gulf Intracoastal Waterway.

The Brooke/Ohio County Airport provides regional air service. Pittsburgh International Airport is the nearest major airport to the county.

Rail service is provided by the Wheeling & Lake Erie and Norfolk & Southern lines.

Recreation

The County has many recreational amenities and facilities designed for use by residents. The recreational show-piece for the county is Brooke Hills Park approximately 200-acre facility located off of Route 27. The existing park has a golf course, miniature golf, fishing pond, paddle boats, ball fields, picnic shelters, and an outdoor theater facility. Plans are currently underway to improve park amenities.

Three rail-to-trails systems are found within the county. The Panhandle Trail, West Virginia's first interstate trail connects Weirton to Carnegie, PA near Pittsburgh. When completed, the Panhandle Trail will also connect to a complex of trails that extends to Washington, D.C. The Brooke Pioneer Trail runs from Wellsburg to Beech Bottom. At the Buffalo Creek crossing the trail connects with the Yankee Trail in Wellsburg.

Recent renovations to the Brooke High School have also created a wellness center and indoor swimming pool for use by the community. A complete listing of recreational facilities is provided in Table 9.

Table 9. Public and Private Recreational Facilities⁷

Facility Type	Number
Auditoriums	5
Baseball/Softball Fields	6
Basketball Courts - Indoor	1
Basketball Courts - Outdoor	10
Swimming Pools	4
Stadiums	4
Tennis Courts – Outdoor	6
Golf Courses	3
Theater – Indoor	2
Theater – Outdoor	1
Playgrounds	10
Equestrian Center	1

Land Uses

Of the 56,960 total acres in Brooke County approximately 37% is currently undeveloped, the largest land use category in the County. Most of this land is located along the steep slopes of the hillsides and is generally inaccessible, presenting little to no development opportunity.

The second largest land use category, at 31% of the total acreage, is farm use. This category includes both active and inactive farms. Inactive farms actually make up the larger portion of all farms. Agricultural uses are situated away from the river valley along the upper terraces of the hillsides.

Most of the urban land uses are concentrated along the Ohio River Valley. Industrial and commercial uses in the county are concentrated along the river and in the Commercial Business Districts (CBD) of the municipalities. Residential development is located adjacent to the Ohio River and within the boundaries of the counties municipalities. Major residential development has also occurred along the terraces located on top of the bluffs overlooking the valley. More rural, clustered, residential development is also in existence in several isolated communities. Residential land uses count for 21% of the total acreage in Brooke County. The majority of residential uses are located either within or around the existing municipalities. Commercial uses account for only 3% of the total acreage and Industrial and Public Facility uses are even less. Approximately 6% of the total acres were unable to be classified into a land use category for the purpose of this study.

Map #2 shows the locations and distributions of the various land uses across the county.

⁷ Brooke County Profile – WV Bureau of Employment Programs – www.state.wv.us/bep/lmi/cntyprof/CP99BROO.HTM with additional information provided by steering committee members

Zoning

Only four municipalities in the County currently have zoning ordinances; Wellsburg, Weirton, Beech Bottom and Bethany. Maps #3-5 show the zone classifications and locations for each municipality. The map for Weirton (Map #3) shows only the portion of the City contained within Brooke County. Specific information regarding the individual zone requirements for each municipality can be obtained from the respective planning departments. Copies of zoning ordinances for Beech Bottom, and Wellsburg are included in the Appendix.

IV. Planning Process

Steering Committee

A steering committee was convened at the outset of the planning process to guide the project and provide information and input. Invitations were sent out to a wide range of participants in the hope of gathering a group of stakeholders that represented the various interests of the County. Representatives were sought from each of the municipalities and the major economic development organizations, as well as County agencies. In the end the group consisted of approximately ten key members who attended meetings or stayed informed of the process through e-mail and mailings.

The steering committee members included:

Carl Thompson – Brooke County Planning Commission (resigned)

John Casinelli – Brooke County Commission

Norm Schwertfeger – Brooke County Commission

Chris Cipriani – Brooke County Planning Commission

Alan McLaughlin – Brooke Industrial Park

Michael Wehr – Starvaggi

Lynn Davis/John Cunningham – Bethany Planning Commission

Gary DuFour – City of Weirton

Dr. John Brown – BHJ MPO

Doris Davis – BHJ MPO

The group met monthly, with a few exceptions, beginning in November of 2003 through October of 2004. Meeting agendas and minutes were provided to all members at each meeting as well as any supplemental materials to support the project progress.

The steering committee served to give direction to ELR in the progress of the project and to provide information in support of project tasks. The primary focus of the steering committee was economic development in Brooke County; therefore, much of the work done in the land use inventory was to aid in future economic development activities in the County.

Project Definition

The first meetings with the steering committee were used to identifying planning issues and outcomes in order to better define the project scope. It was clear from the outset that the group was interested in economic development and job creation as a number one priority. In order to better assist existing economic development organizations as well as take a more proactive role in the future development of the County, the steering committee was interested in understanding exactly what developable areas existed in the County.

The land use inventory project, therefore, was designed to achieve the following goals:

1. Document existing land uses in the county

2. Identify development constraints (i.e., topography, sensitive areas, wetlands, etc.)
3. Identify potential areas suitable for new development or redevelopment

Data Collection

Data collection efforts largely involved obtaining existing GIS data from the Brooke County Assessor's office and augmenting it with other known statewide data sets from the WV GIS Technical Center⁸ as well as the creation of key new data sets.

Parcel level data, including existing land uses, were derived from the Assessor's tax codes. Environmental constraints such as floodplains, and slopes were obtained from the WV GIS Technical Center. New data sets were also created including existing and proposed water and sewer lines and zoning.

In addition to the GIS data, existing plans, maps, and studies pertaining to land use issues were collected and reviewed to provide background information. Personal interviews were also conducted with key individuals recommended by steering committee members in order to obtain a fuller understanding of land use and economic development issues facing the county. A summary of the interview findings is included in the Appendix to this study.

⁸ www.wvgis.wvu.edu

V. Analysis and Findings

In order to better determine which sites were suitable for development an analysis was performed in the GIS. The focus of the analysis was to identify undeveloped parcels that met specific criteria determined by the steering committee to be critical for development. Those criteria were:

1. Proximity to major roads
2. Proximity to water lines
3. Proximity to sewer lines
4. Proximity to municipal boundaries

Distances were measured from individual parcels to the identified features (roads, water lines, sewer lines, municipal boundaries) using a technique called “buffering”. Sites were scored and ranked based on these distances, the closer the parcel the higher the score. The highest ranking sites were then further subdivided into parcels greater than ten acres in order to facilitate larger scale developments. Only sites that scored points of 16 or higher and met the greater than 10 acres criteria were considered “top ranking” sites. These sites are shown on Map #6 and parcel level details are included in the Appendix.

Further investigation of the top ranking sites was conducted in relation to slope. Map #7 shows the high and low slope percentage areas in the County and the areas where the top ranking sites intersect. Approximately less than half of the top ranking sites are completely or substantially within low slope areas. This indicates that while many of the identified sites may be desirable for development due to access to infrastructure they may not be suitable for development due to topography. General guidelines for potential land use classified by slope range are as follows:

Slope Range	Land Use Potential
0-8 percent	Comparatively level and can be used for all types of land use. Best suited to industrial and commercial development.
8-16 percent	Not excessively steep. Can be utilized for both commercial and residential development.
16-24 percent	Steep, but usable for residential development. Not suited for industrial or extensive commercial development.
Over 24 percent	Very steep, generally not suited for development of any kind.

In addition to undeveloped sites, efforts were made to identify existing developed sites that were available for sale, lease or redevelopment. By working with the BDC and steering committee members the group was able to identify and map some of the available commercial and/or industrial properties, as well as vacant land known to be available, in the County. These are shown in Map #8.

VI. Recommendations

The following is a list of potential next steps and actions for the County to take in an effort to better utilize the Land Use Inventory resources developed through this project.

1. Further Identification and Prioritization of Developable Parcels

As shown through this study, working in GIS can only get you so far. Without “ground truthing” it is difficult to say which sites really have the greatest development potential in the County. This analysis is intend to provide a starting point from which further investigation, such as sites visits or windshield surveys should be conducted in order to truly understand the development potential of each site. From the list of 97 sites a smaller subset of priority sites should be identified and data should be collected and verified for each of these parcels. Marketing efforts should then be tailored to highlight the availability of these priority sites.

2. Economic Development Coordination

Further efforts should be made to coordinate among the various county, regional, and state economic development entities. Through this project the County has been able to more clearly define areas where new development should be encouraged as well as better document existing assets. This dialogue should continue among the various stakeholders to ensure that county goals are being properly represented and that efforts are not being duplicated. Each group has a finite amount of resources and time to devote to economic development in Brooke County. Only through cooperation and coordination will those resources be fully utilized.

3. Land Use Decision Making


The County should continue to explore possible ways to influence land use decision making through organized planning. It was clear throughout this process that there are several types of land uses that may threaten the County that are currently considered unwanted. Without an organized approach to land use planning the County currently has no authority to limit the type, location, or nature of future development. Through the use of the GIS database the County now has the opportunity to monitor land use changes and also to model potential future land use changes to better understand how a lack of land use regulations could potentially harm the County in the future.

4. GIS Data Maintenance

GIS data can be a valuable tool for planning but it is only as good as the data it contains. It is important that efforts be made to frequently monitor and update land use data in the County. One way to ensure this is through the institutionalization of GIS into the daily practices of various County agencies. Brooke County is better positioned than most of its West Virginia counterparts in terms of its GIS data and trained staff. The County should continue to find new ways to use this data.

APPENDIX – E

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