

Multi-Municipal Comprehensive Plan
for
Clarksville Borough
Jefferson Borough
Jefferson Township
Morgan Township



Greene County, Pennsylvania

Adopted November 2005

RESOLUTION NO. 01-05

A RESOLUTION OF THE BOROUGH OF JEFFERSON, COUNTY OF GREENE, COMMONWEALTH OF PENNSYLVANIA ADOPTING JEFFERSON MORGAN MULTI-MUNICIPAL COMPREHENSIVE PLAN, DATED THIS SECOND DAY OF NOVEMBER, 2005 AS PREPARED BY THE JEFFERSON MORGAN MULTI-MUNICIPAL COMPREHENSIVE PLAN STEERING COMMITTEE, AND FACILITATED BY MACKIN ENGINEERING COMPANY, PURSUANT TO ARTICLE III AND ARTICLE XI OF THE PENNSYLVANIA MUNICIPALITIES PLANNING CODE.

Whereas, a copy of the comprehensive plan, which includes the text, maps, charts and any other items which form the whole of the comprehensive plan and was made available for public review with the borough secretary and in the Thomas Hughes Reading Center is attached hereto as exhibit "A"; and,

Whereas, the Jefferson Morgan Multi-Municipal Comprehensive Plan was sent to all contiguous municipalities, the Jefferson Morgan School District, and the Greene County Planning Commission for review and comment on September 13, 2005; and,

Whereas, Jefferson Borough has received no substantial comments from the contiguous municipalities, the School District, and the Greene County Planning Commission within forty-five (45) days of submission of the Jefferson Morgan Multi-Municipal Comprehensive Plan; and,

Whereas, notice of a public hearing was forwarded to the Observer-Reporter to be advertised and published on October 16, 2005, and October 23, 2005; and,

Whereas, the Borough Council held a public hearing on November 2, 2005 to hear and consider public comments, and that the comments received at the public hearing were duly noted; and,

Whereas, the Jefferson Borough Council, after consideration of comments received (or lack thereof, as the case may be), has determined that the Jefferson Morgan Multi-Municipal Comprehensive Plan, as originally set forth in Exhibit "A", should not be substantially revised in whole or in part; and,

Whereas, the Jefferson Borough Council has found the comprehensive plan is beneficial to the health, safety and welfare of the citizens of the borough.

NOW, THEREFORE, BE IT RESOLVED BY THE JEFFERSON BOROUGH COUNCIL AND IS HEREBY RESOLVED AND ENACTED BY THE AUTHORITY OF THE SAME:

SECTION I. The Borough Council of the municipality of Jefferson Borough, by this resolution, adopts the Jefferson Morgan Multi-Municipal Comprehensive Plan as

Jefferson Morgan Multi-Municipal Comprehensive Plan Signed Resolutions

attached hereto as Exhibit "A", as pursuant to Article III and Article XI of the Pennsylvania Municipalities Planning Code.

SECTION II. Any and all previous comprehensive planning documents are hereby repealed.

Resolved and enacted this 2nd day of November 2005.

ATTEST:

Relda K. Litten
Secretary

JEFFERSON BOROUGH COUNCIL

Theresa M. Knight
President

(SEAL)

EXAMINED AND APPROVED by me this 2nd day of November, 2005.

BY: Dennis B. Giles
Mayor

RESOLUTION NO. 02-05

A RESOLUTION OF THE TOWNSHIP OF MORGAN, COUNTY OF GREENE, COMMONWEALTH OF PENNSYLVANIA ADOPTING JEFFERSON MORGAN MULTI-MUNICIPAL COMPREHENSIVE PLAN, DATED THIS FIRST DAY OF NOVEMBER, 2005 AS PREPARED BY THE JEFFERSON MORGAN MULTI-MUNICIPAL COMPREHENSIVE PLAN STEERING COMMITTEE, AND FACILITATED BY MACKIN ENGINEERING COMPANY, PURSUANT TO ARTICLE III AND ARTICLE XI OF THE PENNSYLVANIA MUNICIPALITIES PLANNING CODE.

Whereas, a copy of the comprehensive plan, which includes the text, maps, charts and any other items which form the whole of the comprehensive plan and was made available for public review in the Morgan Township municipal office is attached hereto as exhibit "A"; and,

Whereas, the Jefferson Morgan Multi-Municipal Comprehensive Plan was sent to all contiguous municipalities, the Jefferson Morgan School District, and the Greene County Planning Commission for review and comment on September 13, 2005; and,

Whereas, Morgan Township has received no substantial comments from the contiguous municipalities, the School District, and the Greene County Planning Commission within forty-five (45) days of submission of the Jefferson Morgan Multi-Municipal Comprehensive Plan; and,

Whereas, notice of a public hearing was forwarded to the Observer-Reporter to be advertised and published on October 16, 2005, and October 23, 2005; and,

Whereas, the Board of Supervisors held a public hearing on November 1, 2005 to hear and consider public comments, and that the comments received at the public hearing were duly noted; and,

Whereas, the Morgan Township Board of Supervisors, after consideration of comments received (or lack thereof, as the case may be), has determined that the Jefferson Morgan Multi-Municipal Comprehensive Plan, as originally set forth in Exhibit "A", should not be substantially revised in whole or in part; and,

Whereas, the Morgan Township Board of Supervisor has found the comprehensive plan is beneficial to the health, safety and welfare of the citizens of the borough.

NOW, THEREFORE, BE IT RESOLVED BY THE MORGAN TOWNSHIP BOARD OF SUPERVISORS AND IS HEREBY RESOLVED AND ENACTED BY THE AUTHORITY OF THE SAME:

SECTION I. The Board of Supervisors of the Municipality of Morgan Township, by this resolution, adopts the Jefferson Morgan Multi-Municipal Comprehensive Plan as

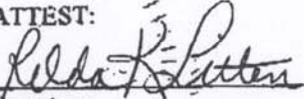
Jefferson Morgan Multi-Municipal Comprehensive Plan Signed Resolutions

attached hereto as Exhibit "A", as pursuant to Article III and Article XI of the Pennsylvania Municipalities Planning Code.

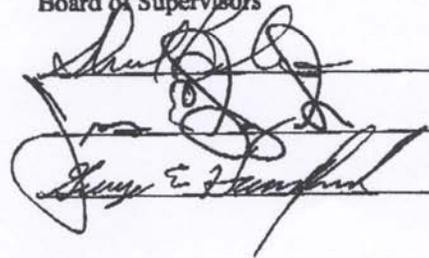
SECTION II. Any and all previous comprehensive planning documents are hereby repealed.

Resolved and enacted this 1st day of November 2005.

ATTEST:


Secretary

Morgan Township
Board of Supervisors



RESOLUTION NO. 3-2005

A RESOLUTION OF THE TOWNSHIP OF JEFFERSON, COUNTY OF GREENE, COMMONWEALTH OF PENNSYLVANIA ADOPTING JEFFERSON MORGAN MULTI-MUNICIPAL COMPREHENSIVE PLAN, DATED THIS THIRD DAY OF NOVEMBER, 2005 AS PREPARED BY THE JEFFERSON MORGAN MULTI-MUNICIPAL COMPREHENSIVE PLAN STEERING COMMITTEE, AND FACILITATED BY MACKIN ENGINEERING COMPANY, PURSUANT TO ARTICLE III AND ARTICLE XI OF THE PENNSYLVANIA MUNICIPALITIES PLANNING CODE.

Whereas, a copy of the comprehensive plan, which includes the text, maps, charts and any other items which form the whole of the comprehensive plan and was made available for public review in the Jefferson Township municipal office is attached hereto as exhibit "A"; and,

Whereas, the Jefferson Morgan Multi-Municipal Comprehensive Plan was sent to all contiguous municipalities, the Jefferson Morgan School District, and the Greene County Planning Commission for review and comment on September 13, 2005; and,

Whereas, Jefferson Township has received no substantial comments from the contiguous municipalities, the School District, and the Greene County Planning Commission within forty-five (45) days of submission of the Jefferson Morgan Multi-Municipal Comprehensive Plan; and,

Whereas, notice of a public hearing was forwarded to the Observer-Reporter to be advertised and published on October 16, 2005, and October 23, 2005; and,

Whereas, the Board of Supervisors held a public hearing on November 3, 2005 to hear and consider public comments, and that the comments received at the public hearing were duly noted; and,

Whereas, the Jefferson Township Board of Supervisors, after consideration of comments received (or lack thereof, as the case may be), has determined that the Jefferson Morgan Multi-Municipal Comprehensive Plan, as originally set forth in Exhibit "A", should not be substantially revised in whole or in part; and,

Whereas, the Jefferson Township Board of Supervisor has found the comprehensive plan is beneficial to the health, safety and welfare of the citizens of the borough.

NOW, THEREFORE, BE IT RESOLVED BY THE JEFFERSON TOWNSHIP BOARD OF SUPERVISORS AND IS HEREBY RESOLVED AND ENACTED BY THE AUTHORITY OF THE SAME:

SECTION I. The Board of Supervisors of the Municipality of Jefferson Township, by this resolution, adopts the Jefferson Morgan Multi-Municipal Comprehensive Plan as

Jefferson Morgan Multi-Municipal Comprehensive Plan Signed Resolutions

attached hereto as Exhibit "A", as pursuant to Article III and Article XI of the Pennsylvania Municipalities Planning Code.

SECTION II. Any and all previous comprehensive planning documents are hereby repealed.

Resolved and enacted this 3rd day of November 2005.

ATTEST:

Kimberly Cottle
Secretary

JEFFERSON TOWNSHIP
BOARD OF SUPERVISORS

Richard Faddis
Mickey Dikun
Clancy Murray

RESOLUTION NO. 1-05

A RESOLUTION OF THE BOROUGH OF CLARKSVILLE, COUNTY OF GREENE, COMMONWEALTH OF PENNSYLVANIA ADOPTING JEFFERSON MORGAN MULTI-MUNICIPAL COMPREHENSIVE PLAN, DATED THIS EIGHTH DAY OF NOVEMBER, 2005 AS PREPARED BY THE JEFFERSON MORGAN MULTI-MUNICIPAL COMPREHENSIVE PLAN STEERING COMMITTEE, AND FACILITATED BY MACKIN ENGINEERING COMPANY, PURSUANT TO ARTICLE III AND ARTICLE XI OF THE PENNSYLVANIA MUNICIPALITIES PLANNING CODE.

Whereas, a copy of the comprehensive plan, which includes the text, maps, charts and any other items which form the whole of the comprehensive plan and was made available for public review with the borough secretary and in the Thomas Hughes Reading Center is attached hereto as exhibit "A"; and,

Whereas, the Jefferson Morgan Multi-Municipal Comprehensive Plan was sent to all contiguous municipalities, the Jefferson Morgan School District, and the Greene County Planning Commission for review and comment on September 13, 2005; and,

Whereas, Clarksville Borough has received no substantial comments from the contiguous municipalities, the School District, and the Greene County Planning Commission within forty-five (45) days of submission of the Jefferson Morgan Multi-Municipal Comprehensive Plan; and,

Whereas, notice of a public hearing was forwarded to the Observer-Reporter to be advertised and published on October 16, 2005, and October 23, 2005; and,

Whereas, the Borough Council held a public hearing on November 8, 2005 to hear and consider public comments, and that the comments received at the public hearing were duly noted; and,

Whereas, the Clarksville Borough Council, after consideration of comments received (or lack thereof, as the case may be), has determined that the Jefferson Morgan Multi-Municipal Comprehensive Plan, as originally set forth in Exhibit "A", should not be substantially revised in whole or in part; and,

Whereas, the Clarksville Borough Council has found the comprehensive plan is beneficial to the health, safety and welfare of the citizens of the borough.

NOW, THEREFORE, BE IT RESOLVED BY THE CLARKSVILLE BOROUGH COUNCIL AND IS HEREBY RESOLVED AND ENACTED BY THE AUTHORITY OF THE SAME:

SECTION I. The Borough Council of the municipality of Clarksville Borough, by this resolution, adopts the Jefferson Morgan Multi-Municipal Comprehensive Plan as

Jefferson Morgan Multi-Municipal Comprehensive Plan Signed Resolutions

attached hereto as Exhibit "A", as pursuant to Article III and Article XI of the Pennsylvania Municipalities Planning Code.

SECTION II. Any and all previous comprehensive planning documents are hereby repealed.

Resolved and enacted this 8th day of November 2005.

ATTEST:

Debra H. Wang
Secretary

Clarksville Borough Council

Jerry M...
President

(SEAL)

EXAMINED AND APPROVED by me this 8th day of November, 2005.

BY: _____
Mayor

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Jefferson Morgan Multi-Municipal Comprehensive Plan

The following people donated their time to serve on the Comprehensive Plan Steering Committee:

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The Jefferson Morgan Multi-Municipal Comprehensive Plan was prepared by:

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The Jefferson Morgan Multi-Municipal Comprehensive Plan was funded in part by a Pennsylvania Department of Community and Economic Development (DCED) Land Use Planning and Technical Assistance Program (LUPTAP) grant and a grant from the Local Government Academy.

VISION STATEMENT

“The Jefferson Morgan Multi-Municipal Comprehensive Plan will be developed in the spirit of cooperation to collectively determine a shared vision for our desired future. We will build upon the existing municipal infrastructure, our sense of community, and love for the county with its breathtaking scenic beauty, to direct future growth to protect our homes, neighbors, and families while fostering an economic renewal from a regional perspective.”

Section 1: Introduction

Community Development Objectives

The Multi-Municipal Plan is a framework that outlines specific strategies for local leaders to follow so that they may help to achieve the desired future vision of community residents. The following community development objectives outline those general, over-arching goals that have provided direction for the comprehensive plan. The community development objectives were developed in accordance with the Pennsylvania Municipalities Planning Code (MPC), Article III Section 301 (a) (1).

The Multi-Municipal Comprehensive Plan was developed to:

- Organize and motivate the individual governing bodies to plan collectively for the good of all;
- Join together to ensure efficient use of resources and avoid needless duplication of services;
- Attract development that will stimulate the regional economy and provide family sustaining jobs;
- Enhance the transportation network to facilitate desired development goals;
- Develop outlets that facilitate the movement of pedestrians and which lend to the creation of new alternative modes of transportation;
- Promote the sense of community and family atmosphere that will invite new residential development;
- Provide social and recreation outlets for residents,
- Capitalize on the scenic beauty and natural features of the community; and,
- Promote those aspects that are unique to each community.

Following its adoption and subsequent implementation of the recommendations, this multi-municipal comprehensive plan will direct growth and future development in a manner that adheres to sound land use policies. Achieving these goals will require follow-through by, and leadership from, each of the respective governing bodies. With cooperation from the County Leaders, public at large, and private and public entities, this plan will be a positive and powerful tool.

Section 1: Introduction

Why a Multi-municipal Comprehensive Plan?

The Jefferson Morgan Multi-Municipal Comprehensive Plan was prepared to meet the standards for multi-municipal cooperative comprehensive plans contained in Article XI of the Pennsylvania Municipalities Planning Code (MPC). As a way to encourage multi-municipal planning efforts, the PA MPC provides incentives and legal protection to these types of planning efforts that are not given to single municipal comprehensive plans.

Multi-municipal efforts are authorized to:

- o Designate "Growth Areas" – Municipalities may plan together to identify locations where services are planned to direct development over a 20-year period. Development may include residential or mixed uses of one-unit or more per acre. Municipalities may create the growth area for commercial, industrial and institutional uses to generate economic stability and provide for a healthy tax base.
- o Designate "Future Growth Areas" – Municipalities may identify locations that are designated for future development scenarios. The designation of future growth areas provide for the orderly provision of municipal services and extension of public utilities to meet expected demand in these locations.
- o Designate "Rural Resource Areas" – Municipalities may identify locations where agricultural or natural resource activities are conducted. These locations are those that should not be developed in a more intense manner so that uses of an agricultural or open space nature may continue. Rural resource areas support only minimal development as infrastructure extensions or services are not planned.
- o Direct land uses in appropriate areas – Multi-municipal planning efforts provide for land uses from a regional perspective, which means the planning area of the multi-municipal effort. This allows municipalities to enact zoning ordinances without having to provide for all uses in each municipality.
- o "Developments of Regional Impact" (DRI) – DRI's address regionally significant developments that will have wide ranging effects such as major transportation projects, water and sewerage facilities planning, etc. A multi-municipal planning effort gives local control over and input to such developments allowing for better planning measures to accommodate increased service demands.
- Create preservation and/or conservation measures to ensure that natural, scenic, cultural or historical resources are protected.

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The incentives to multi-municipal planning efforts are:

- o Implement cooperative agreements to share tax revenues and fees
- o Protection from exclusionary zoning challenges if land uses are accommodated within the entire area of the plan
- o Priority when applying for funding from state agencies
- o Transfer of development rights from rural resource areas within one municipalities to growth areas of a municipality within the plan area
- o Authority to adopt Specific Plans as an implementation tool for directing nonresidential development

Implementation agreement

Under Section 1104 of the PA MPC, municipalities are given tools such as intergovernmental cooperative agreements to implement the multi-municipal comprehensive plan. Although such agreements are optional, it provides legal basis and formal structure to see the planning effort through to fruition (Puko, 2003). A sample agreement is included in the appendices of this document.

Implementation agreement content required by the PA Intergovernmental Cooperation Law

1. Conditions of the agreement
2. Duration of the agreement
3. Purpose and objectives of the agreement, including powers and scope of authority delegated in the agreement
4. How the activities and actions specified in the agreement will be financed
5. Organizational structure necessary to carry out the agreement
6. Manner in which any property involved in the agreement will be acquired, licensed, or disposed
7. Provisions for employee insurance and benefit contracts, if any, associated with the agreement

Implementation agreement content required by the PA Municipalities Planning Code

1. Consistency review process to be used by participating municipalities to judge consistency of implementing actions, like zoning ordinances or capital projects, with the multi-municipal comprehensive plan.
2. Process for the review and approval of developments or regional significance and impact.
3. Roles and responsibilities of participating municipalities with respect

Section 1: Introduction

to implementation of the multi-municipal comprehensive plan, including particularly the provision of public infrastructure and services.

4. Yearly report of implementation activities, particularly infrastructure projects undertaken and development applications and approvals.
5. Process by which the multi-municipal comprehensive plan can be amended and growth, future growth, and rural resource areas can be redefined.

Consistency review process

The consistency review process provides a means for partner municipalities to review plans and ordinances and determine if the proposed actions are consistent with the goals and recommendations contained in the comprehensive plan. Specific items that would be addressed in a consistency review process include zoning ordinances, subdivision and land development ordinances, an official map; and infrastructure improvements such as water or sewer system improvements; street and highway upgrades. Additionally, projects such as streetscape improvements, proposed large scale industrial, or housing developments, and even recreation project should be included in the review process (Puko, 2003).

Consistency is defined by the MPC (2003) as "an agreement or correspondence between matters being compared which denotes a reasonable, rational, similar, connection or relationship (p. 2). The participating municipalities would designate a formal committee structure to review proposed projects or actions that would affect land use. The committee would determine consistency with the established recommendations of the comprehensive plan and issue a formal written opinion regarding consistency or provide actions needed to be undertaken to achieve consistency.

Basic elements of a consistency review process

- Enactment of implementing ordinances must occur within two years of plan adoption date.
 - Ordinances such as a multi-municipal zoning ordinance and a subdivision and land development ordinance should be undertaken as a first step to implement land use regulations to direct new development according to community development objectives.
- Establish by a multi-municipal review committee to conduct consistency reviews. The existing structure of the Jefferson Morgan

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Regional COG may serve as a foundation for such a committee.

All participating municipalities should adopt, by resolution, a statement that the governing body will provide sufficient notice and pertinent information regarding proposed ordinances or actions.

Public Involvement Process

The Jefferson Morgan Multi-Municipal planning process included a public participation component that was designed to meet requirements outlined in the Pennsylvania Municipalities Planning Code. A steering committee was formed with representatives of Jefferson Borough, Jefferson Township, Morgan Township, Clarksville Borough, Rice's Landing Borough, and Greene County Planning Commission. The Steering Committee oversaw the process and provided direction for the consultant. Public meetings were held at key points during the project to gather public input and to present recommendations for comment. Stakeholder surveys, interviews, and focus groups were conducted to gather detailed information on community services, key issues, and identified concerns of the Steering Committee and public. A public survey was distributed to obtain input from persons who were reluctant to attend public meetings. The results of the public survey are shown on pages 1-6 through 1-11.

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Public Survey

Based upon total number of occupied households, 877 surveys were prepared and distributed in each of the project municipalities plus Rices Landing. 104 surveys were returned for a response rate of 11.86 percent and a margin of error at 5 percent. The public survey addressed a range of subjects relating to the quality of life within the Jefferson Morgan region. The following are the results of the public survey.

The reason I live in my community is:

Highest responses:

1. Small Town Character
2. Family
3. Rural Character

Lowest responses

1. Public Transportation
2. Shopping
3. Entertainment

Community residents were asked what local officials should do to improve the quality of life in the Jefferson Morgan Region. Questions were organized under the categories of Cultural and Historical Assets, Parks and Recreation, Housing, Human Services, Jobs/Economic Opportunities, Transportation, Open Space/Environment, and Government Services.

Cultural and Historical Assets highest responses:

1. Preserve historical assets
2. Develop a heritage trail

Lowest Response:

1. Encourage tourism

Parks and Recreation highest response:

1. Maintain existing parks

Lowest Response:

1. Develop motorized trails

Section 1: Introduction

Housing highest responses:

1. Provide for more senior housing

Lowest Response:

1. Encourage multi-family housing

Human Services highest responses:

1. Provide more youth centers

Lowest Response:

1. Provide for more day care centers

Jobs/Economic Opportunities highest responses:

1. Support small business
2. Reduce Taxes/Provide job training and education

Lowest Response:

1. Support the gaming, casino, horse racing industry
2. Develop new industrial parks

Transportation highest responses:

1. Improve road maintenance
2. Increase pedestrian safety

Lowest Response:

1. Reduce traffic congestion

Open Space/Environment highest responses:

1. Clean up litter and roadside dumping
2. Address storm water runoff

Lowest Response:

1. Address erosion control
2. Enact agricultural zoning

Section 1: Introduction

Government Services highest responses:

1. Improve public school curriculum
2. Improve public school classrooms
3. Work with other communities to plan for development

Lowest Response:

1. Combine local fire departments
2. Develop zoning and subdivision ordinances

Question 3 asked respondents to indicate the level of satisfaction regarding a variety of services.

Respondents were most satisfied with:

1. Fire protection
2. Ambulance/EMS
3. Postal services

Respondents were least satisfied with:

1. Sidewalk maintenance
2. Public Transportation
3. Medical/hospital

Question 4 asked what the most important issues were facing the region over the next ten years.

Respondents felt that the most important issues were:

1. Creating/providing jobs and economic opportunities
2. Education
3. Farmland Preservation

Respondents felt that the least important issues were:

1. Traffic congestion
2. Traffic circulation
3. Regional approach to planning and zoning

Section 1: Introduction

Question 5 asked what type of growth residents preferred.

The most preferred growth scenario was planned growth
The least preferred growth scenario was for high density growth

Question 6 asked for the respondents preferred scenario regarding living and daily commuting to shopping and public transportation.

50% preferred to live within a short drive from daily shopping needs
38% preferred to live in a rural setting away from shopping areas
6.8% preferred to live near public transportation to take them to shopping areas
4.9% preferred to live within walking distance of daily shopping needs

The remaining questions provided general demographics.

32% of respondents were from Jefferson Township
8.6% of respondents were from Jefferson Borough
28% of respondents were from Morgan Township
3.8% of respondents were from Clarksville Borough
25% of respondents were from Rices Landing Borough

58% lived in their community 20 or more years
9.7% lived in their community between 15-19 years
8.7% lived in their community between 10-14 years
11.6% lived in their community between 5-9 years
11.6% lived in their community between 1-5 years

20% were over the age of 65
14.4% were between the ages of 60-64
38.5% were between the ages of 41-59
23% were between the ages of 26-40
3.8% were between the ages of 19-25
No respondents were under the age of 19

Jefferson Morgan Multi-Municipal Comprehensive Plan

Section 1: Introduction

59.6% of respondents were female
40.3% of respondents were male

84.7% of responding households were connected to the internet
15.2% of responding households were not connected to the internet

54% of respondents had a high school diploma
19% of respondents had a bachelor's degree
20.9% of respondents had a graduate degree
5.7% of respondents identified "other" as an additional educational attainment level

12.5% of respondents earned less than \$24,999
40.6% of respondents earned between \$25,000-\$49,999
27% of respondents earned between \$50,000-\$74,999
19.8% of respondents earned over \$75,000

43.8% worked full time
14% worked part time
8.6% were unemployed
30% were retired
2.8% were disabled

84% of households had public water
15.8% of households had a well
61% had public sewerage
38.5% had septic systems

Section 1: Introduction

Implementation Strategy

The following matrix shows high priority goals for implementation. All goals from low to high priority can be found in the recommendations portion of each plan section.

Jefferson Morgan
Implementation Strategy
High Priority Goals and Actions

	Goal	Action	Timeframe	Responsible Party	Priority
Historic Character	Goal: Promote the Village of Mather's rich mining legacy through the development of a unique regional attraction.	Action: Establish a committee of the Jefferson Morgan COG to develop a local plan for the Mather Site and present to the <u>Greene County Commissioners</u> .	1-2 Years	Jefferson Morgan COG, Governing Bodies, Greene County Planning, County Historical Society	High
		Action: Partner with the Greene County Planning Department to apply for funding to conduct a feasibility and site plan for the Mather Site	1-2 Years		High
Historic Character	Goal: Create new linkages to historic and recreational resources by extending the Greene River Trail into the Jefferson Morgan Region.	Action: Partner with the Greene County Planning Department and the Jefferson Morgan COG to apply for DCNR funding to conduct a trail feasibility study.	1-2 Years	Jefferson Morgan COG, Governing Bodies, Greene County Planning, County Recreation Department	High
Community Facilities	Goal: Enhance coordination and communication with area VFD's and the COG	Action: Establish a partnership between the various Volunteer Fire Departments and the Jefferson Morgan COG to achieve the following:	1-2 Years	Jefferson Morgan COG, Governing Bodies, Local VFDs	High
		<u>Cooperative purchasing for VFD and EMS</u>			
		Coordinate with infrastructure expansions to accommodate VFD requirements or concerns such as hydrant installations and water pressure			
		Coordinate with the Southwestern Pennsylvania Water Authority and the local VFD's to retrofit hydrant couplings to a standard acceptable to all VFDs			
	Establish an annual or bi-annual meeting schedule with VFD/EMS and the Jefferson Morgan COG to discuss needs and services				
Community Facilities	Goal: Enhance the effectiveness and improve the capacity of the Jefferson Morgan Regional COG	Action: Identify new funding sources by partnering with the <u>Community Builders of Greene County Foundation</u> .	1-2 Years	Jefferson Morgan COG, Governing Bodies	High
		Action: Consider providing remuneration to staff persons so that additional coordination can occur between member <u>municipalities</u> .	1-2 Years		High
		Action: Develop a COG Website that provides information such as current activities, regulations, and areas available for development.	1-2 Years		High

Jefferson Morgan
Implementation Strategy
High Priority Goals and Actions

	Goal	Action	Timeframe	Responsible Party	Priority
Community Facilities	Goal: Explore opportunities to work cooperatively with neighboring communities to provide municipal facilities / services	Action: Apply to the Department of Community and Economic Development for funding to conduct a study that would identify areas where the municipalities can cooperate and share resources.	1-2 Years	Jefferson Morgan COG, Governing Bodies	High
		Action: Conduct a Municipal Merger/Consolidation Study that would address the feasibility of the merger of Clarksville and/or Jefferson Boroughs with Morgan and/or Jefferson Townships	1-2 Years		High
Community Facilities	Goal: Address negative issues related to sewage treatment within the project area	Action: Conduct a study to determine the feasibility of consolidating sewerage providers.	1-2 Years	Jefferson Morgan COG, Governing Bodies, County Planning Department, local sewerage treatment providers	High
		Action: Partner with Greene County, DEP, Greene County Conservation District and pertinent environmental and watershed groups to develop an effective sewage treatment oversight program for the project area	1-2 Years		High
		Action: Require that septic system maintenance activities are included in all Act 537 Plan updates.	1-2 Years		High
		Action: Partner with Greene County Planning & Development to investigate the feasibility of alternative wastewater systems for use within the project area.	1-2 Years		High
Transportation	Goal: Ensure that the local road network is well maintained and meets resident demand	Action: Continue working with neighboring communities to share equipment and maintenance tasks	Ongoing	Jefferson Morgan COG, Governing Bodies	High
		Action: The Jefferson Morgan Regional COG should develop a shared maintenance list to identify tasks that can increase the efficiency of local road crews	1-2 Years		High
Transportation	Goal: Improve pedestrian access to commercial areas, cultural attractions, and recreational facilities	Action: Develop pedestrian connections to the Greene River Trail access areas from Rices Landing Borough and Jefferson Township	1-2 Years		High

Jefferson Morgan
Implementation Strategy
High Priority Goals and Actions

	Goal	Action	Timeframe	Responsible Party	Priority
Transportation	Goal: Establish partnerships and foster regional planning for transportation improvements	Action: Work with the Greene County Penn DOT office to identify funding opportunities to correct roadway deficiencies that fall under local municipal control (e.g.. the replacement of chimney manhole that is located in Jefferson Borough at the intersection of SR 188 and SR 1011/Clarksville Road, mitigate flooding concerns near the bridge over Ten Mile Creek due to the presence of a vegetated gravel bed)	1-5 Years	Jefferson Morgan COG, Governing Bodies	High
		Action: Work with the Greene County Penn DOT office to remove litter by developing a "Keep PA Beautiful" program for the Jefferson Morgan region.	1-5 Years		High
Housing	Goal: Ensure that high density living areas are close to regional highway networks and community services/facilities.	Action: Support land use regulations that direct residential and mixed use residential development to locations around major road networks.	1-5 Years	Jefferson Morgan COG, Governing Bodies	High
		Action: Include the principles of new urbanism and smart growth concepts into future land use regulations.	1-5 Years		High
		Action: Enact regional land use regulations that will encourage well-designed mixed use development that fosters walkable neighborhoods with access to transit facilities or major road networks.	1-5 Years		High
Housing	Goal: Protect rural resources by limiting residential areas within designated areas.	Action: Designate Rural Resources areas with the understanding that public funds will not be dedicated to infrastructure expansion within these locations.	1-2 Years	Jefferson Morgan COG, Governing Bodies	High
		Action: Each Comprehensive Plan municipality, including Rices Landing, will adopt a resolution supporting the comprehensive plan's recommendations to direct residential development in a manner that preserves open space and agricultural pursuits.	1-2 Years		High
		Action: Ensure that zoning regulations limit development densities and uses in rural resource areas.	1-2 Years		High
		Action: Enact subdivision and land ordinance regulations that include provisions for cluster development and conservation design elements	1-5 Years		High

Jefferson Morgan
Implementation Strategy
High Priority Goals and Actions

	Goal	Action	Timeframe	Responsible Party	Priority
Housing	Goal: Plan regionally so that realistic housing strategies can be developed to meet market demands.	Action: Amend the Comprehensive Plan for Rices Landing to include the Jefferson Morgan Multi Municipal Comprehensive Plan	Immediate	Jefferson Morgan COG, Governing Bodies	High
		Action: Enact a multi-municipal zoning ordinance for the Jefferson Morgan Regional Comprehensive Plan Project area (including Rices Landing)	1-2 Years		High
		Action: Enact a regional a subdivision and land ordinance	1-5 Years		Medium
Economic Sustainability	GOAL: Capitalize on the project area's proximity to major roadways	Action: Develop the State Route 88 and State Route 188 intersection	1-5 Years	Jefferson Morgan COG, Governing Bodies	High
		Action: Enact municipal regulations, such as zoning and subdivision and land development ordinances, that will control development along SR 88 and SR 188.	1-5 Years		High
		Action: Establish economic development opportunities along State Route 21	1-5 Years		High
Economic Sustainability	GOAL: Market existing economic development opportunities	Action: Work with GCIDA to develop brochures that highlight the region's strengths and coordinates with Countywide economic development strategies	1-2 Years	Jefferson Morgan COG, Governing Bodies	High
		Action: Develop a project area website that contains links to all the economic development organizations in the area	1-2 Years		High
		Action: Work with GCIDA to compile a list of available land for developers that would include acreage available, infrastructure that is present, price, zoning, etc.	1-2 Years		High
		Action: Establish an economic development committee to work with GCIDA to coordinate development and marketing efforts	1-2 Years		High
Economic Sustainability	GOAL: Work cooperatively to ensure economic viability	Action: Direct future development to areas with existing infrastructure and proper zoning	Ongoing	Jefferson Morgan COG, Governing Bodies	High

Jefferson Morgan
Implementation Strategy
High Priority Goals and Actions

	Goal	Action	Timeframe	Responsible Party	Priority
Economic Sustainability	GOAL: Work cooperatively to ensure economic viability	Action: Enact a multi-municipal zoning ordinance that directs commercial and industrial development to appropriate locations near major roadways and near public water and sewerage service areas	1-2 Years	Jefferson Morgan COG, Governing Bodies	High
Economic Sustainability	GOAL: Create new economic development opportunities specific to the project area	Action: Complete a regional market study that includes a heritage tourism aspect and identifies economic strategies based upon the Greene River Trail.	2-5 Years	Jefferson Morgan COG, Governing Bodies	High
		Action: Designate a local entity to initiate revitalization efforts including funding applications and coordination with county agencies and state departments	1-2 Years		High
		Action: Identify opportunities for niche markets such as agri-tourism, and bed and breakfasts	5-10 Years		Medium
Economic Sustainability	Goal: Attract new businesses into the downtown area	Action: Conduct interviews and surveys on an annual or semi-annual basis to determine causes for recent business closures.	Ongoing	Jefferson Morgan COG, Governing Bodies	High
		Action: Encourage existing and new business owners to participate in the to-be-established Jefferson Morgan Chamber of Commerce	Ongoing		High

Jefferson Morgan
Implementation Strategy
High Priority Goals and Actions

	Goal	Action	Timeframe	Responsible Party	Priority
Economic Sustainability	Goal: Enhance the existing business environment	Action: Establish a Jefferson Morgan Regional Chamber of Commerce that would act as a committee of the COG.	1-2 Years	Jefferson Morgan COG, Governing Bodies	High
		Action: Survey existing businesses to identify current conditions and problems.	Ongoing		High
Recreation	Goal: Provide appropriate recreational services to meet the needs of local residents	Action: Establish a recreation committee of the Jefferson Morgan COG to address recreation needs and facilities	1-2 Years	Jefferson Morgan COG, Governing Bodies	High
		Action: Work with Greene County to develop the Mather Mine Site in a manner that meets local objectives to provide recreation services and commemorate the mining legacy of the region	1-2 Years		High
		Action: Replace all recreational/playground equipment that not comply with current safety standards	2-5 Years		High
		Action: Install fall-safe material at appropriate locations	2-5 Years		High
Land Use	Goal: Enable the Jefferson Morgan Regions to control future land uses	Action: Enact a multi-municipal Zoning Ordinances incorporating the geographic planning area to share land uses across municipal boundaries	1-2 Years	Jefferson Morgan COG, Governing Bodies	High
Land Use	Goal: Ensure that the enforcement of the adopted plans / ordinances are in accordance with the goals and recommendations established by the Multi-Municipal Comprehensive Plan	Action: Provide training opportunities to members and staff of the Jefferson Morgan Regional COG, future staff of the Zoning Department and zoning hearing board members	1-2 Years	Jefferson Morgan COG, Governing Bodies	High
Land Use	Goal: Restrict building in floodplains / wetlands, and steep slopes.	Action: Adopt appropriate ordinances to protect environmentally sensitive areas. Floodplain overlay districts restrict development within areas that are designated as flood prone areas.	1-2 Years	Jefferson Morgan COG, Governing Bodies	High
		Action: Classify flood plains as a separate zoning district.	1-2 Years		High
		Action: Amend the zoning ordinances to prevent construction on areas deemed landslide prone by the borough/township engineer.	1-2 Years		High

Jefferson Morgan
Implementation Strategy
High Priority Goals and Actions

	Goal	Action	Timeframe	Responsible Party	Priority
Land Use	Goal: Recognize the value and unique aspects of historic locations	Action: Develop a historic preservation district for the Village of Mather and Rice's Landing Borough.	1-2 Years	Jefferson Morgan COG, Governing Bodies	High
	Goal: Recognize the value and unique aspects of historic locations	Action: Develop appropriate design guidelines that will impart a sense of character within the identified historic areas.	3-5 Years	Jefferson Morgan COG, Governing Bodies	Medium
Natural Resources	Goal: Establish a strategy to direct remediation efforts to areas within the project area experiencing development pressures.	Action: Enact land use ordinances to protect farmland and prime agricultural soils	1-2 Years	Jefferson Morgan COG, Governing Bodies	High
		Action: Identify high growth/construction areas and implement proper sediment and erosion control measures	Ongoing		High
		Action: Use zoning regulation to restrict building in floodplains	1-2 Years		High
		Action: Enforce steep slope zoning ordinances to ensure non-hazardous development in sloped areas.	1-2 Years		High
		Action: Identify preservation areas/rural resource areas	1-2 Years		High
Natural Resources	Goal: Identify and mitigate issues that affect water quality and quantity.	Action: Restrict building in floodplains, wetlands, and steep slope areas	Ongoing	Jefferson Morgan COG, Governing Bodies	High
		Action: Coordinate with local officials and private industry to enforce stormwater management regulations and erosion control methods	Ongoing		High

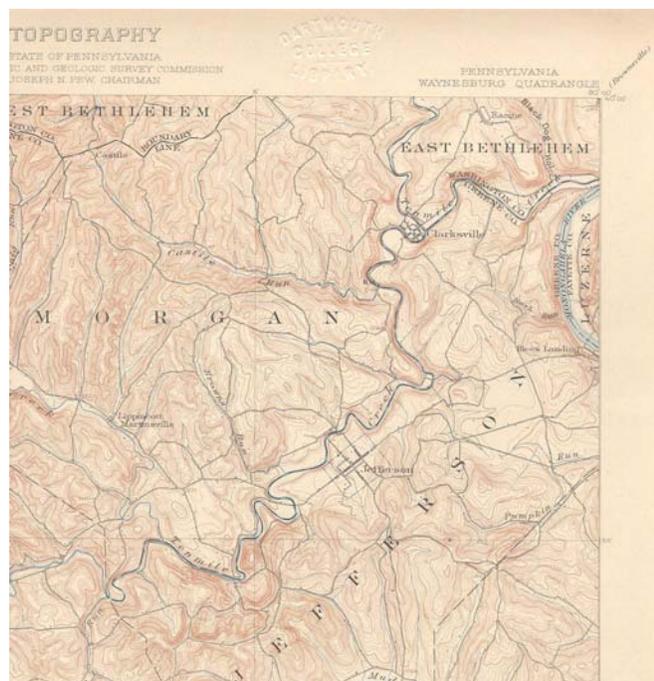
Jefferson Morgan Multi-Municipal Comprehensive Plan

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The municipalities in the Jefferson Morgan Region include Clarksville Borough, Jefferson Borough, Jefferson Township, Morgan Township, and Rice's Landing Borough. Within the two townships are the villages of Mather, Pitt Gas, Braden, G.I. Town, Burson, and Dry Tavern. Located in the Northeastern section of Greene County, these contiguous communities are situated along the Monongahela River. The region is located in close proximity to two (2) interchanges along I-79 and motorists can travel to the City of Pittsburgh or Greater Pittsburgh International Airport in an easy 45-minute commute.

Although the nature of its first inhabitants is still a mystery, historic records maintain that the first inhabitants were Native Americans of the Six Nations of New York. The tribes included Shawnee, Delaware, and the Iroquois (or Mingo Indians) who lived near the waterways and availed themselves to the plentiful wildlife found in the region. The Native American Tribes were left to themselves until French and English colonization began to encroach on these traditional hunting grounds.

From this point on, Native American unrest in the region limited white settlement. It wasn't until 1758 that the English finally overthrew French occupation and began to renew their old alliance with the resident tribes. Unfortunately, as history attests, a peaceful European and Native American allegiance was never to be and it wasn't until the end of the 1700's that peaceful occupation of the region began to be realized. The first white settlers who braved the Indian unrest were primarily of English, Scottish, and Scotch-Irish descent. This lineage would be the primary ethnic caste of the county until the industrial revolution of the 19th Century.



Historical Map (Map Tech, 2004)

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The Revolutionary War between the Colonies and England came at a time when both Pennsylvania and Virginia were claiming the land west of the Alleghenies as their own. Upon the establishment of Westmoreland County in 1773, there ensued a long controversy as to who held jurisdiction over what are now Washington and Greene Counties. Although the original charter to William Penn for Pennsylvania occurred as early as 1681, it was not until 1780 that the boundary of Pennsylvania was established. The following year Washington County was formed from Westmoreland County. The new county was quite large and contained what are now Greene, Allegheny and Beaver Counties. It wasn't long before the Washington County was reduced in size when Allegheny County was established in 1788. In the following year, more lands were annexed from Washington County to Allegheny. In 1796 was formed from Washington County and then in 1802, Greene County's boundary was modified to return a portion back to Washington County.

The early residents of the region were strong willed, as they had to be to conquer the wilderness and carve out a living. This spirit gave rise to a fierce drive for self-determination and independence. An example of this independent spirit was evidenced by a well-known event in early American history. The act by the new federal government in 1791 to impose a tax on whiskey and liquor stills brought about significant unrest by the general public in the settled areas of southwestern Pennsylvania including Allegheny, Washington, Greene and Fayette Counties. Previous to this act, the Commonwealth of Pennsylvania had attempted for many years to pass such a tax, but efforts to collect the excise proved to be so exacting that each tax bill was repealed. The tax hit home the hardest in the western portion of the state where farmers had come to rely on liquor as a form of payment.

Quick to organize against what was felt as an outrageous affront to their independence, a committee of area residents began to prepare their case against the unfair taxation. To the extent that this taxation caused civil unrest and disobedience cannot be understated. By 1794, events had grown so violent and out of control, that President George Washington dispatched a military force to quell the "Whiskey Insurrection." Following the dispatch of the federal forces, the local resistance faded as arrests were made and the leaders of the rebellion fled Pennsylvania.

The character of Greene County was significantly influenced by its agricultural history and its plentiful natural resources. Also contributing to the growth of the county was its location along the Monongahela River. Ever since the first settlers came to Southwestern Pennsylvania, the Monongahela

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River was instrumental in the development of settlements as it was recognized as a major transportation system for the region. During the pre-Revolutionary times, individuals utilized this waterway as a method of traveling westward to the Ohio River. During the industrial era, the Monongahela River was a source of moving materials from the busy coalmines located along its shores to industrial centers. Today, the river is still considered a commercial waterway due to the number of barge companies that transport coal, petroleum products, scrap metal and other materials.

One of the first major economic pursuits for residents of Greene County was agriculture in nature. Raising sheep to produce wool for the markets was widely successful in the county and was the largest revenue generating industry from the Civil War to the early 1900's. The advent of the railroads to the county was seen as a major source of economic prosperity as businesses and towns grew up around the new, more efficient and speedier mode of transportation. Upon the discovery of mineral resources of Greene County, new industrial pursuits soon outpaced the agriculture industry in the creation of jobs. The extraction of oil, natural gas and coal placed the county as a leader in the extraction of these natural resources. Soon numerous factories were built throughout the county to capitalize on this newly found wealth.



John Rex Farm (Mackin, 2004)

The early settlers of the Jefferson Morgan region pursued agricultural, entrepreneurial and educational pursuits. The Monongahela College, located in Jefferson Borough, was founded in 1867 but had closed by 1894. The college was organized to provide education from a religious focus and was well known for its beautiful setting. Today, all that remains is a historical plaque that marks its location in Jefferson Borough.

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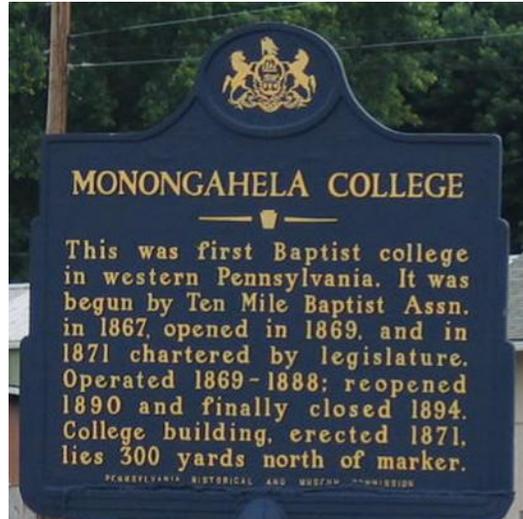
The borough of Rice's Landing, settled in 1767, was one of the first inhabited areas in Greene County. Rice's Landing, incorporated in 1780, was known as an important river port along the Monongahela River and contributed significantly to the development of the Jefferson Morgan Region and Greene County. Historic preservation efforts in Rice's Landing have resulted in the designation of a Historic District within its downtown area. Jefferson Township was settled in 1776 and incorporated from Morgan Township in 1798.

Morgan Township, which surrounds Clarksville Borough and the village of Mather was formed in 1781. Clarksville Borough was established in 1809 and the village of Mather was built in 1919 by the Pickins and Mather Mine Company. These communities capitalized mainly upon agricultural and mining pursuits. Mather was built as a mining town to support housing needs for the men who worked in the Mather Colliery Mine. On May 9, 1928, a methane gas explosion

killed 198 men at the Mather mine site. This significant event put the region on the map as this event resulted in the most casualties from a mining accident at that time in the nation's history.

The mining activity left a significant environmental and economic legacy that is present to this day in the form of a 'gob pile.' Gob Piles are essentially coal leftovers that weren't processed by the mine. The gob pile in Morgan Township is currently undergoing remediation efforts to reclaim usable coal and other products and eventually reclaim this land for other uses.

The Jefferson Morgan Region has many historic buildings and retains an agricultural and rural charm that endears it to visitors. Capitalizing upon these historic and natural resources will assist in the revitalization of the local economy and instill community pride in the rich heritage of the region.



Historical Marker-Monongahela College (Mackin, 2004)

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One such resource is the Thomas Hughes house, which is registered with the Pennsylvania Historical Museum Commission. Thomas Hughes founded Jefferson Borough and served in the American Revolution, participated in the Whiskey Rebellion and is reported to have supported the Underground Railroad by providing shelter to runaway slaves. This structure, built in 1814,



Mining Car (Mackin, 2004)



Mather Mine Site (Mackin, 2004)

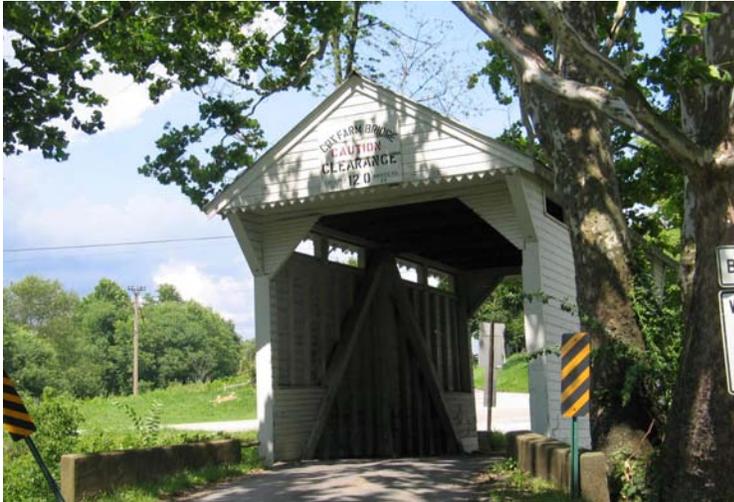
is a prime example of historic rehabilitation and can serve as a cornerstone to support heritage tourism. The building now serves as an extension of the Greene County Library System.

Other resources that are listed with the Pennsylvania Historical Museum Commission include the following:

1. The Cree House, Jefferson Township
2. The John Rex Farm, Jefferson Township
3. The Colver-Rogers Farmstead, Morgan Township
4. The Horn Davis Covered Bridge, Morgan Township
5. The Lippincott Covered Bridge, Morgan Township
6. The Mather Collieries and Town of Mather, Morgan Township
7. Rice's Landing Historic District, Rice's Landing

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Greene County is actively involved in a very successful heritage tourism event. The Covered Bridge Festival is an annual event that celebrates the architectural heritage of covered bridges. The Covered Bridge Festival was organized in 1970 by residents in adjacent Washington County and has grown to include the covered bridges in Greene County.



Cox Farm Bridge, Mackin (2004)

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Analysis:

The region has numerous historic resources, some of which are not receiving dedicated funding or benefiting from promotional efforts (including resources in nearby Rice's Landing – the W.A. Young Machine Shop-owned by the Historical Society and the oldest two-cell jail). As Rice's Landing was the primary settlement area due to its location near the Monongahela River, it served as a "hub" and new settlement occurred in "spokes" out to the townships and boroughs. Rice's Landing has the only public access to the Monongahela River in the project area and is underdeveloped as a regional asset. Other existing resources that should be included in the tourism development plan include the Greene River Bike Trail. This resource could be capitalized upon to provide linkages into communities as well as draw people to the region. However, funding will need to be acquired to extend the trail into the Jefferson Morgan Region.

By capitalizing on heritage tourism, the Jefferson Morgan Region will reduce expenditures and capital outlay for economic development as they will be building upon the existing resources. To achieve actualization of this recommendation, the region will need to form a strong relationship with the County Tourism Agency and other tourism oriented organizations. To support the tourism industry, a full complement of supporting markets need to be developed as well.

Such markets include bed & breakfast establishments, farmers markets, craft stores, and mining oriented activities and businesses. The development of a farmer's market in area would provide an attraction plus support for local farms. Such an activity should be located along the State Route 88 and State Route 188 Corridors. Other farming interests could include the development of a "learning farm" that would provide education opportunities for school and university students.

The historic legacy of mining provides a natural fit for a mining memorial and museum. The Village of Mather was the site of the worst mining accident in the nation. A previous memorial dedication and festival attracted many visitors and this concept could be developed into a major attraction.

Taking a more active role to acknowledge its heritage can generate awareness of the benefits of heritage tourism. The National Trust defines heritage tourism for Historic Preservation as:

"Traveling to experience the places, artifacts and activities that

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authentically represent the stories and people of the past and present.” (On line : www.nationaltrust.org)

Investing in heritage tourism is, economically, a sound dedication of resources. The National Trust for Historic Preservation reports that the Travel Industry Association of America identified heritage tourists as spending more, over a longer period than any other type of U.S. traveler (Hargrove, 2000). Contributing to the strength of heritage tourism is the fact that the numerous resources exist within the Jefferson Morgan Region.

The appeal of historic buildings has gained in popularity and several efforts across the county are spearheading the preservation of period architecture. Local historical organizations contribute to the preservation of the historical significance of the county and are instrumental in cataloguing significant places, events, people, and artifacts.

County and local elected officials should promote the use of historic preservation provisions as authorized by the Pennsylvania Municipalities Planning Code. Ordinances focused on demolition, historic zoning overlays, zoning bonuses for the preservation of specific resources and protection of such features as scenic areas and historic sites could be particularly effective to preserve the architectural and historical character of the county. Local controls must be incorporated into a municipal zoning ordinance in order for the municipality to exercise control over historic resources.

Historic preservation efforts should follow the Secretary of the Interior's Standards for Rehabilitation. Established as guidelines for the rehabilitation of historic properties for contemporary use, these standards are nationally accepted. These Standards are, by necessity, general.

The Standards for Rehabilitation:

1. A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.
2. The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.
3. Each property will be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, will not be undertaken.

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4. Changes to a property that have acquired historic significance in their own right will be retained and preserved.
5. Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.
6. Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.
7. Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.
8. Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.
9. New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work will be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.
10. New additions and adjacent or related new construction will be undertaken in a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

Finally, the Monongahela River and Ten Mile Creek are two waterways that have major commercial potential. Both of these waterways have historically provided economic benefits for the region and remain important resources waiting to be capitalized upon. As there are seasonal homes located along Ten Mile Creek that are used for cabins, it stands to reason that businesses that sell hunting and fishing supplies would be a logical supporting industry. In addition, both the Monongahela River and Ten Mile Creek have the potential to provide canoe and fishing opportunities. It is recommended that the municipalities work towards developing a strategy to develop waterway activities.

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Recommendations:

Goal: Capitalize on existing historic resources to initiate local preservation and heritage tourism efforts specific to the Jefferson Morgan Region.

Action: Partner with Waynesburg College to develop a volunteer program to support historic preservation efforts

Action: Identify underutilized historic sites and events that can be preserved and promoted as regional attractions.

Action: Create a GIS database to map and catalogue historic sites.

Goal: Establish partnerships with county and regional tourism, recreation, and historical organizations to develop local attractions and events.

Action: Join with Rice's Landing Historical Society to establish a regional historical preservation effort.

Action: Meet with the Steel Industry Heritage Corporation to develop river related tourism.

Action: Establish a regular meeting schedule with Greene County Historical Society.

Goal: Strengthen the vibrancy and sustainability of the local economy by identifying industries and niche markets that support tourism efforts.

Action: Establish an economic development committee of the Jefferson Regional COG. The committee will serve as a quasi chamber of commerce. The committee will contact and organize local small business.

Action: Conduct market activities to identify supporting businesses for seasonal and recreational activities

Goal: Develop alternative educational opportunities such as Learning Farms, bio-diversity studies at wetlands and mine subsidence locations, to generate awareness of the Jefferson Morgan Region's agricultural and mining heritage.

Action: Work with WVU, Waynesburg College, and California University of Pennsylvania to foster educational learning opportunities

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Action: Meet with the Greene County Conservation District and Penn State Cooperative Extension to support local efforts to develop bio-diversity areas

Goal: Promote the Village of Mather's rich mining legacy through the development of a unique regional attraction.

Action: Establish a committee of the Jefferson Morgan COG to develop a local plan for the Mather Site and present to the Greene County Commissioners.

Action: Partner with the Greene County Planning Department to apply for funding to conduct a feasibility and site plan for the Mather Site

Goal: Create new linkages to historic and recreational resources by extending the Greene River Trail into the Jefferson Morgan Region.

Action: Partner with the Greene County Planning Department and the Jefferson Morgan COG to apply for DCNR funding to conduct a trail feasibility study.

Jefferson Morgan Multi-Municipal Comprehensive Plan

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Funding Sources:

Program	Description	Contact
Certified Local Government Program	Federal incentive-based program created under the National Historic Preservation Act of 1966 that provides technical assistance and funding to local governments to enhance their ability to implement historic preservation.	Pennsylvania Historical and Museum Commission (PHMC) Bureau for Historic Preservation (717) 787-4363
Historic District Act of 1961	Local municipalities are empowered to designate historic areas and to establish a board of historical and architectural review who advises the governing body on alterations, new construction, and demolition in the historic area.	Pennsylvania Historical and Museum Commission (PHMC) Bureau for Historic Preservation (717) 787-4363
Historic Preservation Zoning	The Pennsylvania Municipalities Planning Code provides the authority to enact demolition ordinances, historic zoning overlays, zoning bonuses for preservation of historic resources, scenic views and historic roads.	Pennsylvania Historical and Museum Commission (PHMC) Bureau for Historic Preservation (717) 787-4363
Historic Preservation Grants	Funding available to non-profits and local governments for planning efforts that identify, evaluate, and preserve historic resources. Rehabilitation and restoration grants are available.	Pennsylvania Historical and Museum Commission (PHMC) Bureau for Historic Preservation (717) 787-4363
Tax Credits for Historic Preservation	Tax credits are available for qualified projects that rehabilitate properties listed in the National Register of Historic Places.	Pennsylvania Historical and Museum Commission (PHMC) Bureau for Historic Preservation, The State Historic Preservation Office (SHPO) (717) 787-4363

Section 3: Demographics

Background:

The Jefferson Morgan region comprises a total of 46.4 miles as noted in Table 3.1: Population Density. The inclusion of Rice's Landing Borough increases this land area to 47.2 miles. Together this region comprises just over 12 percent of the total land area of Greene County and 6.6 percent of its total population.

Table 3.1: Population Density	Pennsylvania	Greene County	Clarksville Borough	Jefferson Borough	Jefferson Township	Morgan Township	Rices Landing Borough
Total population	12,281,054	40,672	234	337	2,528	2,600	443
Land Area	44819.6	575.9	0.1	0.2	21.6	24.5	0.8
Population Density	274	71	2340	1685	117	106	554

Source: US Census, 2000 & 1990

Table 3.2 reveals the age cohorts, division of sexes and median age in the study area, county and Commonwealth. The study area is representative of state averages for the division of sexes with one notable difference; Greene County has a majority of males, which is almost the exact opposite of the state average. The study area is generally reflective of the state's median age with the exception of Clarksville Borough, Jefferson Borough, and Jefferson Township. As Clarksville has such a small population, the slightest difference can have a large percentage change in terms of overall comparison. With the high number of persons age 65 and above it stands to reason that the median age would also be significantly higher.

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Table 3.2: Age Cohort, Sex Division, Median Age	Pennsylvania	Greene County	Clarksville Borough	Jefferson Borough	Jefferson Township	Morgan Township	Rices Landing Borough
Total population	12,281,054	40,672	234	337	2,528	2,600	443
Male	48.3	51.5	48.3	48.4	47.0	50.0	49.4
Female	51.7	48.5	51.7	51.6	53.0	50.0	50.6
Under 5 years	5.9	5.2	3.4	4.7	4.6	5.9	6.5
5 to 9 years	6.7	6.4	6.8	4.5	5.6	5.9	6.8
10 to 14 years	7.0	6.5	6.4	8.6	6.3	6.5	7.4
15 to 19 years	6.9	6.8	5.1	8.9	6.3	6.5	5.0
20 to 24 years	6.1	7.0	6.0	3.3	4.1	5.9	3.4
25 to 34 years	12.7	13.8	7.7	13.1	11.3	12.4	15.6
35 to 44 years	15.9	15.2	13.7	13.6	14.8	15.4	12.2
45 to 54 years	13.9	15.0	12.8	13.9	18.0	14.7	14.9
55 to 59 years	5.0	5.0	5.6	4.5	5.3	6.3	5.9
60 to 64 years	4.2	4.0	4.7	4.5	3.9	4.8	5.0
65 to 74 years	7.9	7.5	12.0	11.6	9.4	8.7	7.9
75 to 84 years	5.8	5.7	10.7	7.4	8.4	5.6	6.5
85 years and over	1.9	2.0	5.1	1.5	2.1	1.4	2.9
Median age (years)	38.0	38.2	46.3	41.1	43.2	39.8	39.3

Source: US Census, 2000

Table 3.3 displays the percent of population change of Greene County municipalities, Greene County, and the commonwealth from 1960 to 2000. All three boroughs within the Jefferson Morgan Region suffered population losses of over 20 percent while Jefferson Township had minimal population loss and Morgan Township lost almost 7 percent of its population during this time. Greene County experienced a slight population increase during the past forty years while the state had over an eight percent increase.

Jefferson Morgan Multi-Municipal Comprehensive Plan

Section 3: Demographics

Table 3.3: Table Population: % Change, 1960-2000

	1960-2000	1990-2000	1980-1990	1970-1980	1960-1970
Pennsylvania	8.5	3.4	0.1	0.5	4.3
Greene County	3.2	2.8	-2.3	12.2	-8.5
Aleppo Township	-19.3%	-9.0%	-9.0%	9.4%	-10.9%
Carmichaels Borough	-29.4%	4.5%	-15.6%	3.6%	-22.8%
Center Township	14.8%	-4.6%	7.8%	19.6%	-6.7%
Clarksville Borough	-29.5%	10.9%	-15.9%	-6.7%	-19.0%
Cumberland Township	-1.5%	-2.6%	-4.4%	13.7%	-6.9%
Dunkard Township	-11.4%	-1.2%	-9.9%	6.3%	-6.4%
Franklin Township	88.9%	38.3%	13.5%	21.3%	-0.9%
Freeport Township	0.7%	-7.6%	-19.3%	45.7%	-7.3%
Gilmore Township	-20.9%	-19.2%	2.5%	16.3%	-18.0%
Gray Township	12.9%	7.3%	-5.2%	0.4%	10.5%
Greene Township	-9.4%	-9.9%	-2.8%	18.7%	-12.8%
Greensboro Borough	-41.6%	-3.9%	-18.6%	-14.1%	-13.1%
Jackson Township	-10.9%	-5.5%	1.3%	31.1%	-29.0%
Jefferson Borough	-23.8%	-5.1%	-14.0%	12.8%	-17.2%
Jefferson Township	-2.4%	-0.3%	-5.1%	21.0%	-14.8%
Monongahela Township	-17.8%	-7.8%	-3.2%	3.7%	-11.2%
Morgan Township	-6.9%	-9.9%	-2.3%	14.5%	-7.6%
Morris Township	30.8%	15.8%	3.2%	24.3%	-11.9%
Perry Township	14.7%	0.1%	-0.9%	63.7%	-29.4%
Rices Landing Borough	-36.1%	-3.1%	-11.4%	9.1%	-31.7%
Richhill Township	-8.6%	-3.6%	-6.8%	10.6%	-7.9%
Springhill Township	8.4%	-5.9%	0.4%	14.8%	0.0%
Washington Township	38.8%	3.3%	3.5%	36.9%	-5.1%
Wayne Township	-7.6%	-7.1%	-11.8%	13.3%	-0.5%
Waynesburg Borough	-19.4%	-2.0%	-4.7%	-13.0%	-0.7%
Whiteley Township	9.4%	-1.6%	5.5%	16.5%	-9.6%

Source: US Census, 2000 & 1990, PA State Data Center, 1990

Table 3.4 indicates that the study area's racial composition is primarily white with the majority of the minority population residing in Jefferson Township.

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Table 3.4: Racial Composition	Pennsylvania	Greene County	Clarksville Borough	Jefferson Borough	Jefferson Township	Morgan Township	Rices Landing Borough
White	85.4	95.1	96.2	99.4	96.2	98.7	98.4
Black or African American	10.0	3.9	1.3	0.3	2.8	0.5	0.7
American Indian and Alaska Native	0.1	0.1	0.4	0.0	0.3	0.2	0.0
Asian	1.8	0.2	0.0	0.0	0.3	0.1	0.0
Native Hawaiian and Other Pacific Islander	0.0	0.0	2.1	0.0	0.0	0.0	0.0
Some other race	1.5	0.1	0.0	0.0	0.0	0.0	0.0

Source: US Census, 2000

One factor contributing to the higher than average median age in Clarksville Borough is the high rate of individuals who are classified as institutionalized population. Table 3.5 shows that 16.2 percent of the borough's total population (234 people) is institutionalized. As identified by the US Census, 100 percent of the institutionalized population is living in a nursing home.

Table 3.5: Institutionalized Population, % Total population	Pennsylvania	Greene County	Clarksville Borough	Jefferson Borough	Jefferson Township	Morgan Township	Rice's Landing Borough
Institutionalized population	1.7	6.2	16.2			0.1	
Non-institutionalized population	1.8	1.8	0.0	N/A	N/A	0.3	N/A

Source: US Census, 2000

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Employment information reveals that the majority of the study area fares better than the county in terms of the percent of persons who comprise the workforce (the eligible workforce includes persons who are 16 years and older). Although most of the study area has a higher percentage of persons (as compared to Greene County) who are in the available work force, the state remains higher. As shown in Table 3.6: Employment Status, Greene County only has 51 percent of its population identified as in the labor force, while the Commonwealth has 61.0 percent. Only Rice's Landing has a comparable rate. Clarksville Borough ranks the lowest with just 46.4 percent of its population listed in the available workforce.

3.6: Employment Status, % Population 16 years & Over, 2000	Pennsylvania	Greene County	Clarksville Borough	Jefferson Borough	Jefferson Township	Morgan Township	Rices Landing Borough
Total Pop, 16 Years & Over	9,693,040	32,829	168	264	2,111	2,122	328
% In labor force	61.9	51	46.4	54.5	54.1	53	60.7
% Civilian labor force	61.8	50.9	46.4	54.5	54	52.6	60.7
% Employed	58.3	46.2	41.1	50.8	50.2	48.5	57
% Unemployed	3.5	4.7	5.4	3.8	3.8	4.1	3.7
% Percent of civilian labor force	5.7	9.2	11.5	6.9	7	7.8	6
% Armed Forces	0.1	0.1	0	0	0.2	0.4	0
% Not in labor force	38.1	49	53.6	45.5	45.9	47	39.3

Source: US Census, 2000

Table 3.7: Employment Type, relates the type of employment pursued by the civilian workforce who are 16 years and older. When compared to state averages, Greene County residents, overall, rank lower in terms of service and professional type employment categories. The county is significantly higher than the state in the category of construction or blue-collar categories. Only Rice's Landing has a higher percent of persons who are employed in management and professional occupations. Service industry employment is also higher within the study area than the state.

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3.7: Employment Type for civilian population 16 years and over	Pennsylvania	Greene County	Clarksville Borough	Jefferson Borough	Jefferson Township	Morgan Township	Rices Landing Borough
Employed civilian population 16 years and over	5,653,500	15,168	69	134	1,059	1,030	187
Management, professional, and related occupations	32.6	24.9	29	20.9	28.1	18.9	35.8
Service occupations	14.8	17.4	11.6	21.6	19.9	15.9	11.2
Sales and office occupations	27	21.9	14.5	19.4	21.1	24.7	20.9
Farming, fishing, and forestry occupations	0.5	0.8	0	0	0.8	0.5	1.1
Construction, extraction, and maintenance occupations	8.9	18.7	13	13.4	15.8	20.4	20.9
Production, transportation, and material moving occupations	16.3	16.4	31.9	24.6	14.3	19.6	10.2

Source: US Census, 2000

Table 3.8 provides a more detailed analysis of employment by showing specific categories of employment for the study area, county and state. Greene County has a higher percent of persons employed in agriculture, forestry, fishing/hunting, and mining industries. This statistic is also reflected also in most of the study area as well. Morgan Township has over twice the percentage of persons who are employed in the construction category as does Rice's Landing. The transportation industry and the educational, health and social services industry are other employment categories where a high percent of the study area workforce is employed.

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3.8: Employment categories for the civilian population 16 years and over	Pennsylvania	Greene County	Clarksville Borough	Jefferson Borough	Jefferson Township	Morgan Township	Rice's Landing Borough
Employed civilian population 16 years and over	5,653,500	15,168	69	134	1,059	1,030	187
Agriculture, forestry, fishing and hunting, and mining	1.3	8.1	1.4	6	8.7	7.8	4.8
Construction	6	9.4	4.3	6	8	14.1	11.8
Manufacturing	16	8.9	17.4	10.4	8.8	12	9.1
Wholesale trade	3.6	2.2	0	3	2.9	1.2	1.1
Retail trade	12.1	12.1	11.6	6.7	13.6	15.1	13.4
Transportation and warehousing, and utilities	5.4	8.1	13	6	6.9	11.9	5.9
Information	2.6	2.4	0	5.2	3	0	1.6
Finance, insurance, real estate, and rental and leasing	6.6	3.1	1.4	3.7	4.2	1.5	3.2
Professional, scientific, management, administrative, and waste management services	8.5	4.4	2.9	5.2	3.7	4.4	5.3
Educational, health and social services	21.9	23.3	31.9	19.4	21.7	19.4	33.7
Arts, entertainment, recreation, accommodation and food services	7	5.3	2.9	9.7	4.5	2.7	1.6
Other services (except public administration)	4.8	6.5	7.2	9.7	7.1	5.5	2.7
Public administration	4.2	6.3	5.8	9	6.8	4.4	5.9

Table 3.9 provides an overview of commuting patterns of residents who live within the study area. The project area reflects the county and state in terms of persons who report that they carpool to work. The figures indicate that there is no public transportation available for workers or that the workers do not avail themselves to public transit opportunities. Clarksville Borough and Jefferson Borough residents are comparable to county and state statistics for persons who report that they walk to work while the project area overall ranks above the state and county for persons who report that they work from home.

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3.9: Commute to Work, Workers 16 years & above	Pennsylvania	Greene County	Clarksville Borough	Jefferson Borough	Jefferson Township	Morgan Township	Rices Landing Borough
Total workers 16 years and over	5,556,311	14,878	66	129	1,031	1,031	187
Car, truck, or van --% drove alone	76.5	81.5	84.8	80.6	84.5	82.6	85
Car, truck, or van -- % carpooled	10.4	11	9.1	11.6	8.7	11.4	10.2
% Public transportation (including taxicab)	5.2	0.1	0	0	0	0	0
% Walked	4.1	3.4	6.1	3.1	0.8	0.7	1.6
% Other means	0.8	0.7	0	0	0.5	0.5	1.1
% Worked at home	3	3.3	0	4.7	5.5	4.8	2.1
Mean travel time to work (minutes)	25.2	28.3	24	23.1	30.2	30.7	28.7

Source: US Census, 2000

The information provided in Table 3.10: Place of Work, reflects a population that travels out of Greene County for their employment. As the project area is geographically close to Washington County, Fayette County and the state of West Virginia, this statistic may not be too significant. However, when considering that the rate of Greene County residents who report that they work in their county of residents is almost ten percent lower than the state average in addition to the unemployment rate of civilian labor force, the deduction can be made Greene County residents are traveling to access employment opportunities. In fact, the average travel time to work for the project area ranges from 24 minutes to over 30 minutes as shown in Table 3.9: Commute to Work.

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3.10: Place of Work, 2000	Pennsylvania	Greene County	Clarksville Borough	Jefferson Borough	Jefferson Township	Morgan Township	Rices Landing Borough
Workers 16 years and over	5,556,311	14,878	66	129	1,031	1,031	187
Worked in state of residence	95.4	88.1	100	93	95.2	95.9	92
Worked in county of residence	72.4	62.8	66.7	64.3	60	60.7	61
Worked outside county of residence	23	25.3	33.3	28.7	35.1	35.2	31
Worked outside state of residence	4.6	11.9	0	7	4.8	4.1	8

Source: US Census, 2000

Median income numbers for the study area indicate that the region enjoys a slightly higher wage scale than most of Greene County. Rice's Landing Borough, Jefferson Borough, and Morgan Township have higher median household incomes as compared to the remaining study area communities. Table 3.11 provides a breakdown of each community's household income.

3.11: Income Amounts, % Total population, 1999	Pennsylvania	Greene County	Clarksville Borough	Jefferson Borough	Jefferson Township	Morgan Township	Rice's Landing Borough
Households	4,779,186	15,081	76	136	1,037	1,026	169
Less than \$10,000	9.7	13.7	10.5	12.5	9.4	10.1	8.9
\$10,000 to \$14,999	7	10.6	5.3	10.3	10.6	9.2	8.3
\$15,000 to \$24,999	13.8	17.4	30.3	16.9	15.6	16.7	17.2
\$25,000 to \$34,999	13.3	14.7	18.4	11	20.5	15.7	17.2
\$35,000 to \$49,999	16.9	15.7	14.5	19.9	10.9	18.8	20.7
\$50,000 to \$74,999	19.5	17	15.8	16.2	20.4	20	19.5
\$75,000 to \$99,999	9.6	6.4	2.6	10.3	8	5.6	7.1
\$100,000 to \$149,999	6.6	3.4	2.6	2.9	4	3.2	0
\$150,000 to \$199,999	1.8	0.5	0	0	0.6	0.8	0
\$200,000 or more	1.9	0.5	0	0	0	0	1.2
Median household income (dollars)	\$40,106	\$30,352	\$25,833	\$33,750	\$31,639	\$33,629	\$34,306

Source: US Census, 2000

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Table 3.12: Income Type, reveals that there is a majority of persons who receive Social Security, Supplemental Security Income and retirement income. This is not surprising when considering the median age of the study area is higher which can indicate that more persons are retired and receiving social security. Table 3.11 also shows the median family income and median per capita income. Although most of the study area falls behind the state in these categories, residents in the Jefferson Morgan Region fare better than other Greene County residents do. However, the exception is Clarksville Borough which falls well below the state and county.

Reflecting national trends, the study area has typical income rates of male workers earning more than their female counterparts do. Interestingly, Clarksville is the exception here as females, on the average, are earning more than the males do.

3.12: Income Type, % Total population, 1999	Pennsylvania	Greene County	Clarksville Borough	Jefferson Borough	Jefferson Township	Morgan Township	Rice's Landing Borough
With earnings	76.7	70.1	63.2	63.2	67.6	73	75.1
With Social Security income	30.4	34	42.1	36.8	41.2	39.6	31.4
With Supplemental Security Income	4.3	7	3.9	10.3	5.1	5.5	5.9
With public assistance income	3.1	4.9	3.9	8.1	2.7	4.8	0.6
With retirement income	19.7	22.3	40.8	25	30.4	32.7	24.9
Median family income (dollars)	\$49,184	\$37,435	\$26,429	\$40,893	\$39,565	\$38,009	\$39,792
Per capita income (dollars)	\$20,880	\$14,959	\$13,720	\$15,294	\$17,143	\$15,588	\$17,775
Male full-time, year-round workers	\$37,051	\$32,189	\$26,667	\$28,958	\$37,700	\$34,659	\$28,646
Female full-time, year-round workers	\$26,687	\$21,332	\$31,250	\$14,219	\$20,566	\$22,301	\$20,000

Source: US Census, 2000

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The information provided in Table 3.13, relates the percent of persons who have incomes within the median income range and their monthly housing costs. As shown, Jefferson Borough and Jefferson Township have a higher percent of persons spending over 35 percent of their total income on housing costs. These figures indicate that the population may have difficulty finding affordable housing within the project area.

3.13: Housing Costs for Median Income Range	Pennsylvania	Greene County	Clarksville Borough	Jefferson Borough	Jefferson Township	Morgan Township	Rice's Landing Borough
Median household income (dollars)	\$40,106	\$30,352	\$25,833	\$33,750	\$31,639	\$33,629	\$34,306
% of Population Earning \$20,000 to \$34,999	17.6	23.4	36.8	12.4	26.8	25.1	28.7
Less than 20 percent	48.2	58.5	57.1	50	69.4	59.9	56.4
20 to 24 percent	11.4	11.2	19	0	6.3	15.5	15.4
25 to 29 percent	9.6	9.3	0	33.3	5.6	11.3	17.9
30 to 34 percent	7.9	7.4	14.3	0	2.5	8.5	5.1
35 percent or more	22.9	13.5	9.5	16.7	16.3	4.9	5.1
Not computed	0	0	0	0	0	0	0

Source: US Census, 2000

The County has an alarming rate of families who are identified as living at or below the poverty level. The poverty level is based upon the US Department of Agriculture's determination that one third of income is spent on food and the basis for the food cost is from a Department of Agricultural economy food plan. For the 2000 Census, the poverty level was determined at \$8,350/annually for persons who were 18 and over, and resided in the Contiguous United States and the poverty threshold for a family of four persons was \$17,603. At 13.1 percent, Greene County is almost double that of the state average of families who are classified as poverty level. Of the study communities, Morgan Township has the highest percent of families living at or below the poverty level.

Table 3.14 reveals that the rate of poverty increases even more for families where a female is the head of household and there is no husband present. Greene County's percent of female headed households living in poverty status increases to 41.7 percent, Morgan Township rises to 38.2 percent

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while Clarksville Borough reports having zero percentage in this category. Further analysis of individuals who are identified as poverty level indicates that most of the study area falls below the state and all are below the county. At 16.7 percent, Jefferson Borough raises a concern when considering the percent of individuals who are 65 years and older living at or below poverty level. This figure is almost double that of the state and is 6 percent higher than the county.

3.14: Poverty Status, 1999	Pennsylvania	Greene County	Clarksville Borough	Jefferson Borough	Jefferson Township	Morgan Township	Rices Landing Borough
Families	250,296	1,393	4	9	68	78	7
% below poverty level	7.8	13.1	7.1	8.9	9	10.6	5.7
Families with female householder, no husband present	134,560	661	0	2	14	29	2
% below poverty level	24.9	41.7	0	14.3	14.3	38.2	14.3
Individuals	1,304,117	5,947	14	26	235	344	35
% below poverty level	11	15.9	7.2	7.8	9.3	13.3	8
18 Years & older % below poverty level	9.8	13.9	7.1	9.1	9.1	11.4	7.3
65 Years & Older, % below poverty level	9.1	11	5.4	16.7	10.3	7	3.2

Source: US Census, 2000

Directly contributing to the income earning capacity is the educational attainment achieved by area residents. Typically, a well-educated population is better equipped to meet employer demands, adapt to changing workforce demands, and will earn more than their less educated peers. Table 3:15, Education Attainment, shows that the study area fares well in terms of persons who have a high school degree or equivalent. With the exception of Clarksville Borough, the study area ranks above the county in terms of persons who have an associate degree and are reflective of the state average.

Comparing the study area to the county and state in terms of school enroll-

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3.15: Educational Attainment	Pennsylvania	Greene County	Clarksville Borough	Jefferson Borough	Jefferson Township	Morgan Township	Rices Landing Borough
Total Population 25 years and over	8,266,284	27,758	145	235	1,878	1,837	292
Less than 9th grade	5.5	8.7	18.6	6	8.6	5.9	5.1
9th to 12th grade, no diploma	12.6	15.6	10.3	13.2	17.5	16.4	7.5
High school graduate (includes equivalency)	38.1	47.6	49.7	45.5	43.2	52.2	44.9
Some college, no degree	15.5	12	4.8	13.2	14	11.6	21.9
Associate degree	5.9	3.9	1.4	5.5	4.5	4.5	4.5
Bachelor's degree	14	8	9.7	12.8	7.2	5.7	8.9
Graduate or professional degree	8.4	4.3	5.5	3.8	5	3.7	7.2
Percent high school graduate or higher	81.9	75.7	71	80.9	73.9	77.6	87.3
Percent bachelor's degree or higher	22.4	12.2	15.2	16.6	12.2	9.4	16.1

Source: US Census, 2000

ment provides an understanding of how future educational attainment levels may change. As shown in Table 3.16, School Enrollment, the percent of persons who are enrolled in nursery school is above the state and county averages. This may indicate that the local elementary school will see an increase of students. The rates for persons enrolled in High School are higher than the state but this percent drops significantly for persons enrolled in college or graduate school.

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3.16: School Enrollment, population age 3 and above, 2000	Pennsylvania	Greene County	Clarksville Borough	Jefferson Borough	Jefferson Township	Morgan Township	Rice's Landing Borough
Population 3 years and over enrolled in school	3,135,934	9,468	45	70	488	537	113
% in Nursery school, preschool	6.5	4.1	8.9	7.1	1	5.6	7.1
% in Kindergarten	5.1	4.9	4.4	4.3	3.7	0	2.7
% in Elementary school (grades 1-8)	44	46.2	62.2	55.7	50.8	51.6	61.9
% in High school (grades 9-12)	22	25.2	20	30	26.4	31.1	14.2
% in College or graduate school	22.4	19.6	4.4	2.9	18	11.7	14.2

Source: US Census, 2000

Section 3: Demographics

Analysis:

The project area of Jefferson Township, Jefferson Borough, Morgan Township, and Clarksville Borough was expanded for this analysis to include the Borough of Rice's Landing. The total land area of the five municipalities is 47.2 Square miles which comprises 12 percent of Greene County's land area and 6.6 percent of its population.

The median age is higher for Clarksville Borough, Jefferson Borough, and Jefferson Township than that of the county or state. The significantly higher rate of householders who are 65 and above within Clarksville Borough can be attributed to the presence of a senior care facility within the borough.

- * Median Age for Greene County is 38.2 (PA is 38.0)
- * Clarksville Borough - 46.3
- * Jefferson Borough - 41.1
- * Jefferson Township - 43.2
- * Morgan Township - 39.8
- * Rice's Landing Borough - 39.3

Population trends over the last forty years for the study area reflect that of state and national trends with significant population decline in the boroughs and smaller declines in townships. However, Greene County had a population increase of 3.2 percent. The existing population base is primarily white with a very small minority population.

Work force information indicates the county and the project area have a lower than average percent of population in the labor force. The percent of the project area's civilian labor force that is unemployed is higher than the state but lower than the county. Much of the population within the project area is employed in construction/extraction or production/transportation fields. The townships reflect the county's rate of persons who work agriculture, mining, manufacturing, construction, and transportation fields. The county and project area fall below the state in terms of the population who are employed in professional categories of employment. People are commuting out of the project area and the county for employment as evidenced by the higher than state average rate of persons working outside of their county of residence.

Commuting patterns are high for persons driving alone and are reflective of the state and county for people carpooling to work. The percent of the population who report using public transportation is minimal to zero. The boroughs have an average number of persons who report that they walk to work. Jefferson Borough, Jefferson Township, and Morgan Township have a higher than average number of persons who report that they work from home.

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The Median income for the project area is lower than the state, although much of the project area fares better than the county. Income information indicates that much of the project area receives income from retirement earnings, social security, and supplemental social security. The project area has an average income division for the sexes, except for Clarksville Borough where women are earning more than men.

- * \$40,106 for PA Median Income
- * \$30,352 for Greene County Median Income
- * \$25,833 for Clarksville Borough Median Income
- * \$33,750 for Jefferson Borough Median Income
- * \$31,639 for Jefferson Township Median Income
- * \$33,629 for Morgan Township for PA Median Income
- * \$34,306 for Rice's Landing Median Income

Housing costs as compared to total median income indicate that there could be a shortage of affordable housing in Jefferson Borough and Jefferson Township. The project area fares well in terms of families living at or below the poverty level when compared to the county and is comparable to the state. Persons age 65 years and older are more at risk for poverty status as indicated by the rate of persons within the project area who are identified as such. Jefferson Borough and Jefferson Township have a higher than average percent of persons in this category.

Educational attainment of the project area is reflective of the county for persons with a high school degree. The project area (with the exception of Clarksville Borough) is above the county average for persons with an associates or bachelor's degree.

Section 4: Community Amenities

Background:

Under Pennsylvania law, local governments are responsible for the administration of their municipality including such actions as tax levying and budgeting for the cost of municipal services. Municipal services can be quite extensive depending upon the municipality's financial ability to pay for such services. Typically services include the provision of protective services such as police and fire, maintenance of local roads, ensuring an adequate water supply, collection of solid waste, sewage collection and treatment, recreation, and code enforcement.

Municipalities operating under the borough form of government have both a council and a mayor who are elected to rotating four-year terms. The governing body is the borough council who have legislative authority. The mayor of a borough has no voting power although this person is often the figure head for the municipality. Compensation for council members and the mayor are fixed by borough ordinance and dependent upon the population and by state law. Council may hire staff as needed – dependent upon the financial status of the borough.

Townships in Pennsylvania are either of the First Class or Second. To become a First Class Township, the residents of the municipality must approve the classification as well as attain a specific population density. Both Jefferson and Morgan Townships are Second Class Townships. The governing body of Second Class Townships are supervisors who are elected for six-year terms. Township Supervisors receive compensation, also established by ordinance and based upon population and state law; however, many township supervisors also serve in the capacity of Road Master and receive a wage in addition to the supervisor's regular compensation. The board of supervisors may hire staff as needed, which is dependent upon the financial stability of the township.

Municipalities must follow specific procedures in relation to their operating and capital budgets. All financial procedures taken by a local governing body must, by state law, be outlined in an annual budget. The annual budget includes all expenditures and revenues, which must be balanced against each other.

The taxing structure of local municipalities is dictated by Pennsylvania Law. Certain properties, including churches, non-profit cemeteries, public property, schools, and libraries, are classified as tax-exempt which means they pay no local taxes. The state law provides certain tax allowances for senior citizens and low income persons who are disabled. Local taxes can include

Section 4: Community Amenities

property tax, occupational privilege Tax, and earned income tax. The collection of taxes rests with an elected Tax Collector or with the municipality itself.

The authority for local municipalities to work together was provided under the Intergovernmental Cooperation Law, Act 180 of 1972. This law established many cooperative efforts one of which being a Council of Governments. A Council of Governments (COG) may be formed as a non-profit or it may function as a governmental entity. COGs may not conduct tax assessment activities. The administration of a COG is determined by the local participating municipalities, and the COG must be established by ordinance by every COG municipality. COGs are usually all volunteer organizations established to achieve a regional goal such as coordination of planning, provision of a municipal services, communicate local policy decisions, and to share costs.

The Jefferson Morgan Regional Council of Governments (COG) was incorporated on December 01, 2002 to serve as the regional planning entity for Clarksville Borough, Jefferson Borough, Jefferson Township, Morgan Township, and Rice's Landing. The COG meets every third Tuesday of each month. To date, several other communities have joined as non-voting members of the COG, including Whiteley Township, Greensboro Borough, and Jackson Township. The Jefferson Morgan Regional COG exists as an intergovernmental organization for the purpose of discussing, planning, and undertaking joint, intergovernmental activities. The COG currently oversees the Uniform Construction Code program and Joint Purchasing for the member municipalities. There are no paid staff positions for the COG.

Authorities are not governmental entities to oversee residents of a municipality, but they are in the sense that an authority has the ability to borrow money and provide services to municipal residents on behalf of the municipality. Authorities can oversee public projects such as sewage treatment plants, water supply plants, parking facilities, airports, industrial projects, etc.

The provision of education in Pennsylvania is governed by the Public School Code. School districts, Intermediate Units, and the Pennsylvania Department of Education are responsible for ensuring that residents are afforded the opportunity of a quality education. Each school district is governed by a board of directors who are the controlling agency and have the authority to hire personnel, levy taxes, and approve bond issues. School districts generally encompass more than one municipality. The Jefferson Morgan School District includes students from Rice's Landing Borough, Jefferson Borough, Jefferson Township, Morgan Township, and Clarksville Borough.

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Local Government within the Jefferson Morgan Project Area

Clarksville Borough

Clarksville Borough is a small borough of 0.1 square miles with 234 people residing within its municipal boundaries. Clarksville is contiguous to East Bethlehem, Washington County, and Morgan Township and Jefferson Township in Greene County. The borough operates under the borough council form of government although the borough currently only has 3 of its council positions filled. The governing body meets every second Tuesday of the month at 7:00 PM. There are no regular office hours for the borough but a part-time secretary is employed to conduct borough affairs as deemed necessary by council.

Jefferson Borough

The 0.2 square miles of Jefferson Borough is located entirely within Jefferson Township and is home to 337 people. The borough operates under the council form of government with five council members and one mayor. The governing body meets every first Wednesday of each month at 6:00 PM. There are no regular office hours for the borough but a part-time secretary is employed to conduct borough affairs as deemed necessary by council.

Jefferson Township

Jefferson Township encompasses 21.6 square miles with 2,528 residents. The township building is located at 173 Goslin Road in Jefferson Township (mailing address is 173 Rice's Landing, PA 15357) and with operating hours of 9:00 AM to 3:00 PM. Three working supervisors oversee the daily affairs of the township as well as serving in the capacity of road masters. A full-time secretary oversees the daily administration of township affairs. The governing body meets the first Thursday of each month at 3:00 PM. Municipal owned buildings include the township office, garage, steel buildings and salt storage shed. Recreational facilities include a park located on Hatfield Street in the township north of the Jefferson Borough municipal border.

Morgan Township

Encompassing 24.5 square miles, Morgan Township is the largest municipality in the study area and has 2,600 people residing within its municipal borders. Municipal offices are located at 1019 Third Street in the Village of Mather. The township employs a part-time secretary who has office hours of 8:00 AM to 1:00 PM. The governing body meets every first Tuesday of the month at 3:00 PM. The governing body includes three supervisors who are also employed as road masters for the township.

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Rice's Landing Borough

Rice's Landing Borough is 0.8 square miles and had 443 persons residing within its municipal boundaries. Rice's Landing Borough operates under the Borough form of Government. The Governing Body consist of five elected council members and one elected mayor. The governing body meets every third Monday of the month at 7:00 PM. Borough offices are located at 137 Main St. in Rice's Landing and is open Monday through Thursday from 8:30 until 2:30 PM. The borough employees one secretary and a full-time employee who provides general maintenance services.

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Municipal Services within the Jefferson Morgan Project Area

Police Services:

None of the municipalities provide law enforcement services. Police services are provided by the Pennsylvania State Police. The main concern identified with the police protection services was the response time to the project area. However, there are no plans at this time to provide local police services.

Public Works:

The townships provide general public works services including road maintenance and park facility maintenance. These services are contracted to the boroughs for a service fee. Jefferson and Clarksville boroughs do not have staff serving in any capacity for public works. Rice's Landing has one full-time employee who provides public works services.

Water Supply System:

The Southwestern Pennsylvania Water Authority located in Jefferson Borough is a private water company, which serves 11,887 households within 19 municipalities in three counties. To connect to the public water systems, residential customers pay a tap-in fee of \$1,125 and can expect to pay an average of \$25.00 per month. The water source for the project area is the Monongahela River. Water is taken from the river and pumped to a treatment plant for purification and distribution. The authority had a projected operating revenue budget in 2005 of \$4,825,650 which is a 14 percent increase over the year 2000. Expenditures since 2000 increased by almost 19 percent to \$3,256,800 for the 2005 budget year. No areas of concern were identified. Existing service areas and planned extensions are shown on Figure 4.1: Water and Sewerage Coverage Areas.

Sewage Treatment:

Three sewerage providers operate in the Jefferson Morgan region – The Lower Ten Mile Joint Authority, the Dry Tavern Sewer Authority, and the borough of Rice's Landing, which owns its own sewerage facility that provides sewage treatment services to residents of Rice's Landing. Existing service areas and planned extensions are shown on Figure 4.1: Water and Sewerage Coverage Areas.

Dry Tavern Sewer Authority

Dry Tavern Sewer Authority has a two square mile service area which provides sanitary sewerage service to 190 customers in and around the village of Dry Tavern. Tap-in fees are \$1,000 for residential customers with monthly costs of \$33.00 with a surcharge applied on every additional 1,000

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gallons of water used. The treatment facility was built in 1992.

Dry Tavern Sewer Authority is not in compliance with the Pennsylvania Sewage Facilities Act (Act 537). The Authority is currently working with DEP to complete an upgrade to the plant so as to remedy existing environmental concerns. The plant is hydrologically and organically overloaded every month and must construct a new facility to accommodate the existing customer base. The authority is applying for Penn Vest funds. Future plans will be to prepare an Act 537 Plan once the existing plant is in compliance. Following the completion of an Act 537 Plan, the authority expects to extend new sewer lines to connect existing residential development that currently relies on septic systems, which have been identified as malfunctioning (see Figure 4. 1)

From 2000 to 2004, the authority has experienced a 2.3 percent increase in total income with a 2004 budget of \$98,450 (Table 4.1). Revenues have increased during this time by 3.7 percent to a 2004 expenditure total of \$98,450 (Table 4.2).

Table 4.1: Dry Tavern Sewer Authority, Revenue, 2000-2004

Income	2000	2004	% Change 2000-2004	\$ Change 2000-2004
Sewer Collections Charges	\$75,240	\$86,500	15.0%	\$11,260
Miscellaneous Income	\$9,000	\$3,950	-56.1%	-\$5,050
Tap Fees	\$6,000	\$5,000	-16.7%	-\$1,000
Interest Income	\$6,000	\$3,000	-50.0%	-\$3,000
Total Revenue	\$ 96,240.00	98,450	2.3%	\$2,210

Source: 2000-2004 Dry Tavern Sewer Authority Budgets

Table 4.2: Dry Tavern Sewer Authority, Expenditures, 2000-2004

Expenditures	2000	2004	% Change 2000-2004	\$ Change 2000-2004
Operating Expenses	\$26,928	\$36,600	35.9%	\$9,672
Administrative Expenses	\$21,700	\$23,550	8.5%	\$1,850
Debt Service Expenses	\$46,330	\$38,300	-17.3%	-\$8,030
Total Revenue	\$ 94,958.00	98,450	3.7%	\$3,492

Source: 2000-2004 Dry Tavern Sewer Authority Budgets

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The Lower Ten Mile Joint Authority

The Lower Ten Mile Joint Authority provides sewage treatment services to 1391 dwelling units within East Bethlehem, Jefferson, and Morgan Townships, and Clarksville and Jefferson Boroughs. Tap in fees are \$1,500 with a monthly consumer cost of \$40.00. The physical sewage treatment facility was built in 1989 and has an Act 537 plan that was adopted in 2002. The Lower Ten Mile Joint Sewer Authority has two plants to accommodate the service area – Mather Wastewater Treatment Plant and the Williamstown Wastewater Treatment Plant. Both treatment facilities are under a DEP mandated ban on new tap-ins.

The Lower Ten Mile Joint Authority had a 11.4 percent increase in its income from 2000 to 2005. During this same period the authority had a 21.8 percent increase in expenditures. There were no reported concerns relating to the authority. Future plans will include improvements to both treatment facilities and, depending upon funding, a planned extension of lines along SR 188. These extensions will provide sewerage to an additional 664 dwelling units.

Table 4.3: Lower Ten Mile Joint Sewer Authority, Revenue, 2000-2005

Income	2000	2005	% Change 2000-2005	\$ Change 2000-2005
Sewer Rentals	\$633,840	\$671,000	5.9%	\$37,160
State Subsidy	\$19,851	\$0	-100.0%	-\$19,851
Investment Income	\$13,333	\$3,500	-73.7%	-\$9,833
Initial User Charge/Bond Proceeds	\$0	\$68,434	N/A	\$68,434
Total Revenue	\$667,024.00	742,934	11.4%	\$75,910

Source: 2000-2005 Ten Mile Joint Sewer Authority Budgets

Table 4.4: Lower Ten Mile Joint Sewer Authority, Expenditures, 2000-2005

Expenditures	2000	2005	% Change 2000-2005	\$ Change 2000-2005
General Expenses	\$120,500	\$156,800	30.1%	\$36,300
Administrative Expenses	\$30,900	\$29,700	-3.9%	-\$1,200
Operating Expenses	\$207,000	\$249,900	20.7%	\$42,900
Total Revenue	\$358,400.00	436,400	21.8%	\$78,000

Source: 2000-2005 Ten Mile Joint Sewer Authority Budgets

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Rice's Landing Sewage Treatment Facility

The Rice's Landing Sewage Treatment Plant was constructed in 2000 in response to their 1997 Act 537 Plan. The facility provides sewerage to 241 households in Rice's Landing and portions of Cumberland Township. The treatment facility is municipally owned and operated. The facility's budget information was unavailable for review.

Fire Protection Services:

Three volunteer fire departments/companies provide fire response services for the project area.

1. Jefferson Volunteer Fire Company
2. Clarksville & Community Volunteer Fire Department
3. Rice's Landing Volunteer Fire Department

Jefferson VFD

The Jefferson Volunteer Fire Company was established in 1925 and is now housed in a facility built in 1978. The existing facility is a large block building located on SR 188 in Jefferson Borough. The fire company has two social halls, and upstairs lounge with classrooms, two kitchens, and three double bays for vehicles. The fire company runs an ambulance service with a combined service call rate of 400 to 500 service calls per year. There are approximately 46 members of the Jefferson Volunteer Fire Company with 20 being active members. The department has 15 certified Emergency Medical Technicians.

The primary source of funding for the fire department is the bingo program which is held twice a week. Other sources of funding include private donations, insurance reimbursement, and grants. Morgan Township and Jefferson Borough have a dedicated taxation applied for fire protection services to Jefferson VFC. Jefferson Township donates \$2,000 to each of the three VFD/C serving their township.

The Jefferson VFC has a service area that includes Jefferson Borough and parts of Jefferson Township and Morgan Township. The Company has mutual aid agreements with Rices Landing VFD and Clarksville Community VFD. The Jefferson VFC has the following vehicle inventory:

1. 2000 Heavy Pumper (excellent condition)
2. 1999 Ford E 450 Ambulance (excellent condition)
3. 1989 Ford E 350 Van (fair condition)
4. 1985 Heavy Pumper (good condition)
5. 1983 GMC Tanker (good condition)
6. 1983 Ford E 350 Equipment Hauler (poor condition)

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7. 1973 International Brush Truck (good condition)
8. 1906 Hand Pumper (used for display and parades)

Representatives from the Jefferson VFD indicated that the department has no concerns regarding quality of service or support from the community. Future needs will include updating equipment and the purchase of new vehicles.

Clarksville Community Volunteer Fire Department

The Clarksville Community Volunteer Fire Department was established in 1946 and is housed in a facility located on Center Street in Clarksville Borough. The VFD recently constructed a new parking bay area for \$285,000. The primary source of funding for the fire department is a bingo program. Other sources of funding include private donations, insurance reimbursement, and grants. The service area includes Clarksville Borough, and parts of Jefferson Township and Morgan Township as well as East Bethlehem Township in Washington County. The department has mutual aid agreements with Rices Landing VFD and Jefferson VFD.

The fire department has a large social hall, lounge, kitchen, and sufficient parking for vehicles. The fire department runs an ambulance service with a combined service call rate of 100 to 200 service calls per year. There are approximately 19 active members of the Clarksville Community Volunteer Fire Department. The department has 9 certified Emergency Medical Technicians.

The VFD has the following vehicle inventory:

1. 1983 Light Pumper (poor condition)
2. 1985 Heavy Pumper (fair condition)
3. 1999 Ambulance (good condition)
4. 2000 1-Ton Ford Pick Up (excellent condition)

Rice's Landing Volunteer Fire Department

Rice's Landing VFD was established in 1925 and is housed in a facility located on 66 Bayard Avenue Rice's Landing Borough. The service area includes Rice's Landing Borough and portions of Cumberland Township and Jefferson Township. The primary source of funding for the fire department is bingo. Rice's Landing assess a 2 mill fire tax for Rice's Landing VFD. Cumberland Township donates \$2,000 for foreign fire insurance, Jefferson Township donates 1/3 of their foreign fire insurance to Rice's Landing VFD. The department has mutual aid agreements with Jefferson VFD, Carmichaels and Cumberland Township VFD.

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The fire department is located on 6.5 acres of ground and the building has a social hall, kitchen, and eight parking bays. Rice's Landing VFD is called to provide water rescue for Greene County.. There are approximately 42 active members of the Rice's Landing VFD. The fire department runs an ambulance service with a combined service call rate of 200 service calls per year. The department has 16 certified Emergency Technicians.

Future plans are to construct a new facility to house the fire department on the same property. A portion of the old building will be demolished while part will be kept for storage.

The VFD has the following vehicle inventory:

1. 1986 Heavy Pumper (good condition)
2. 1981 Heavy Pumper (good condition)
3. 1969 Brush Truck (good condition)
4. 1985 Ambulance (poor condition)
5. 1992 Ambulance (good condition)
6. 1986 Ford Van (good condition)
7. 17 ft aluminum Tri-haul Fire Boat (good Condition)

Solid Waste Management

Jefferson Township and Morgan Township have enacted ordinances that prohibit specific activities related to municipal waste. The ordinance complies with the adopted Municipal Waste Management Plan for Greene County. Jefferson Borough and Clarksville Borough do not have such an ordinance.

Recycling Services

The Greene County Department of Planning and Development oversees recycling efforts in the county. The only recycling processing facility in the county, GreeneARC recycling, is located in nearby village of Ruff Creek. The county works with the PA CleanWays of Greene County to conduct a number of recycling events throughout the county. At these events, county residents can dispose of tires, used motor oil, and white goods.

The county organizes a recycling program which provides eleven recycling trailers in the county; identification and cleanup of illegal roadside dumpsites; speaking engagements to civic organizations and school groups to educate and promote recycling; addressing individual citizen's needs in regards to solid waste and recycling issues through daily phone calls and direct contact (Greene County, 2004). There is a recycling trailer located at the Jefferson Township Municipal building. Pending funding approval, Rice's Landing is planned to have a recycling trailer. Morgan Township operates a township

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recycling bin, which is located at the township offices in Mather.

Land Use Regulations

The project area municipalities regulate the subdivision and development of land through Greene County's Sub Division and Land Development Ordinance. The project municipalities do not regulate land uses through a zoning ordinance.

Public Education Facilities

The Jefferson Morgan School District's physical campus is located in Morgan Township near Jefferson Borough on State Route 188. The school district has a total enrollment of 941 students with 461 students attending the Jefferson Morgan Elementary School and 480 students attending the Jefferson Morgan Junior-Senior High School. The Jefferson Morgan School District participates in a variety of academic and supporting programs in an effort to provide students with a well-rounded educational opportunity. Programs included tutors, school-to-work activities, higher education preparation, driver education, after school programs, music programs, drama programs, and work study.

Table 4.5 provides a regional comparison between all Greene County School Districts. Jefferson-Morgan is comparable to the county-wide attendance rates but has the lowest graduation rate of the county (84.7%). The 12th grade drop out rate is the second lowest in the county with a 2.7 percentage of students leaving school in their senior year. The Jefferson Morgan School District has the least overall percent in the percent of low-income students

	Jefferson Morgan SD	Southeastern Greene SD	West Greene SD	Central Greene SD	Carmichaels SD	State Average
Attendance Rate (2001-2002)	91.9%	91.9%	N/A	93.2%	91.5%	93.9%
% Low Income (2001-2002)	29.1%	56.0%	43.4%	45.7%	42.3%	30.8%
12th Grade Drop Out Rate (2001-2002)	2.7%	0.0%	6.8%	5.1%	4.4%	4.7%
Graduation Rate (2001)	84.7%	88.7%	89.2%	84.8%	87.4%	86.4%

Source: PA Department of Education, 2004; Greene County School Districts

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Table 4.6 displays enrollment projections for the Jefferson Morgan School District. As is shown, the district's enrollment is expected to decline significantly over the next ten years.

2204-2005	2005-2006	2006-2007	2007-2008	2008-2009	2009-2010	2010-2011	2011-2012	2012-2013	2013-2014
960	944	947	892	872	850	824	792	777	745

Source: PA Department of Education, 2004

Library Services

There is one library facility within the project area, the Thomas Hughes House. This recently restored historic structure is listed on the National Registry of Historic Structures.

Other libraries serving the project area include the Eva K. Bowlby Library in Waynesburg and the Flenniken Memorial Library in Carmichaels.



Hughes House (Mackin, 2004)

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Municipal Stability

One of the most important factors facing local governments is the state of their financial resources. Providing municipal services to residents all dictated in large part by the municipality's operating budget. Revenues determine the capacity of a municipality to provide such services while expenditures are a rough measure of a municipality's service output. In general, the more money a local government spends, the more services it is providing. However, this does not take into account either the effectiveness of these services nor the efficiency with which they are provided. The data for this section was gathered from the Boroughs and Townships' annual audit reports for the years 1995 through 2004. A basic financial analysis of the project area is provided on the following pages, but does not address Jefferson Borough or Clarksville Borough as their records were unavailable.

Table 4.7 illustrates the revenue capacity for Jefferson Township from 1995 to 2004. As shown, Jefferson Township experienced a 33.3 percent increase in revenues over this time despite many line items having significant decreases. The largest increase was under the line item of Licenses and Permits at 185 percent with Taxes having an increase of 71 percent.

Budget Summary Revenue	1995	2004	% Change 1995-2004	\$ Change 1995-2004
Fund Equity	\$331,956	\$204,470	-38.4%	-\$127,486
Taxes	\$300,407	\$514,855	71.4%	\$214,448
Licenses and Permits	\$6,600	\$18,850	185.6%	\$12,250
Fines and Forfeits	\$6,000	\$5,600	-6.7%	-\$400
Interests, Rents, & Royalties	\$5,600	\$2,610	-53.4%	-\$2,990
Intergovernmental Revenue	\$0	\$152,816	N/A	\$152,816
Charges for Services	\$0	\$5,100	N/A	\$5,100
Miscellaneous Revenues	\$10,000	\$0	-100.0%	-\$10,000
Other Financing Sources (FFI, Snow Removal, POC)	\$17,700	\$0	-100.0%	-\$17,700
Total Revenue	678,264	904,301	33.3%	\$226,037

Source: 1995-2004 Annual Audits

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Table 4.8 displays the Expenditures of Jefferson Township over the same timeframe. The information shows that the Township has seen an increase of 7.7 percent, which indicates a solid financial management of municipal resources.

Budget Summary Expenditures	1995	2004	% Change 1995-2004	\$ Change 1995-2004
General Government	\$119,500	\$123,331	3.2%	\$3,831
Public Safety	\$0	\$36,118	N/A	\$36,118
Health & Welfare	\$0	\$3,500	N/A	\$3,500
Public Works	\$0	\$0	N/A	\$0
Sanitation	\$0	\$0	N/A	\$0
Highways, Roads, Streets	\$299,000	\$294,096	-1.6%	-\$4,904
Other	\$22,200	\$0	N/A	-\$22,200
Culture - Recreation	\$0	\$4,445	N/A	\$4,445
Conservation & Development	\$0	\$0	N/A	\$0
Debt Service	\$0	\$0	N/A	\$0
Miscellaneous Expenditures or Expenses	\$100,000	\$205,306	105.3%	\$105,306
Other Financing Uses	\$78,200	\$0	-100.0%	-\$78,200
Total Revenue	618,900	666,796	7.7%	\$47,896

Source: 1995-2004 Annual Audits

Financial information for Morgan Township indicates that both townships have experienced increases in municipal budgets, but Morgan's was at a much higher rate than Jefferson. Table 4.9 displays Morgan Township's Revenue Receipts from 1995 to 2004. As shown, Morgan Township had an increase in revenues of 71.2 percent. Similar to Jefferson Township, the largest percent increase occurred under the line item of Licenses and Permits with an increase of 261.2 percent. The largest dollar increase was under the line item of taxes with an additional \$197,350 being generated over the ten year period.

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Table 4.9: Morgan Township Revenue Receipts, 1995-2004

Budget Summary Revenue	1995	2004	% Change 1995-2004	\$ Change 1995-2004
Fund Equity	\$76,515	\$168,120	119.7%	\$91,605
Taxes	\$230,950	\$428,300	85.5%	\$197,350
Licenses and Permits	\$2,450	\$8,850	261.2%	\$6,400
Fines and Forfeits	\$5,000	\$6,000	20.0%	\$1,000
Interests, Rents, & Royalties	\$2,600	\$1,400	-46.2%	-\$1,200
Intergovernmental Revenue	\$119,350	\$169,165	N/A	\$49,815
Charges for Services	\$12,000	\$9,600	N/A	-\$2,400
Miscellaneous Revenues	\$13,400	\$0	-100.0%	-\$13,400
Other Financing Sources (FFI, Snow Removal, POC)	\$0	\$0	N/A	\$0
Total Revenue	462,265	791,435	71.2%	\$329,170

Source: 1995-2004 Annual Audits

Table 4.10 shows the level of expenditures for Morgan Township. The Township has managed to keep revenues above expenditures but still had an increase of 48.6 percent. The largest percent increase occurred under Miscellaneous Expenditures (79.8%) while the largest dollar increase occurred under Highways, Roads, and Streets with a difference of \$93,765 in expenditures.

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Table 4.10: Morgan Township Expenditures, 1995-2004

Budget Summary Expenditures	1995	2004	% Change 1995-2004	\$ Change 1995-2004
General Government	\$88,900	\$121,710	36.9%	\$32,810
Public Safety	\$26,050	\$18,300	N/A	-\$7,750
Health & Welfare	\$1,500	\$2,700	N/A	\$1,200
Public Works	\$0	\$0	N/A	\$0
Sanitation	\$0	\$0	N/A	\$0
Highways, Roads, Streets	\$183,835	\$277,600	51.0%	\$93,765
Other	\$0	\$0	N/A	\$0
Culture - Recreation	\$1,500	\$1,500	N/A	\$0
Conservation & Development	\$0	\$0	N/A	\$0
Debt Service	\$0	\$0	N/A	\$0
Miscellaneous Expenditures or Expenses	\$85,600	\$153,872	79.8%	\$68,272
Other Financing Uses	\$0	\$0	N/A	\$0
Total Revenue	387,385	575,682	48.6%	\$188,297

Source: 1995-2004 Annual Audits

Revenues and expenditures per capita for Jefferson and Morgan Townships are found in Tables 4.11 and 4.12. The per capita calculation is derived by dividing the total population per year by the years' revenue or expenditure. Although a municipality's population fluctuates annually these figures are unavailable, as such, the population figures from 1990 and 2000 were used for comparison purposes.

Table 4.11: Revenue & Expenditures Per Capita Jefferson Township, 1995-2004

Population (1990 & 2000)	General Fund Revenue (1995 & 2004)	Revenue Per Capita	General Fund Expenditures (1995 & 2004)	Expenditures Per Capita
2,536	\$678,264	\$267	\$618,900	\$244
2,528	\$904,301	\$358	\$666,796	\$264
% Change	\$ Change 1995-2004	% Change Revenue	\$ Change 1995-2004	% Change Expenditures
-0.3%	\$226,037	33.7%	\$47,896	8.1%

Source: 1995-2004 Annual Audits, US Census Reports 1999 & 2000

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Table 4.12: Revenue & Expenditures Per Capita Morgan Township, 1995-2004

Population (1990 & 2000)	General Fund Revenue (1995 & 2004)	Revenue Per Capita	General Fund Expenditures (1995 & 2004)	Expenditures Per Capita
2,887	\$462,265	\$160.12	\$387,385	\$134
2,600	\$791,435	\$304.40	\$575,682	\$221
% Change	\$ Change 1995-2004	% Change Revenue	\$ Change 1995-2004	% Change Expenditures
-9.9%	\$329,170	90.1%	\$188,297	65.0%

Source: 1995-2004 Annual Audits, US Census Reports 1999 & 2000

As shown by Tables 4.11 and 4.12, both Jefferson Township and Morgan Township have increased spending per capita, however at much different rates. Jefferson Township has increased its revenue capacity by 33.7 percent as compared to Morgan Township's revenue per capita of 90.1 percent. Expenditures for Jefferson Township have increased by 8.1 percent while Morgan Township has grown by 65 percent.

Revenue receipts for the Fiscal Years of 2004 and 2005 for Jefferson Borough are shown in Table 4.13. It should be noted that financial information prior to the Fiscal Year 2004 was unavailable for analysis due to fraudulent reporting as confirmed by the Investigative Division of the State Ethics Commission (2005). In 2004, Jefferson Borough recorded \$46,073 in revenue. In 2005, the borough recorded \$53,092, which was an increase of \$7,019 or 15.2 percent. Two line items, real estate taxes and interest-highway aid, reflected the raise, although only Real Estate Taxes equates to a significant increase in total revenue to the borough with a \$7,875 difference between 2004 and 2005.

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Budget Summary Revenue	2004	2005	% Change 2004-2005	\$ Change 2004-2005
Real Estate Taxes-Current Year	\$14,000	\$21,875	56.3%	\$7,875
Real Estate Taxes-Prior Year	\$300	\$300	0.0%	\$0
Delinquent Taxes	\$1,000	\$1,000	0.0%	\$0
Lien Certificate Letter for R.E.	\$100	\$100	0.0%	\$0
Per Capita Tax	\$800	\$800	0.0%	\$0
Real Estate Transfer Tax	\$400	\$400	0.0%	\$0
Earned Income Tax	\$11,000	\$11,000	0.0%	\$0
Occupational Priv. Tax	\$300	\$300	0.0%	\$0
Mechanical Devices Tax	\$1,000	\$1,000	0.0%	\$0
Garbage Permits	\$200	\$200	0.0%	\$0
Cable TV Franchise Fee	\$3,500	\$3,500	0.0%	\$0
Fines and Forfeited	\$1,200	\$1,200	0.0%	\$0
Interest-General Fund	\$20	\$20	0.0%	\$0
Interest-Highway Aid	\$5	\$150	2900.0%	\$145
Rents and Royalties	\$1	\$0	-100.0%	-\$1
Public Realty Taxes	\$50	\$50	0.0%	\$0
Liquid Fuels-Highway Aid	\$6,397	\$6,397	0.0%	\$0
Alcoholic Bev-LCB	\$350	\$350	0.0%	\$0
Foreign Fire Insurance	\$1,450	\$1,450	0.0%	\$0
Jeffer & Morg Twps. Share w-comp	\$3,000	\$3,000	0.0%	\$0
Contributions & Donations-Private Sources	\$1,000	\$0	-100.0%	-\$1,000
Total Revenue	\$46,073	\$53,092	15.2%	\$7,019

Source: 2004-2005 Annual Audits

Table 4.14 displays the expenditures for Jefferson Borough for Fiscal Years 2004 and 2005. As shown, Expenditures have increased by 19.0 percent of a total dollar amount of \$6,147. Three line items, Electric, Hydrant Fee, and Contributions-VFD, reflect the rise in expenditures with the Contribution-VFD and Electric having similar total dollar increases.

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Budget Summary				
Expenditures	2004	2005	% Change	\$ Change
			2004-2005	2004-2005
Elected Officials-Council	\$840	\$840	0.0%	\$0
Elected Officials-Mayor	\$120	\$120	0.0%	\$0
Auditors-Elected and Appointed	\$4,000	\$4,000	0.0%	\$0
Materials & Office Supplies	\$355	\$355	0.0%	\$0
Advertising & Printing	\$200	\$200	0.0%	\$0
Dues, Subscriptions & Memberships	\$50	\$50	0.0%	\$0
Tax Collector Salary	\$600	\$600	0.0%	\$0
Tax Collector Supplies & Dues	\$100	\$100	0.0%	\$0
Solicitor	\$10,000	\$10,000	0.0%	\$0
Secretary/Treasurer Salary	\$3,000	\$3,000	0.0%	\$0
Electric-Street Lights	\$1,450	\$4,360	200.7%	\$2,910
Hydrant Fee	\$113	\$450	298.2%	\$337
Bank Charges-General Fund	\$0	\$0	N/A	\$0
Contributions-VFD	\$0	\$2,900	N/A	\$2,900
Contributions-VFD-Foreign Fire	\$1,450	\$1,450	0.0%	\$0
Code Enforcement Office Salary	\$400	\$400	0.0%	\$0
Snow Removal	\$3,000	\$3,000	0.0%	\$0
Signs	\$0	\$0	N/A	\$0
Highways & Bridges	\$3,000	\$3,000	0.0%	\$0
Highway Materials-Highway Aid	\$0	\$0	N/A	\$0
General Liability Insurance	\$300	\$300	0.0%	\$0
Surety & Fidelity Bonds	\$170	\$170	0.0%	\$0
Workman's Compensation	\$3,000	\$3,000	0.0%	\$0
Payroll Taxes	\$276	\$276	0.0%	\$0
State Income Tax	\$0	\$0	N/A	\$0
Local Tax	\$0	\$0	N/A	\$0
State Unemployment Tax	\$2	\$2	0.0%	\$0
Total Revenue	32,426	38,573	19.0%	\$6,147

Source: 2004-2005 Annual Audits

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Per capita revenues and spending is shown in Table 4.15. Jefferson Borough has increase its revenue per capita by 21.4 percent and expenditures per capita by 25.3 percent.

Table 4.15: Revenue & Expenditures Per Capita Jefferson Borough 2004-2005

Population (1990 & 2000)	General Fund Revenue (1995 & 2004)	Revenue Per Capita	General Fund Expenditures (1995 & 2004)	Expenditures Per Capita
355	\$46,073	\$130	\$32,426	\$91
337	\$53,092	\$158	\$38,573	\$114
	\$ Change 2004- 2005	% Change Revenue	\$ Change 2004- 2005	% Change Expenditures
-5.1%	\$7,019	21.4%	\$6,147	25.3%

Source: 2004-2005 Annual Audits, US Census Reports 1999 & 2000

Information for Clarksville Borough was unavailable for analysis.

Rice's Landing Borough was not included in the fiscal analysis as per the agreed upon scope of work for this Comprehensive Plan.

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Analysis:

The project area receives high marks in terms of overall municipal and community services. Residents are well served by a volunteer fire departments and ambulance services. Both townships have dedicated supervisors and township staff who oversee the daily management of municipal affairs. The Jefferson Morgan Regional COG is still in its infancy, but is capable of realizing great accomplishments.

However, Jefferson and Clarksville boroughs face significant challenges regarding the provision of municipal services. During the planning process, it was noted that the boroughs have found it difficult to identify residents who are willing to serve as a council member. Additionally, the boroughs have a small tax base from which to generate revenues to fund municipal services. Combined, these two obstacles have, at times, rendered the boroughs powerless to engage in revitalization efforts. Both Clarksville Borough and Jefferson Borough would be eligible for funding to study the potential to merge with either Jefferson or Morgan Township. It is recommended that this option be discussed and acted upon by applying to the Pennsylvania Department of Community and Economic Development to fund a Municipal Merger/Consolidation Study.

The Jefferson Morgan Region has an excellent public water provider. There were no problems identified by the Southwestern Pennsylvania Water Authority.

While water supplies are not a concern for the project area, public sewerage is. Both the Dry Tavern Sewer Authority and the Lower Ten Mile Sewerage Authority are operating under restrictions or mandates to implement facility improvements and both are seeking funding to begin improvements. The presence of three municipal sewerage authorities (including Rice's Landing Municipal Authority) in the project area presents significant duplication of services. All three have appointed boards, all three must contract for services to engineers and maintenance, all three apply for funding, and all three have similar reporting requirements.

The consumer would realize better service and cost savings if these authorities partnered together to reduce needless duplication. Serious thought should be given to dissolving the separate authorities and merging them into one overall system. The Jefferson Morgan COG could spearhead such an effort by applying to the Pennsylvania Department of Environmental Protection to fund a feasibility study to regionalize services. At the very least, the authorities should

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work with the Jefferson Morgan COG to identify opportunities to reduce duplication and share responsibilities.

Many residents in the Jefferson Morgan region use on-lot systems for sewage disposal. Septic systems are a valuable means by which residents in rural areas can dispose of waste in a safe manner. Septic systems are sewage systems located on the property of a private dwelling and are maintained by the homeowner. The sewage treatment process uses a treatment tank that holds solid waste and releases liquids where it percolates through the soil of an absorption field and is neutralized. Septic systems, when properly designed and maintained, provide acceptable sewage treatment options for people without access to public systems. However, if a septic system isn't maintained properly it can fail thereby discharging raw sewage into the environment and endangering public health.

The Pennsylvania Sewage Facilities Act (Act 537) requires all municipalities to develop and maintain a sewage facilities plan that addresses sewage treatment and protects groundwater supplies. Most municipalities develop the plan in response to public systems. However, Act 537 plans can and should address septic systems. Local oversight of septic systems can include pumping programs, permitting programs, to municipal inspection of on-lot systems. Municipalities can establish their legal authority to oversee on-lot systems through an enactment of an ordinance to manage an on-lot septic administration program. The Jefferson Morgan COG should work with the County to establish an acceptable program that would provide for the proper oversight of all sewage treatment systems.

While it should be the county's responsibility to ensure that local communities are aware of the importance of correcting on-lot sewerage failures, the Jefferson Morgan COG can play an important role in this effort. The COG should ensure that the county is providing outreach and education to local municipal authorities and for ACT 537 compliance and the inclusion of a septic maintenance plan. Many of the measures are common sense, but require some oversight. For instance, one measure to reduce septic failure is to eliminate the drainage of storm water and greywater into a septic system. However, the most important preventative action must occur at installation of any new septic system. The proper installation of a septic tank is essential to ensure that water infiltration does not occur. These steps coupled with the improved design of septic pumps and filters will increase the effectiveness of sewage treatment for the project area.

Another important issue facing the Jefferson Morgan region is the growing demand for sewer line and capacity expansion. There will need to be a system

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established where a thorough review of new development plans are coordinated with the recorder of deeds to ensure that sewage management plans comply with regulatory measures. The Jefferson Morgan Regional COG should work with the county to ensure that there is regular monitoring of compliance with DEP mandates. Additionally, the county should be coordinating new expansion efforts with local watershed and environmental issues. Both the Jefferson Morgan Regional COG and Green County should adopt a policy to support infrastructure expansion to those areas that have been identified as high priority due to high growth area, failing systems, or the discharge of raw sewage.

However, new development can not occur in areas that have limited soil suitability to accommodate on-lot septic systems or where public sewerage is not available. As the project area wishes to support new development, the Jefferson Morgan COG should identify alternative wastewater systems that could address sewerage needs. As Pennsylvania DEP governs what systems are allowed, the county will need to coordinate "test cases or demonstration projects" for systems that are not specified in Chapter 73. Standards for Sewage Disposal Facilities. Such systems may include natural or alternative mechanical facilities. Passive or "natural" treatment systems include a variety biological process to treat wastewater. Alternative mechanical technologies include pressure sewers, small-diameter gravity sewers, and vacuum sewers.

The Pennsylvania, Department of Environmental Protection, Bureau of Water Quality Protection, Division of Wastewater Management provides regulations for sewage disposal facilities as per Title 25. Environmental Protection, Chapter 73. Standards for Sewage Disposal Facilities, Current through 28 Pa. B. 348 (17 January 1998). The following regulations provide a guide as to what systems are acceptable for the proper disposal of wastewater in Pennsylvania.

- Composting Toilets: under Chapter 73.1 are defined as devices for holding and processing human and organic kitchen waste employing the process of biological degradation through the action of microorganisms to produce a stable, humus-like material. Composting toilets are permitted under Ch. 73.65. Toilets must bear the seal of the NSF indicating testing and approval by that agency under Standard No. 41. The device utilized shall meet the installation specifications of the manufacturer and shall be operated and maintained in a manner that will preclude any potential pollution or health hazards. When the installations of a recycling toilet, incinerating toilet or composting toilets is proposed for a new residence or establishment, an on-lot sewage system or other approved method of sewage disposal shall be provided for treatment of wash water or excess liquid from

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the unit. For existing residences, where no alteration of the on lot system is proposed, a permit is not required to install a composting toilet.

- Greywater: under Chapter 73.11. Liquid wastes, including kitchen and laundry wastes and water softener backwash, shall be discharged to a treatment tank.
- Constructed Wetlands: No existing regulations.

Ch. 73.71 governs Experimental Sewage Systems, which may be implemented upon submittal of a preliminary design plan. Experimental systems may be considered for individual or community systems in any of the following cases:

- 1) To solve existing pollution or public health problem;
- 2) To overcome specific site suitability deficiencies, or as a substitute for systems described in this chapter on suitable lots;
- 3) To overcome specific engineering problems related to the site or proposed uses; and,
- 4) To evaluate new concepts or technologies applicable to on-lot disposal.

The Jefferson Morgan Region will need to work with the DEP to identify solutions to providing safe and affordable sewerage. The DEP contact for Greene County is located in the Fayette County District Office and can be reached at 724-439-7334. As well, the Jefferson Morgan Regional COG should work with the county to investigate the effectiveness of alternative systems and identify acceptable measures for use in the project area.

It is essential that the communities realize the need to work closely with the county to protect existing water sources. Although the Monongahela River is the primary water source for much of the project area, other sources such as Ten Mile Creek and private wells need protection and continual monitoring. Watershed issues are addressed in detail in the Natural Resources section of this plan, however, the availability and capacity of public infrastructure and private on-lot systems will be dependent upon the on-going protection of water sources and reducing pollution and environmental contaminants. Jefferson Morgan should work with the Green County conservation district to coordinate an educational outreach program that increases the awareness of water supply and well shed protection

The Jefferson Morgan Multi-Municipal Comprehensive Plan contains many recommendations that can and should be carried out by the Jefferson Morgan Regional COG. Currently, the COG board is a group of volunteers without any paid staff to carryout directives or daily duties such as mailings and record keeping. While the COG has been operating quite efficiently, it would be proper to provide remuneration to active members who dedicate significant amounts of time to COG activities.

Section 4: Community Amenities

Recommendations:

Goal: Ensure that the local municipalities are empowered to foster advanced technologies and receive the corresponding benefits

Action: Enter into a cable franchise agreement that will assess franchise fees on applicable companies.

Action: Partner with DCED to provide the Broadband Outreach and Aggregation Program to local officials and the Jefferson Morgan COG.

Action: Enact a Right-of-Way ordinance to establish fees, safety standards, imposes time, place, and manner restrictions on construction activities for all entities or persons who conduct activities within the right-of-way

Goal: Enhance coordination and communication with area VFD's and the COG

Action: Establish a partnership between the various Volunteer Fire Departments and the Jefferson Morgan COG to achieve the following:

- Cooperative purchasing for VFD and EMS
- Coordination with infrastructure expansions to accommodate VFD requirements or concerns such as hydrant installations and water pressure
- Coordinate with the Southwestern Pennsylvania Water Authority and the local VFD's to retrofit hydrant couplings to a standard acceptable to all VFDs
- Establish an annual or bi-annual meeting schedule with VFD/EMS and the Jefferson Morgan COG to discuss needs and services

Goal: Enhance the effectiveness and improve the capacity of the Jefferson Morgan Regional COG

Action: Identify new funding sources by partnering with the Community Builders of Greene County Foundation.

Action: Consider providing remuneration to staff persons so that additional coordination can occur between member municipalities.

Action: Develop a COG Website that provides information such as current activities, regulations, and areas available for development.

Goal: Explore opportunities to work cooperatively with neighboring communities to provide municipal facilities / services

Action: Apply to the Department of Community and Economic Development for funding to conduct a study that would identify areas where the municipalities can cooperate and share resources.

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Action: Conduct a Municipal Merger/Consolidation Study that would address the feasibility of the merger of Clarksville and/or Jefferson Boroughs with Morgan and/or Jefferson Townships

Goal: Mitigate negative impacts on educational facilities from new developments

Action: Encourage approval of new housing plans based upon facility planning of local school district

Action: Work with Greene County Planning Commission to develop a model ordinance that includes community impact assessments that determine development impact on educational facilities.

Goal: Address negative issues related to sewage treatment within the project area

Action: Conduct a study to determine the feasibility of consolidating sewerage providers.

Action: Partner with Greene County, DEP, Greene County Conservation District and pertinent environmental and watershed groups to develop an effective sewage treatment oversight program for the project area

Action: Require that septic system maintenance activities are included in all Act 537 Plan updates.

Action: Partner with Greene County Planning Commission to investigate the feasibility of alternative wastewater systems for use within the project area.

Goal: Ensure that the residents of the Jefferson Morgan Region are provided with safe and attractive housing options

Action: Enact an ordinance requiring all landlords to obtain permits for rental property (fee schedule should be based on square footage not occupancy)

Action: Create a database of all rental property within the borough

Action: Conduct annual inspections of all rental property to ensure compliance with property maintenance codes.

Goal: Establish a relationship with the School District to utilize school facilities for the recreational and social needs of area residents

Actions: Identify school resources that can be made available to community residents.

Action: Develop community and district policies to govern the use of the school facilities.

Action: Develop community programs that make the best use of school facilities.

Section 5: Movement of Goods and People

Background:

The capacity of a road network to safely and efficiently move people or goods to a desired destination has long ranging implications and is an important factor when making land use decisions. Accessibility to employment centers and shopping areas are among the top concerns of potential businesses and residents who are looking to relocate. In addition, the ability of local officials to provide services to residents is largely dependent upon, and influenced by, the road network in place.

Road Classification

Jefferson Township has a total of 72.26 miles of roads, which includes 47 miles of township roads and 25.19 miles of state roads. Morgan Township has a total of 69.34 miles of roads, which includes 49.4 miles of township roads and 19.4 miles of roads that are classified under the state highway system. The boroughs have approximately 2.1 miles of roads each.

For the purposes of the Comprehensive Plan, the road network has been classified into the following categories (PENNDOT, 2000, 2003).

Functional Classification System Service Characteristics: Rural Area System

Interstate Highways, Other Freeways and Expressways – Major highways with a multi-lane design that serve a large volume of traffic and provides limited access facilities. There are no roadways within the project area that are classified under this category.

Principal Arterial – Serves statewide or interstate level and all urbanized areas. Provides integrated movements without sub connections. Design of the roadway usually consists of two 12-foot lanes with 8 – 10 foot shoulders and speeds on arterials range from 40- 65 mph. State Route 21 in Jefferson Township is classified as a Principal Arterial.

Minor Arterials – Links cities, larger towns and other traffic generators to provide integrated interstate and inter-county service. Minor Arterials are spaced at proper intervals consistent with population density. Design of the roadway usually consists of two 12-foot lanes with 8 – 10 foot shoulders and speeds on arterials range from 40- 45 mph. State Route 188 and State Route 88 are classified as Minor Arterials.

Major Collectors – Highways or streets that link towns by distributing trips to small areas or neighborhoods. They provide for a greater amount of mobility

Section 5: Movement of Goods and People

and are intended to convey traffic from medium travel distances (generally greater than one mile) and serve motorists between local streets and arterial roads. The design of Major Collectors usually consists of two 12-foot lanes with 8 – 10 foot shoulders and design speeds of 35+ mph. State Route 221, State Road 1001 (Center School Road/Haver Hall Road), State Road 1015 (Clarksville Road), and State Road 1008 (Ferncliff Road) are listed under this category

Minor Collectors – Roads that enable moderate quantities of traffic to move between arterial and local roads. These roadways provide for an equal amount of mobility and access adjacent properties. Minor collection roads are usually designed with two 12-foot lanes and 4 – 10 foot shoulders and design speeds of 30 mph. Within the project area, State Road 1014 (Castile Road), State Road 1005 (Hawkins Road), and Township Road 1009 are classified as Minor Collectors.

Local Roads – These roadways have a principal function of providing direct access to adjacent properties. Local roads are intended to provide mobility within a particular neighborhood, or to one of the other road types. Local roads are usually designed to be 20 – 22 feet wide (one lane in each direction) with 2 – 8 foot shoulders and design speeds of 25 mph. All other roads not designated under the previous classifications are considered local roads.

The annual Average Daily Traffic (ADT) counts are provided under Table 5.1: Traffic Volumes, 2001. As can be seen, State Route 21 has the highest amount of traffic with State Route (SR) 88 and SR 188 at about half the volume.

**Table 5.1: Traffic Volumes, 2003
(Roadways with ADT of 500 or greater)**

Roadway	Annual Average Daily Traffic	Location
SR 21	9,000	Length of roadway in Jefferson Township
SR 88	3,900-4,200	From Ten Mile Creek to Jefferson Township Boundary
SR 188	6,200-1,900	From junction of SR 221 to junction of SR 88
SR 221	2,000-2,200	Entering Morgan Township to SR 188
SR 1011	2,300-1,800	Clarksville to SR 188
SR 1015	1100	Length of roadway in Morgan Township
SR 1011	900-650	Junction of SR 188 to SR 21

Source: Penn DOT, 2005

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Regional Road Network

Interstate 79 (I-79) is classified as a four-lane limited access highway that can accommodate all types of motorized vehicles. I-79 runs north and south for 339 miles from Erie, Pennsylvania to Charleston, West Virginia. In Greene County, I-79 provides access to the state of West Virginia and Washington County to the north in Pennsylvania. It also provides a connection to the major highway systems of Interstate 70 (I-70) and Interstate 68 (I-68). With 2,175 miles of road, I-70 is a major interstate that runs east from Maryland to the west where it ends in the state of Utah. I-68 has 114 miles of roadway that begin in Hancock Maryland and runs west to end in Morgantown West Virginia where it connects to I-79. State Route 21 is a principal arterial that provide an inter-county connection to major population/economic centers of Waynesburg (Greene County) and Uniontown, Fayette County.

Southwestern Pennsylvania is experiencing major changes in its regional road network with the construction of the Mon-Fayette Expressway. This road will travel through Fayette, Washington and Allegheny Counties and will provide access from West Virginia to the City of Pittsburgh. A planned Southern-Beltway will provide access to the Pittsburgh International Airport. Currently the Mon-Fayette Expressway is being constructed in phases with an eight-mile section open in Fayette County and another 17-mile section providing access from Interstate 70 to State Route 51. Under design are the section between Uniontown and Brownsville, Fayette County, and a 4.1-mile section connecting Interstate 68 in West Virginia to the completed section in Fayette County. The West Virginia Department of Transportation, Division of Highways, (WVDOH) is designing and constructing the expressway south of the Pennsylvania border. When all of the Mon/Fayette Expressway projects are completed there will be over 70 miles of continuous limited access highway connecting I-68 west of Morgantown, West Virginia, to the Parkway East (I-376) at Monroeville and Pittsburgh. These transportation projects are in various stages of environmental studies, engineering design, right of way acquisition and construction. The project area is located approximately ten miles south of where the Mon-Fayette Expressway is planned to cross the Monongahela River.

Public Transportation

There is no regular public transit service in the project area. However, the state sponsored Shared-Ride service offers residents door-to-door transportation services and costs are subsidized for senior citizens. Residents who need access to public transportation can request service by calling the Greene County Transportation Department at (724) 223-8747 for more information.

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Railways

Pennsylvania has an extensive system of railroads that provide freight service through three major eastern railroad systems - Norfolk Southern Railway (NS), CSX Transportation (CSX) and Canadian Pacific Railways (CP). Short line and regional railroads connect with the Class I railroads, and they are one of the most important elements of the transportation system. The short line railroads provide access to local industrial properties and function as an economic development tool for businesses that want to locate on industrial sites. Pennsylvania is served by seventy regional and short line railroads, more than any other state (Penn DOT, 2004).

One Class I rail road operates within the project area. Norfolk Southern is a Virginia-based holding company, which operates in 22 Eastern States. Norfolk Southern has 12,500 miles of road and 31,300 miles of rail track nationwide. Norfolk and Southern cars pass daily through the project area to carry coal and other goods to distribution and manufacturing destinations along the East Coast. The short line railroad within the project area is an active rail line operated by Norfolk Southern Railway.

Air Transportation

The only public airport within the county is the Greene County Airport which is located at 417 E. Roy Furman Highway in Waynsburg. The airport provides local and interstate air travel services. The longest runway is an asphalt 3,500 feet runway. Other services provided by the airport include aircraft repair, aircraft and hanger rental, and flight instruction.

The Pittsburgh International Airport located in Allegheny County provides the public with international and national air travel.

Monongahela River

The Monongahela River flows north from the confluence of the West Fork and Tygart rivers at Fairmont, West Virginia to the City of Pittsburgh where it joins with the Allegheny River to form the Ohio. The Monongahela River serves many purposes including transportation, recreation, and a source of water for the project area. Historically, the Monongahela River has been considered a significant form of transportation for all of Southwestern Pennsylvania. During the pre-Revolutionary times, individuals utilized this waterway as a method of traveling westward to the Ohio River. During the industrial era, the Monongahela River was a source of moving materials from the busy coal mines located along its shores to industrial centers. Today, the river still is considered a commercial waterway due to the number of barge companies that transport coal, petroleum products, scrap metal and other materials. There are no water-related freight service companies operating within the pro-

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ject area however, two private marinas are located at the confluence of Ten Mile Creek and the Monongahela River.

The Monongahela River was improved for year around transportation by the Monongahela Navigation Company in 1837 when a series of seven locks and dams from Pittsburgh towards the West Virginia state line were built. The U.S. Army Corps of Engineers took control in 1897 and began operation of the nation's oldest continuously operating slack-water river navigation systems (US Army Corps of Engineers, 2004). The present navigation system has nine locks and dams of several sizes and types constructed by the U.S. Army Corps of Engineers between 1902 and 1994. These locks allow boats to travel in a series of steps to accommodate the 147-foot difference in pool elevation from Fairmont to Pittsburgh (US Army Corps of Engineers, 2005). Together the U.S. Army Corps of Engineers and the Port Authority of Pittsburgh oversees 200 miles of commercially navigable waterways in an eleven county area including Allegheny, Armstrong, Beaver, Butler, Fayette, Greene, Indiana, Lawrence, Washington, and Westmoreland Counties.

The project area is located between the Maxwell Locks and Dam and the Grays Landing Lock and Dam. The Maxwell Dam maintains a pool for 20.8 miles upstream to the Grays Landing Lock and Dam. Construction of Maxwell Locks and Dam began in 1960 and was completed in 1965 resulting in the removal of the old Lock and Dam 6 at Rices Landing, PA (Port of Pittsburgh, 2004). Municipalities utilize the water in the pool formed by the dam as a source of municipal water supply.

Public River Access

The ability of residents to use the river, as a source of recreation is partly dependent upon the availability of public boat launches. Only one public river access point is located within the project area. The public wharf is located in Rices Landing Borough although private river access is available at Greene Cove Marina.

Pedestrian Circulation

The project area has a limited network of sidewalks, which are primarily located in the boroughs. One walking/bicycling trail is located in the project area, the Greene River Trail.

The Greene River Trail is a 3.8 mile rail trail that has been constructed along an abandoned railroad line by the Greene County Department of Recreation. The trail runs from the Greene Cove Yacht Club in Jefferson Township to the

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borough of Rices Landing (please see Section 9: Recreation for more information on the Greene River Trail.

Regional Transportation Resources

Southwestern Pennsylvania Commission

The Southwestern Pennsylvania Commission (SPC) is the Metropolitan Planning Organization (MPO) for a ten-county region including the City of Pittsburgh and the counties of Allegheny, Armstrong, Beaver, Butler, Fayette, Greene, Indiana, Lawrence, Washington, and Westmoreland. The responsibilities of a metropolitan planning organization includes the planning and prioritizing of all state and federal transportation funds allocated to the region. SPC has the authority for the 10-county region including Greene County transportation projects. As the Local Development District (LDD) and Economic Development District for southwestern Pennsylvania (as designated by the U.S. Appalachian Regional Commission and the U.S. Department of Commerce), SPC establishes regional economic development priorities and provides a wide range of public services to the region (SPC, 2004).

Pennsylvania Department of Transportation (PennDOT)

Greene County is included under the Penn DOT Engineering District 12, which also oversees state related transportation projects in Fayette, Washington and Westmoreland Counties. District 12 is responsible for over 3,715 miles of highway, more than 103 miles of interstate and 2397 state bridges.

The Penn DOT office for Greene County is located at 129 Jefferson Road, SR 188 in Waynesburg. The Greene County Penn DOT office can be contacted by calling (724) 627-6131. Penn DOT has established the Agility Program to help local governments, school districts, fire companies, and utilities with special projects related to transportation needs. One of the most recent local projects pertinent to the project area that was realized in large part due to the agility program is the Greene River Trail. Other projects involved the Southeastern Greene School District and Dunkard and Monongahela townships and the East Dunkard Water Authority to construct a baseball field at the local high school. Activities can include boom mowing, street sweeping, bridge cleaning, meeting facilities, graphics, and storage. Lanny Hewitt is the Agility Coordinator for Greene County Penn DOT and can be contacted at 724-627-6131.

Penn DOT also works diligently to remove litter and beautify roadways. The Keep PA Beautiful is a Penn DOT program that organizes volunteers to pick up trash and litter. Penn DOT sponsors an annual clean up day, which is held the last Saturday in April. The Penn DOT contact for this activity is Elizabeth Kennedy (724-627-6131).

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Transportation Improvement Program

As the Metropolitan Planning Organization, SPC is responsible for maintaining the Transportation Improvement Program for the southwestern Pennsylvania region. The Transportation Improvement Program (TIP) lists all projects that are anticipated to be funded by state and/or federal money. The TIP is a four-year, fiscally constrained listing of priority multi-modal projects.

State Route 21 is a roadway that moves vehicular traffic in an east to west fashion through the project area. This well-traveled roadway is a significant transportation element for the project area and is slated for improvements under the SPC's Transportation Improvement Plan (TIP). SR 21 will have several bridges replaced and major upgrades including widening and reconstruction. SR 88 will also see major upgrades along the roadway from SR 21 to PA Toll Road 43 in Washington County.

Tentative Road Improvements

Following an interview with the Penn DOT representative for the Jefferson-Morgan project area, several road resurfacing improvements, classified as "Paving Candidates" were identified as noted below:

- SR 21 (from SR 2026 to Junction Deli) 6.2 miles
- SR 1013 (end to end/Clarksville) 2.66 miles
- SR 1015 (SR 88 to Clarksville) 2.24 miles
- SR 1019 (SR 88 intersection to end) 3.15

Additionally, the following issues of concern were noted:

- Drainage issues along SR 188 starting at the intersection of SR 188 and SR 1011/Clarksville Road for approximately 1,000 linear feet.
 - Remediation measures should include replacement of the existing parallel drainage system, which is currently pre-cast concrete drop boxes tied together by 18 inch steel pipe with 18 inch plastic pipe.
 - Replacement will be under the authority of Penn DOT
- Replacement of aging chimney manhole that is located in Jefferson Borough at the intersection of SR 188 and SR 1011/Clarksville Road.
 - According to information supplied by Penn Dot, remediation measures will be the responsibility of the municipality NOT Penn DOT. Funding for remediation should be sought from the municipal services of Penn DOT.
- Potential for flooding along Ten Mile Creek due to vegetated gravel bed.
 - Remediation for removal of gravel bed would need to be coordinated through Penn DOT and DEP.

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Analysis:

The project area has a sufficient network of roadways to move people and goods. Overall, the project area is well served by local maintenance crews. Areas of concern include erosion problems along some township and state routes that result in debris and unsafe conditions of the road surface. However, these issues are being addressed through the coordination of township supervisors and Penn DOT. To improve efficiency and effectiveness of local road crews, the Jefferson Morgan Regional COG could assist with road maintenance issues perhaps coordinating work tasks, equipment sharing, and joint purchasing agreements.

The pedestrian network is typical of a rural area with sidewalks present within localized areas of population centers such as Jefferson and Clarksville boroughs. Throughout the planning process, residents identified their desire to have an extended and better maintained pedestrian network. Sidewalks and trails contribute to the safety and physical well-being of residents, but they can also be an important component of revitalizing a community. Sidewalks can help achieve local economic development and community revitalization goals by fostering access to commercial centers, historical sites, and recreation facilities.

Trails provide a unique opportunity to mix recreation and physical fitness with transportation and economic development. Trails are an attraction that bring people to an area and it is up to the local community to capture the attention of the visitor to encourage them to leave the trail and enter the community, hopefully purchasing goods and/or services. The presence of the Greene River Trail provides the Jefferson Morgan area with an opportunity to improve pedestrian accessibility into the surrounding communities and foster economic development. With one trail head in Jefferson Township and the second in Rices Landing, the project area has significant potential to create localized commercial centers that would support business ventures oriented to trail users. It is recommended that the pedestrian network in these two areas be improved so as to encourage people to walk or bike from the trail into the surrounding areas.

The public transportation system is limited and there are no plans to expand service to the project area. However, with its proximity to I-79 and PA Route 43, combined with the improvements to SR 21, the project area will see improved access to major employment centers of Pittsburgh, PA and Morgantown WV. Inter-modal facilities offer communities the opportunity to coordinate transportation activities and needs. Park-n-ride facilities, shared use maintenance facilities and alternative transportation uses are some of the

Section 5: Movement of Goods and People

benefits that can be realized by inter-modal transportation planning. Municipal officials would be well-advised to enter into long-range planning efforts to address transportation needs such as mass transit. The Jefferson Morgan Regional COG should continue to identify local projects and improvements for submission to the County Planning Office and SPC.

The construction of the Mon-Fayette Expressway will provide the region with increased accessibility to and from Pittsburgh. If the project continues as planned, the linking of Interstate 68 in West Virginia through Fayette County to I-376 in Pittsburgh and the planned Southern Beltway extension to I-279 will generate additional opportunities for employers and residents. It is recommended that elected officials continue coordination with state representatives, Penn DOT and the Pennsylvania Turnpike Commission to support the construction of the Mon Fayette Expressway.

Access to the waterways remains limited with only one public wharf in Rices Landing. Optimizing the capabilities of the local waterways to attract visitors to the area will need to be realized if local business want to capitalize upon the growing popularity of water sports and recreational activities associated with fishing and boating. River access will need to be improved and promoted. Improved areas for fishing and recreational boating should be an item that is included on long range planning efforts of the Jefferson Morgan Regional COG.

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Section 5: Movement of Goods and People

Recommendations:

Goal: Ensure that the local road network is well maintained and meets resident demand

Action: Continue working with neighboring communities to share equipment and maintenance tasks

Action: The Jefferson Morgan Regional COG should develop a shared maintenance list to identify tasks that can increase the efficiency of local road crews

Goal: Improve pedestrian safety

Action: Extend the pedestrian network by encouraging the construction of new sidewalks in residential areas through sub-division and land development requirements

Goal: Improve pedestrian access to commercial areas, cultural attractions, and recreational facilities

Action: Work with Greene County Planning to apply for funding for improvements to the existing sidewalk network

Action: Develop pedestrian connections to the Greene River Trail access areas from Rices Landing Borough and Jefferson Township

Goal: Improve roadway intersections

Action: Conduct an engineering study at intersections with geometric or capacity deficiencies to determine improvements required to provide adequate roadway geometry

Action: Conduct an engineering study at intersections with inadequate sight distance to determine mitigation measures

Goal: Establish partnerships and foster regional planning for transportation improvements

Action: Work with Greene County to identify construction projects that would require federal or state funding and submit to the PENN-DOT 12-year program

Action: Work with Greene County to establish "Park-n-Ride" and/or intermodal facilities that would serve the Jefferson Morgan Region

Action: Work with the Greene County Penn DOT office to identify funding opportunities to correct roadway deficiencies that fall under

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local municipal control (e.g.. the replacement of chimney manhole that is located in Jefferson Borough at the intersection of SR 188 and SR 1011/Clarksville Road, mitigate flooding concerns near the bridge over Ten Mile Creek due to the presence of a vegetated gravel bed)

Action: Work with the Greene County Penn DOT office to remove litter by developing a "Keep PA Beautiful" program for the Jefferson Morgan region.

Section 6: Housing

Background:

The housing element of a comprehensive plan assesses current housing conditions and predicts the needs of future residents. This section includes an analysis of housing trends so that elected officials may prepare for new housing demands in the future. An evaluation of the housing stock provides an indication of the quality of life for residents and the economic vitality of the municipalities. The results of this evaluation will be used to identify specific housing programs, services, and strategies to address identified needs in the Jefferson Morgan Region.

An inventory was conducted to gather data on housing units, the density of the development and the affordability of housing. The United States Census Bureau, Southwestern Pennsylvania Commission, and the Greene County Planning Department provided quantitative data while qualitative data concerning local housing conditions was generated through focus group sessions, stakeholder interviews, field views, and municipal surveys.

Housing Units

As defined by the US Census Bureau (2000):

"A housing unit may be a house, an apartment, a mobile home, a group of rooms, or a single room that is occupied (or, if vacant, is intended for occupancy) as separate living quarters. Separate living quarters are those in which the occupants live separately from any other individuals in the building and which have direct access from outside the building or through a common hall... Both occupied and vacant housing units are included in the housing unit inventory."

Table 6.1 provides a general profile of housing units in the study area, both in total numbers and by percent of total housing units that are occupied or vacant. Table 6.1 reveals the total number of housing units and the percentage of housing units that are occupied, vacant or used for seasonal, recreational or occasional use within the entire study area, county, and state.

As can be seen, Morgan Township, with 1,117 units, has the most dwelling units of the study area with Jefferson Township a close second. Clarksville Borough has the least with just 90 housing units. The percent of occupied and vacant housing units is also displayed in Table 6.1. As shown, Clarksville Borough has the highest vacancy rate with 13.3 percent. The remaining study communities have a lower vacancy rate, all of which are lower than the county or state. Jefferson Borough has the highest occupancy rate (94.6%) with Jef-

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erson Township at 93.5 percent. Only Morgan Township, at 91.8 percent is comparable to the state average of 90.3 percent.

Table 6.1: Housing Occupancy, % Total Population	Pennsylvania	Greene County	Clarksville Borough	Jefferson Borough	Jefferson Township	Morgan Township	Rices Landing Borough
Total housing units	5,249,750	16,678	90	147	1,087	1,117	190
	%	%	%	%	%	%	%
Occupied housing units	91	90.3	86.7	94.6	93.5	91.8	94.2
Vacant housing units	9	9.7	13.3	5.4	6.5	8.2	5.8
For seasonal, recreational, or occasional use	2.8	2.5	2.2	0	2.2	0.8	0.5

Source: US Census, 2000

A trends analysis is displayed in Table 6.2, which shows the percent change in occupancy rates for the Jefferson Morgan Region. The information reveals that the study area is experiencing an increase in housing starts despite a loss of population for many of the communities. From 1990 to 2000, Clarksville Borough gained a total of 7 housing units for a percent change of 8.4 along with an increase of 23 people. Morgan Township had the largest total unit increase with 80 units (7.7%) as well as the largest loss of population with a 9.9 percent decrease. With a small loss in population of just 8 people, Jefferson Township gained 54 housing units for a 5.2 percent increase. Jefferson Borough also lost population but gained in housing units.

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Table 6.2: Occupancy Change 1990-2000	1990	2000	% Change 1990-2000	Total # Change 1990-2000		1990	2000	% Change 1990-2000	Total # Change 1990-2000
	Population				Total housing units				
Greene County	39,550	40,672	2.8%	1,122		15,982	16,678	4.4%	696
Clarksville Borough	211	234	10.9%	23		83	90	8.4%	7
Jefferson Borough	355	337	-5.1%	-18		137	147	7.3%	10
Jefferson Township	2,536	2,528	-0.3%	-8		1,033	1,087	5.2%	54
Morgan Township	2,887	2,600	-9.9%	-287		1,037	1,117	7.7%	80
Rices Landing Borough	457	443	-3.1%	-14		186	190	2.2%	4

Table 6.3 reveals the total number of occupied housing units and the type of housing unit available to residents. According to the US Census definition, one or more housing units may exist within a single structure and each unit is included in total housing unit count. Dwelling units are categorized as one-unit attached, one-unit detached, two units, 3-4 units, 5-9 units, 10-19 units, 20 or more units, mobile home, Boat, RV, Van, etc.

Table 6.3: Profile of Selected Housing Characteristics, 2000	Pennsylvania	Greene County	Clarksville Borough	Jefferson Borough	Jefferson Township	Morgan Township	Rices Landing Borough
Total Occupied Housing Units	4,777,003	15,060	79	141	1,014	1,024	179
	Number	Number	Number	Number	Number	Number	Number
Units in Structure							
1-unit, detached	2,724,746	10,387	70	116	823	787	160
1-unit, attached	860,086	481	1	0	24	25	0
2 units	235,658	416	2	5	4	12	2
3 or 4 units	203,880	314	2	0	0	3	1
5 to 9 units	157,342	267	0	2	0	11	2
10 to 19 units	118,401	212	0	0	0	0	0
20 or more units	258,403	308	0	0	5	0	0
Mobile home	217,433	2,666	4	18	158	186	14
Boat, RV, van, etc.	1,054	9	0	0	0	0	0

Source: Census 2000 Summary File 4 (SF 4) - Sample Data

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As is shown by Table 6.3, Jefferson and Morgan Townships have the most 1-unit attached dwellings. These structures were often built close to mining operations to provide low-cost housing for miners and their families. However, 1-unit detached structures are the most prevalent housing accommodation in the project area while Mobile Homes are the second highest category of housing units for the study area. Only Morgan Township reflects a significant presence of high-density residential units with 11 structures being classified as containing 5-9 units within the dwelling structure.

Table 6.4 also displays housing type, but by percent of all housing units. As is expected, single family, 1-unit detached structures are the primary housing type in the study area. Mobile Home units are the second highest percent of housing types in the project area and county. Both Jefferson and Morgan Townships are comparable to the county rate of mobile homes. Jefferson Borough also has a comparable percent of mobile home units although the total number of homes is far below the two townships.

Table 6.4: Profile of Selected Housing Characteristics, 2000	Greene County	Clarksville Borough	Jefferson Borough	Jefferson Township	Morgan Township	Rices Landing Borough
Units in Structure	%	%	%	%	%	%
1-unit, detached	69	88.6	82.3	81.2	76.9	89.4
1-unit, attached	3.2	1.3	0	2.4	2.4	0
2 units	2.8	2.5	3.5	0.4	1.2	1.1
3 or 4 units	2.1	2.5	0	0	0.3	0.6
5 to 9 units	1.8	0	1.4	0	1.1	1.1
10 to 19 units	1.4	0	0	0	0	0
20 or more units	2	0	0	0.5	0	0
Mobile home	17.7	5.1	12.8	15.6	18.2	7.8
Boat, RV, van, etc.	0.1	0	0	0	0	0

Source: Census 2000 Summary File 4 (SF 4) - Sample Data

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Occupancy Characteristics

It is generally considered optimum to have a owner-occupied housing to renter-occupied housing ratio of 70/30, which provides stable housing ownership coupled with housing options that, in a perfect world, is affordable and provides flexible living arrangements. This 70/30 ratio is reflected by the county and state averages.

The US Census defines a housing unit as owner occupied if *“if the owner or co-owner lives in the unit even if it is mortgaged or not fully paid for. The owner or co-owner must live in the unit and usually is the first person listed on the questionnaire in the list of persons living in the household. The unit is “Owned by you or someone in this household with a mortgage or loan” if it is being purchased with a mortgage or some other debt arrangement such as a deed of trust, trust deed, contract to purchase, land contract, or purchase agreement. The unit is also considered owned with a mortgage if it is built on leased land and there is a mortgage on the unit. Mobile homes occupied by owners with installment loan balances are also included in this category. Renter occupied units are defined as “all occupied housing units which are not owner occupied, whether they are rented for cash rent or occupied without payment of cash rent, are classified as renter occupied. Units occupied without payment of cash rent are generally provided free by friends or relatives or in exchange for services such as resident manager, caretaker, minister, or tenant farmer. Housing units on military bases also are included in this classification.” (US Census, 2000)*

Table 6.5: Housing Tenure, outlines that percent of occupied housing units which are owner or renter occupied. In addition, the vacancy rate for both

6.5: Housing Tenure, % Total Population 2000	Pennsylvania	Greene County	Clarksville Borough	Jefferson Borough	Jefferson Township	Morgan Township	Rices Landing Borough
Owner-occupied	71.3	74.1	78.2	79.9	84.8	86.7	86
Renter-occupied	28.7	25.9	21.8	20.1	15.2	13.3	14
% Homeowner vacancy rate	1.6	1.8	3.2	0.9	0.6	2.1	2.5
% Rental vacancy rate	7.2	7.7	15	9.7	4.9	12.8	3.8

Source: US Census, 2000

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categories is provided as well. Greene County is closest to the state in terms of owner-to-renter occupancy rates. Jefferson Borough and Clarksville Borough are the only communities to have a 80/20 ratio with Jefferson and Morgan Townships and Rice's Landing having a 85/15 ratio.

Age of Structure

The age of the housing units helps to analyze the condition of the housing stock in terms of physical needs and historical significance. The age of a community's housing units can be an indicator of deteriorated housing or, in the best case scenario, of historic structures. Housing units built before current building codes may present potential hazards from faulty wiring or lead based paint. On a positive note, older homes often have historic significance that can lend to a desirable community character.

As defined by the US Census Bureau, the "Year structure built" refers to the date the original construction of the structure was completed, and not to any later remodeling, addition, or conversion. The figures on the number of units built during a given period relate to the number of units in existence at the time of interview. For both occupied and vacant mobile homes, "model year" is the year built.

Table 6.6 shows the total number of owner occupied housing units, the percent built in a specific period, and the median year built. Both Rice's Landing and Clarksville Boroughs have the oldest median age for their housing

6.6: Tenure by Year Structure was Built	Pennsylvania	Greene County	Clarksville Borough	Jefferson Borough	Jefferson Township	Morgan Township	Rices Landing Borough
Owner-occupied housing units	3,406,167	11,158	64	112	859	880	156
Built 1999 to March 2000	1.3	1.7	0	4.5	2.8	0.7	0
Built 1995 to 1998	4.8	4.2	3.1	6.3	4.2	3.8	0
Built 1990 to 1994	6	5.1	0	8.9	4.5	6.8	0
Built 1980 to 1989	10.6	10.9	3.1	8	10.5	8.1	7.1
Built 1970 to 1979	12.8	16.8	3.1	7.1	16.8	17.3	11.5
Built 1960 to 1969	10.7	6.3	4.7	0	7.6	2.6	0
Built 1950 to 1959	15.5	9.1	4.7	13.4	10.6	4.9	11.5
Built 1940 to 1949	9.3	10.9	0	10.7	18	19.3	9.6
Built 1939 or earlier	29	35	81.3	41.1	25	36.6	60.3
Median	1958	1955	1940-	1948	1957	1947	1940-

Source: US Census, 2000

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stock. Both communities have a high percent of housing units that were built prior to 1940. Jefferson Township a median age of housing structure that is more reflective of the state and county. From this information, an assumption can be made that the communities are reflective of a region that was settled early in the Westward expansion and settlement of Pennsylvania.

Size & Amenities of Housing Unit

Each dwelling unit is also categorized according to the number of rooms within the structure. Determining the number of whole rooms can help to gauge the size of dwelling units and may also be used to measure the economic conditions of a community if one assumes that a larger dwelling unit equates to a more costly structure. The Census Bureau (2000) defines a room as including "living rooms, dining rooms, kitchens, bedrooms, finished recreation rooms, enclosed porches suitable for year-round use, and lodgers' rooms. Excluded are strip or pullman kitchens, bathrooms, open porches, balconies, halls or foyers, half-rooms, utility rooms, unfinished attics or basements, or other unfinished space used for storage. A partially divided room is a separate room only if there is a partition from floor to ceiling, but not if the partition consists solely of shelves or cabinets."

Table 6.7: Rooms in Housing Unit provides an understanding of what type of housing options are available to residents. Jefferson Borough has the highest median number of rooms per housing structure (6.3) while Morgan

6.7: Rooms in Housing Unit	Pennsylvania	Greene County	Clarksville Borough	Jefferson Borough	Jefferson Township	Morgan Township	Rices Landing Borough
	%	%	%	%	%	%	%
1 room	1.1	0.5	0	0	0	0.4	0
2 rooms	2.6	1.2	0	0	1.5	0.4	0
3 rooms	7.2	4.9	7.6	1.4	1.3	0.4	1.1
4 rooms	11.9	16.4	5.1	10.6	17.5	16.5	11.7
5 rooms	17.3	25.6	31.6	21.3	23.5	32.9	19
6 rooms	23.6	21.9	25.3	21.3	27.6	23.7	34.6
7 rooms	15.2	14.1	19	26.2	12.9	15.2	17.9
8 rooms	11.2	8.6	2.5	8.5	8.1	4.5	7.8
9 or more rooms	9.9	6.7	8.9	10.6	7.7	6	7.8
Median Number of Rooms	5.9	5.6	5.7	6.3	5.7	5.5	6

Source: Census 2000 Summary File 4 (SF 4) - Sample Data

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Township has the least with 5.5 rooms per unit.

The data displayed in Table 6.8: Other Housing Characteristics, indicates that the project area has a variety of heat sources used by residents. The primary source of heat is utility (natural) gas with a significant number of homes being heated by electricity or fuel oil. The townships are more reflective of the county and state for the percent of homes using electricity and fuel oil or kerosene. In addition, both Morgan and Jefferson Townships have a high percent of persons who use wood as a heating source, which is reflective of the county.

6.8: Other Housing Characteristics	Pennsylvania	Greene County	Clarksville Borough	Jefferson Borough	Jefferson Township	Morgan Township	Rices Landing Borough
<i>House Heating Source</i>							
	%	%	%	%	%	%	%
Utility gas	51.3	57.8	92.4	80.1	59.1	61.8	74.3
Bottled, tank, or LP gas	3	5.1	2.5	4.3	5.1	7.3	1.1
Electricity	16.5	13.9	2.5	12.8	19	10.7	8.4
Fuel oil, kerosene, etc.	25.5	18.6	2.5	1.4	12.5	15.7	12.8
Coal or coke	1.4	0.8	0	0	0	0.7	1.1
Wood	1.6	3.3	0	0	3.2	3.7	2.2
Solar energy	0	0	0	0	0	0	0
Other fuel	0.4	0.4	0	1.4	0.5	0	0
No fuel used	0.2	0.1	0	0	0.6	0	0
<i>Other Characteristics</i>							
	%	%	%	%	%	%	%
Lacking complete plumbing facilities	0.5	1.2	2.5	0	0.4	0.9	0
Lacking complete kitchen facilities	0.5	0.5	0	0	0.4	0.8	0
No telephone service	1.4	2.4	2.5	2.8	1.7	1.9	1.7

Data Set: Census 2000 Summary File 4 (SF 4) - Sample Data

Most of the project area compares well to the county and state when considering plumbing and kitchen facilities, and telephone services. Clarksville Borough is cause for concern regarding the percent of homes lacking complete plumbing facilities and telephone services. Jefferson Borough has the highest percent of homes lacking telephone service. Morgan Township shows the highest percent of homes without complete kitchen facilities.

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Housing Costs

While some consider that the quality of life within a community is improved with higher median home values, it is also significantly influenced by its cost of living. While housing values play an important factor, elements such as rent levels and mortgage costs provide an evaluation of housing quality and the affordability of a community.

A community may assume that its residents are economically stable and that there are no housing issues because they report low vacancy rates, low assessed values, and average rents, but this may not necessarily be an indicator of the affordability of homes in the community. According to the Office of Housing and Urban Development (HUD), a person is *cost burdened* if the total monthly costs to reside in a household are greater than a percentage of the household's total income. A household is considered *cost burdened* if the percentage of total household income is thirty percent (30%) and to be considered *severely cost burdened* the percentage is thirty-five percent (35%) or greater.

The US Census Bureau (2000) defines monthly owner/renter costs as "selected monthly owner costs are the sum of payments for mortgages, deeds of trust, contracts to purchase, or similar debts on the property (including payments for the first mortgage, second mortgage, home equity loans, and other junior mortgages); real estate taxes; fire, hazard, and flood insurance on the property; utilities (electricity, gas, and water and sewer); and fuels (oil, coal, kerosene, wood, etc.). It also includes, where appropriate, the monthly condominium fees or mobile home costs (installment loan payments, personal property taxes, site rent, registration fees, and license fees). Selected monthly owner costs were tabulated separately for all owner-occupied units, specified owner-occupied units, and owner-occupied mobile homes and, usually, are shown separately for units 'with a mortgage' and for units 'not mortgaged.'

Table 6.9 reveals that the median housing value for the project area is significantly lower than the state. Of the study area, Jefferson Township has the highest median housing value (\$59,500), which is slightly above the county's median value of \$56,900, but well below the state's median housing value of \$97,000.

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6.9: Owner Occupied Housing Value	Pennsylvania	Greene County	Clarksville Borough	Jefferson Borough	Jefferson Township	Morgan Township	Rices Landing Borough
Occupied Housing Units	4,777,003	15,060	79	141	1,014	1,024	179
Specified owner-occupied units	2,889,484	6,999	57	97	597	565	136
VALUE	%	%	%	%	%	%	%
Less than \$50,000	15.1	42	77.2	40.2	39.7	60.5	45.6
\$50,000 to \$99,999	37.4	42.5	22.8	49.5	46.4	29.9	50.7
\$100,000 to \$149,999	24.3	10.7	0	10.3	10.2	6.7	3.7
\$150,000 to \$199,999	11.9	3	0	0	2.3	1.8	0
\$200,000 to \$299,999	7.4	1.4	0	0	1.3	1.1	0
\$300,000 to \$499,999	2.9	0.2	0	0	0	0	0
\$500,000 to \$999,999	0.8	0	0	0	0	0	0
\$1,000,000 or more	0.2	0	0	0	0	0	0
Median (dollars)	\$97,000	\$56,900	\$39,400	\$54,100	\$59,500	\$40,700	\$52,900

Source: Census 2000 Summary File 4 (SF 4) - Sample Data

Information relating to mortgage status is provided in Table 6:10. The information indicates that project area residents are not heavily mortgaged as every municipality falls below the state in terms of the percent of households

6.10: Mortgage Status	Pennsylvania	Greene County	Clarksville Borough	Jefferson Borough	Jefferson Township	Morgan Township	Rices Landing Borough
Occupied Housing Units	4,777,003	15,060	79	141	1,014	1,024	179
% of owner occupied households							
With a mortgage	62.2	51.3	47.4	50.5	46.2	43.4	55.1
Less than \$300	0.3	0.5	3.5	2.1	0	0	1.5
\$300 to \$499	3.8	7.8	17.5	4.1	10.4	4.1	5.9
\$500 to \$699	9.3	16.5	8.8	19.6	12.6	20.5	26.5
\$700 to \$999	17.2	15.5	12.3	16.5	12.6	10.8	14.7
\$1,000 to \$1,499	18.9	9.4	5.3	8.2	9.5	8	6.6
\$1,500 to \$1,999	7.6	1.3	0	0	0.5	0	0
\$2,000 or more	5	0.3	0	0	0.7	0	0
Median (dollars)	\$1,010	\$713	\$613	\$695	\$704	\$666	\$629
Not mortgaged	37.8	48.7	52.6	49.5	53.8	56.6	44.9

Source: Census 2000 Summary File 4 (SF 4) - Sample Data

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with a mortgage. The median mortgage for the study area is also well below the state in terms of dollar amounts. Clarksville Borough has the lowest median mortgage of \$623 with Jefferson Township having the highest at \$704. Jefferson Township's is most comparable to Greene County's median mortgage of \$713.

Table 6.11: provides an understanding of the percent of homeowners who can be considered to be cost-burdened. The project area fares well and is comparable to the state and county with only Jefferson Borough and Jefferson Township as showing examples of severe cost burden.

6.11: Selected Monthly Owner Costs as a Percentage of Household Income, 1999	Pennsylvania	Greene County	Clarksville Borough	Jefferson Borough	Jefferson Township	Morgan Township	Rices Landing Borough
Less than 15 percent	37.8	46.7	47.4	37.1	51.6	43.7	33.8
15 to 19 percent	17.6	16.7	12.3	15.5	17.9	15.9	22.8
20 to 24 percent	13.8	10.9	14	11.3	7.4	11.7	17.6
25 to 29 percent	9.1	7	5.3	16.5	2.5	8.5	10.3
30 to 34 percent	5.7	4.5	14	2.1	4.7	7.4	2.2
35 percent or more	15.1	13.1	7	15.5	15.9	12	9.6
Not computed	0.8	1.1	0	2.1	0	0.7	3.7

Data Set: Census 2000 Summary File 4 (SF 4) - Sample Data

Rental Costs

The US Census Bureau (2000) defines gross rent as “the contract rent plus the estimated average monthly cost of utilities (electricity, gas, water and sewer) and fuels (oil, coal, kerosene, wood, etc.) if these are paid by the renter (or paid for the renter by someone else). Gross rent is intended to eliminate differentials that result from varying practices with respect to the inclusion of utilities and fuels as part of the rental payment. The estimated costs of utilities and fuels are reported on an annual basis but are converted to monthly figures for the tabulations. Renter units occupied without payment of cash rent are shown separately as “No cash rent ”in the tabulations.”

Housing data also provides an understanding of the affordability and availability of rental units. Renting as a residential option is essential for persons who wish to assume little to no maintenance responsibilities. Rental units are often a preferred mode of housing for persons who do not want the responsibility of caring for property. Rental costs are displayed in Table 6:12,

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which indicate that the median rental costs are higher in the project area than the county, but are lower than the state. The highest median gross rent is found in Jefferson Borough, which has a median rent of \$508. Jefferson Township is the next highest with \$425 while Greene County is \$367.

6.12: Gross Rent & Median Rent	Pennsylvania	Greene County	Clarksville Borough	Jefferson Borough	Jefferson Township	Morgan Township	Rices Landing Borough
Occupied Housing Units	4,777,003	15,060	79	141	1,014	1,024	179
Specified renter-occupied units	1,348,824	3,663	15	29	133	123	23
Gross Rent	%	%	%	%	%	%	%
Less than \$200	6.3	12.9	0	6.9	3.8	0	0
\$200 to \$299	6.6	16.8	0	0	0	14.6	8.7
\$300 to \$499	28.9	40.6	53.3	31	46.6	33.3	65.2
\$500 to \$749	33.7	12.5	26.7	31	24.8	22.8	8.7
\$750 to \$999	12.4	3.1	20	10.3	6.8	0	0
\$1,000 to \$1,499	4.8	0.5	0	0	0	0	0
\$1,500 or more	1.5	0.1	0	0	0	0	0
No cash rent	5.8	13.5	0	20.7	18	29.3	17.4
Median (dollars)	\$531	\$367	\$445	\$508	\$452	\$411	\$396

Data Set: Census 2000 Summary File 4 (SF 4) - Sample Data

The information shown in Table 6.13: Selected Monthly Renter Costs as a Percentage of Household Income, indicates that persons who rent are more likely to be cost burdened than homeowners. Within the project area it is apparent that persons renting in Jefferson Borough and Jefferson Township are most likely to be severely cost-burdened, spending over 35-percent of the total household income on housing costs. This percent reflects the rate of Greene County renters who are severely cost-burdened while the remainder of the project area fares well in terms of affordable housing.

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6.13: Selected Monthly Renter Costs as a Percentage of Household Income, 1999	Pennsylvania	Greene County	Clarksville Borough	Jefferson Borough	Jefferson Township	Morgan Township	Rices Landing Borough
Occupied Housing Units	4,777,003	15,060	79	141	1,014	1,024	179
Specified renter-occupied units	1,348,824	3,663	15	29	133	123	23
Less than 15 percent	19.2	19.9	33.3	31	18.8	9.8	43.5
15 to 19 percent	14.4	11.4	0	6.9	15	16.3	4.3
20 to 24 percent	12.3	12.7	13.3	6.9	0	13	0
25 to 29 percent	10.4	8	20	0	9.8	12.2	17.4
30 to 34 percent	6.9	7.2	13.3	10.3	9	6.5	0
35 percent or more	28.6	25.3	20	24.1	29.3	13	17.4
Not computed	8.2	15.4	0	20.7	18	29.3	17.4

Data Set: Census 2000 Summary File 4 (SF 4) - Sample Data

Demographic Housing Characteristics

The census provides information relating to the demographic characteristics of the resident population. For instance, the census can provide important information relating to the average age of a homeowner versus renter-occupant or if the typical householder is married, single with children under eighteen, or a single person over the age of 65. This type of demographic data allows future residential planning efforts to direct resources to the appropriate housing need. For instance, areas may need to be zoned more appropriately to allow for higher density residential living to accommodate multi-family units or assisted living facilities.

As shown by the information in Table 6.14, persons who are under the age of 35 are more likely to rent. As people age and become more settled in their careers and family life, they typically seek out homeownership options. Then, as children age and leave the household, empty-nesters desire smaller homes, which are often rental units. This trend is reflected by the percent of persons who are 65 years or older who are renting.

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Table 6.14: Tenure by Age (owner and renter occupied), 2000	Pennsylvania	Greene County	Clarksville Borough	Jefferson Borough	Jefferson Township	Morgan Township	Rices Landing Borough
Owner-occupied housing units	3,406,167	11,158	64	112	859	880	156
% of Population by Age							
15 to 24 years	0.9	1.2	0	0	1.5	2.8	1.3
25 to 34 years	10.7	9.6	9.4	12.5	7.2	7.5	14.7
35 to 44 years	21.8	19.7	21.9	14.3	18.6	21.1	18.6
45 to 54 years	22.5	22.9	10.9	15.2	22.7	21	17.9
55 to 64 years	16	16.3	12.5	16.1	19.2	15.5	17.9
65 years and over	28.1	30.2	45.3	42	30.7	32	29.5
65 to 74 years	14.9	15.2	21.9	20.5	9.7	17.6	13.5
75 to 84 years	10.7	12	15.6	19.6	18.3	11.5	9.6
85 years and over	2.5	3.1	7.8	1.8	2.8	3	6.4
Renter-occupied housing units	1,370,836	3,902	15	29	155	144	23
% of Population by Age							
15 to 24 years	11.3	10.7	0	0	0	2.8	8.7
25 to 34 years	25.4	22.4	33.3	20.7	25.2	31.3	43.5
35 to 44 years	20.3	22.3	33.3	51.7	23.9	27.8	26.1
45 to 54 years	13.8	14.6	20	13.8	18.7	0	0
55 to 64 years	8.7	9.8	0	6.9	8.4	20.1	13
65 years and over	20.5	20.1	13.3	6.9	23.9	18.1	8.7
65 to 74 years	8.3	9.2	13.3	6.9	15.5	2.8	8.7
75 to 84 years	8.7	7.8	0	0	8.4	9	0
85 years and over	3.4	3.1	0	0	0	6.3	0

Data Set: Census 2000 Summary File 4 (SF 4) - Sample Data

As defined by the US Census Bureau, "A *family* consists of two or more people, one of whom is the householder, related by birth, marriage, or adoption and residing in the same housing unit. A *household* consists of all people who occupy a housing unit regardless of relationship. A household may consist of a person living alone or multiple unrelated individuals or families living together." In contrast, the term *Family Household* is defined as "a household maintained by a householder who is in a family and includes any unrelated people (unrelated subfamily members and/or secondary individuals) who may be residing there. The number of family households is equal to the number of families. The count of family household members differs from the count of family members, however, in that the family household members include all people living in the household, whereas

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family members include only the householder and his/her relatives. A non-family household consists of a householder living alone (a one-person household) or where the householder shares the home exclusively with people to whom he/she is not related."

Table 6:15 displays census information regarding the status of families and non-family households who are owner occupants. The project area is comparable to the state in terms of the ratio of family to non-family households. As shown, the highest percent of family householders who are owner-occupants are persons age 15 to 64 years. In contrast, the highest percent of non-family householders who are owner-occupants are persons age 65 years and older. It is more typical in the project area for a female owner-occupant to be living alone as compared to a male. Likewise, it is more often that a female householder will be an owner-occupant and have children but no husband present as compared to a male householder with children living alone.

Table 6.15: Household Type (Owner-Occupants), 2000	Pennsylvania	Greene County	Clarksville Borough	Jefferson Borough	Jefferson Township	Morgan Township	Rices Landing Borough
<i>Owner-occupied housing units</i>	3,406,167	11,158	64	112	859	880	156
	%	%	%	%	%	%	%
<i>Family households</i>	76	75.2	73.4	71.4	75.1	71.5	75.6
Householder 15 to 64 years	59	57.6	45.3	47.3	57.5	52.8	60.9
Householder 65 years and over	17	17.5	28.1	24.1	17.6	18.6	14.7
Married-couple family	63.5	65	53.1	58.9	65.1	62.6	67.9
Male householder, no wife present	3.5	3.3	3.1	1.8	2	4.4	2.6
Female householder, no husband present	9	6.9	17.2	10.7	8	4.4	5.1
<i>Nonfamily households</i>	24	24.8	26.6	28.6	24.9	28.5	24.4
Householder 15 to 64 years	12.9	12.2	9.4	10.7	11.8	15.1	9.6
Householder 65 years and over	11.1	12.7	17.2	17.9	13.2	13.4	14.7
<i>Male householder</i>	9.7	11.1	14.1	8	7.9	14.2	6.4
Living alone	7.9	9.7	10.9	5.4	6.3	12.6	6.4
65 years and over	2.7	3.3	4.7	1.8	2	4.4	1.3
Not living alone	1.8	1.4	3.1	2.7	1.6	1.6	0
<i>Female householder</i>	14.4	13.7	12.5	20.5	17	14.3	17.9
Living alone	13.2	12.7	12.5	20.5	15.1	12.8	17.9
65 years and over	8	9.1	12.5	16.1	11.2	8.5	13.5
Not living alone	1.2	1	0	0	1.9	1.5	0

Data Set: Census 2000 Summary File 4 (SF 4) - Sample Data

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Table 6:16 provides the same information as that in Table 6:15, but for families and non-family households who rent. As can be seen, when comparing the average for Pennsylvania renter occupants, the number of family renter-occupants drops dramatically as compared to owner occupants. Where families comprise about 75 percent of the owner occupant households at the state level, they comprise 46 percent of renter-occupied households. However, this rate is not reflected by the project area. The information provided regarding the percent of family households who rent within the project area show that a high number of families do rent as compared to non-family households.

Jefferson Borough and Morgan Township have the highest percent of family households who are renter-occupants. The majority of family renter-occupants are those that have a householder between that age of 15 and 64 years. Most likely if it is headed by a single adult, the householder is a female with no husband present. Overall, there are fewer married-couple family households who rent as compared to owning a home. Likewise, a non-family

Table 6.16: Household Type (Renter-Occupants), 2000	Pennsylvania	Greene County	Clarksville Borough	Jefferson Borough	Jefferson Township	Morgan Township	Rices Landing Borough
<i>Renter-occupied housing units</i>	1,370,836	3,902	15	29	155	144	23
	%	%	%	%	%	%	%
<i>Family households</i>	46.1	57.4	66.7	79.3	60.6	75	65.2
Householder 15 to 64 years	40.9	51.3	66.7	72.4	48.4	75	56.5
Householder 65 years and over	5.2	6.1	0	6.9	12.3	0	8.7
Married-couple family	24.1	31.3	66.7	62.1	37.4	52.8	26.1
Male householder, no wife present	4.5	4.1	0	6.9	0	0	8.7
Female householder, no husband present	17.5	22	0	10.3	23.2	22.2	30.4
<i>Nonfamily households</i>	53.9	42.6	33.3	20.7	39.4	25	34.8
Householder 15 to 64 years	38.6	28.5	20	20.7	27.7	6.9	34.8
Householder 65 years and over	15.3	14	13.3	0	11.6	18.1	0
<i>Male householder</i>	24.1	19.1	13.3	13.8	11	9	8.7
Living alone	18.6	14.5	13.3	13.8	7.7	9	8.7
65 years and over	3.3	3.3	13.3	0	0	5.6	0
Not living alone	5.6	4.6	0	0	3.2	0	0
<i>Female householder</i>	29.8	23.4	20	6.9	28.4	16	26.1
Living alone	25.5	20.7	6.7	6.9	24.5	16	26.1
65 years and over	11.6	10.6	0	0	11.6	12.5	0
Not living alone	4.3	2.7	13.3	0	3.9	0	0

Data Set: Census 2000 Summary File 4 (SF 4) - Sample Data

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household or female householder living alone is most likely to rent.

The US Census Bureau has defined the category of poverty status that adhere to the Office of Management and Budget's (OMB's) Directive 14 (2000), which states:

"the Census Bureau uses a set of money income thresholds that vary by family size and composition to detect who is poor. If a family's total income is less than that family's threshold, then that family, and every individual in it, is considered poor. The poverty thresholds do not vary geographically, but they are updated annually for inflation with the Consumer Price Index (CPI-U). The official poverty definition counts money income before taxes and excludes capital gains and noncash benefits (such as public housing, medicaid, and food stamps)"

"Poverty statistics are based on a definition developed by Mollie Orshansky of the Social Security Administration (SSA) in 1964² and revised in 1969 and 1981 by interagency committees. This definition was established as the official definition of poverty for statistical use in all Executive departments by the Bureau of the Budget (BoB) in 1969 (in Circular No. A-46); after BoB became The Office of Management and Budget, this was reconfirmed in Statistical Policy Directive No. 14."

"The original poverty definition provided a range of income cut-offs or thresholds adjusted by such factors as family size, sex of the family head, number of children under 18 years old, and farm-nonfarm residence. At the core of this definition of poverty was the economy food plan, the least costly of four nutritionally adequate food plans designed by the Department of Agriculture. It was determined from the Department of Agriculture's 1955 Household Food Consumption Survey that families of three or more people spent approximately one-third of their after-tax money income on food; accordingly, poverty thresholds for families of three or more people were set at three times the cost of the economy food plan. Different procedures were used to calculate poverty thresholds for two-person families and people living alone in order to compensate for the relatively larger fixed expenses of these smaller units. For two-person families, the cost of the economy food plan was multiplied by a factor of 3.7 (also derived from the 1955 survey). For unrelated individuals (one-person units), no multi-

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plier was used; poverty thresholds were instead calculated as a fixed proportion of the corresponding thresholds for two-person units. Annual updates of these SSA poverty thresholds were based on price changes of the items in the economy food plan."

Table 6.17 provides for an understanding of the hardships faced by persons who are living at or below the poverty level. Renters in Jefferson and Morgan Townships who are below the poverty level are most likely to do without telephone service as compared to owner-occupants. In Morgan Township, renters below the poverty level are also most likely to have insufficient plumbing facilities. In Jefferson and Morgan Township, homeowners who are living below the poverty level are most likely to receive Social Security income or otherwise living on fixed incomes.

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Table 6.17: Selected Characteristics of Householder Below Poverty Level	Pennsylvania	Greene County	Clarksville Borough	Jefferson Borough	Jefferson Township	Morgan Township	Rices Landing Borough
# of Owner-occupied housing units for Householders Below Poverty Level	205,850	1,076	4	12	83	81	14
	%	%	%	%	%	%	%
Lacking complete plumbing facilities	1.7	4.1	0	0	4.8	0	0
1.01 or more occupants per room	3.7	3.5	50	0	0	6.2	0
Householder 65 years and over	35.4	30.6	50	50	34.9	23.5	14.3
With public assistance income	8.1	6.7	0	16.7	7.2	16	0
With Social Security income	35	33.8	50	33.3	69.9	45.7	14.3
No telephone service	3.4	4	50	16.7	0	0	21.4
# of Renter-occupied housing units Householders Below Poverty Level	320,920	1,327	2	2	27	41	2
	%	%	%	%	%	%	%
Lacking complete plumbing facilities	1.3	2.8	0	0	0	12.2	0
1.01 or more occupants per room	6.9	3.9	0	0	14.8	0	0
Householder 65 years and over	17.6	14.5	0	0	0	12.2	0
With public assistance income	17.8	26.5	0	0	18.5	26.8	0
With Social Security income	20.9	24.5	100	0	0	19.5	0
No telephone service	6.3	9.6	0	0	33.3	26.8	0

Data Set: Census 2000 Summary File 4 (SF 4) - Sample Data

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Analysis:

Infill development and revitalization are two important strategies that will allow Jefferson Morgan Region to address identified housing deficiencies. The region fares well in terms of vacancy and occupancy rates, but there are pockets of dilapidated housing which raises some concern. Directing new development to appropriate areas will be another issue that local municipal officials should undertake. As the area has limited public sewerage and soils that aren't suitable for on-lot systems, it will be imperative to plan ahead for new housing development.

The project area needs to develop an aggressive campaign to encourage the overall rehabilitation of residential areas. The USDA provides homeownership opportunities to rural Americans, and home renovation and repair programs. USDA also provides financing to elderly, disabled, or low-income rural residents in multi-unit housing complexes to ensure that they are able to make rent payments. The Jefferson Morgan COG should establish a housing rehabilitation and property maintenance program to encourage better home maintenance practices by residents. Such a program should include an education component for residents who are in violation with property maintenance standards. The program should provide information about funding sources for renovation and home improvements.

In some instances, the existing housing stock is in such poor condition that demolition must be considered. Demolition programs serve to address safety concerns as well as the negative affects of deteriorated structures. Additionally, removing dilapidated structures provides available housing sites for new construction. These newly vacant lots could be marketed to perspective home owners or to developers for new construction. To remedy locations of deterioration, the region could market funding sources that are available for both home owners and rental properties from the State and Federal Housing agencies that wish to encourage improvements. Rehabilitation programs should encourage the renovation of existing blighted properties for low and moderate first time home owners. Monies are also available to encourage renovations of historic homes through tax credit programs. The Jefferson Morgan Regional COG should explore the availability and sources of local match money and funding opportunities.

In many communities with a large percent of renter-occupied housing there is a general deterioration of the overall quality of the housing stock. However, deterioration of housing stock can be affected in other way, such as a large number of elderly occupants who can not maintain their homes. As Jefferson Morgan Region has areas with a high rate of renter-occupied

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housing units as well as an aging population, it would behoove the community to have a very strict property maintenance ordinance coupled with a knowledgeable enforcement officer. The expertise of an enforcement officer is crucial as he or she must apply maintenance standards that are fair and equitable.

As the communities have expressed an interest in a historic district designation for the Village of Mather, there should be a consideration to the enactment of a historic district overlay to guide new construction and renovations to enhance period architecture. The Jefferson Morgan Regional COG should investigate the level of support for such a designation. By developing a designated historic district, the local community residents may be more likely to realize economic development benefits from heritage tourism.

Census data indicates that as the population in the region ages, there will be many people faced with living on a reduced income. This could foster a situation where the elderly population will soon be seeking assisted living opportunities. As such, elected officials should investigate opportunities to provide quality, high-density housing that capitalizes on pedestrian and commercial centered concepts, such as those provided by mixed use development. Municipalities can encourage residential and non-residential development that is mixed use in nature by promoting the Traditional Neighborhood Development (TND) concept. TND's offer flexible design standards of structures and land to foster the development of pedestrian-oriented neighborhoods that are located near recreational and commercial centers. Such development should be encouraged in the areas of Dry Tavern, Mather, Jefferson Borough, and Clarksville Borough.

Another method that can increase the availability of appropriate dwelling options for persons who need improved access to social and medical facilities includes the renovation of existing commercial structures to safely accommodate dwelling areas. Such residential units should be restricted to an above street level floor or at another location away from prime commercial areas. This housing option can be an effective approach to rehabilitation that provides stability for first floor commercial occupants as well as provides a population to patron various downtown establishments. Rehabilitation of second floor space for residential apartments or condominiums may require extensive improvements to comply with codes (*including ADA compliance*). The County's Housing Authority may be a suitable partner to implement this strategy. PHFA's Mixed Use Facility Financing Initiative is a possible funding mechanism. Such development should be encouraged in the Village of Dry Tavern, Clarksville Borough, and Jefferson Borough.

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Traditional land use regulations will do little to achieve the goals identified during the public participation process. Conventional subdivision ordinances support the development of site designs that consume every parcel of land. New practices in zoning and subdivision can allow a more significant degree of flexibility through lenient requirements for lot sizes with the provision of open space or conservation elements. The Jefferson Morgan Regional COG should consider the enactment of zoning and subdivision ordinances that preserve natural resources while protecting individual property rights. Such land use regulations will help reduce infrastructure costs as well as preserve natural resources.

Concepts put forth by Randall Arendt have established the use of conservation design approaches that would align with the needs of the Jefferson Morgan Region. His concept of Conservation Subdivision Design can be readily applied to achieve many of the goals specified for the Comprehensive Plan. The following concepts apply under this theory:

- Half or more of the buildable land area is designated as an undivided, permanent open space, which results in smaller lot, village style residential neighborhoods.
- Identify the land that is to be preserved before the site design stage.
- Reduce infrastructure costs by reducing street surfaces and utility lines.

Allowing for a more dense style of development and still appealing to a developer's goal to maximize the financial return on the land requires flexibility and imagination, especially as the individual dwelling site locations are determined. Many larger lot traditional subdivisions are designed in order to allow for a more expensive lot with views of open space. However, by incorporating creative housing and lot design a municipality can preserve a more natural or rural atmosphere while still allowing profitable development. Therefore, the Jefferson Morgan Regional Cog should support zoning and subdivision and land development ordinances that encourage developers to follow conservation design standards. Where the preservation of open space or natural areas are desired, conservation developments should be a permitted use in a zoning ordinance while traditional subdivision and housing densities are allowed by special exception.

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Recommendations:

Goal: Ensure that high density living areas are close to regional highway networks and community services/facilities.

Action: Support land use regulations that direct residential and mixed use residential development to locations around major road networks.

Action: Include the principles of new urbanism and smart growth concepts into future land use regulations.

Action: Enact regional land use regulations that will encourage well-designed mixed use development that fosters walkable neighborhoods with access to transit facilities or major road networks.

Goal: Direct new housing development to locations that will not overload the existing utility infrastructure.

Action: Enact zoning regulations that direct development in a manner compatible with existing infrastructure.

Action: Coordinate with the Greene County Department of Planning and Greene County Recorder of Deeds to review sewage management plans prior to approving new subdivisions.

Goal: Protect rural resources by limiting residential areas within designated areas.

Action: Designate Rural Resources areas with the understanding that public funds will not be dedicated to infrastructure expansion within these locations.

Action: Each Comprehensive Plan municipality, including Rices Landing, will adopt a resolution supporting the comprehensive plan's recommendations to direct residential development in a manner that preserves open space and agricultural pursuits.

Action: Ensure that zoning regulations limit development densities and uses in rural resource areas.

Action: Enact subdivision and land ordinance regulations that include provisions for cluster development and conservation design elements

Goal: Plan regionally so that realistic housing strategies can be developed to meet market demands.

Action: Amend the Comprehensive Plan for Rices Landing to include the Jefferson Morgan Multi Municipal Comprehensive Plan

Action: Enact a multi-municipal zoning ordinance for the Jefferson

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Morgan Regional Comprehensive Plan Project area (including Rices Landing)

Action: Enact a regional a subdivision and land ordinance

Goal: Ensure quality development by establishing land development guidelines and appropriate land use regulations.

Action: Develop design guidelines that ensure compatibility with the existing built environment. The following are action steps associated with this strategy.

1. Identify appropriate sites.
2. Develop a Redevelopment Plan with a housing component.
3. Acquire site and demolition of existing structures if necessary.
4. Establish private/public partnership for development to occur.

Goal: Foster a community-wide housing renewal to encourage re-investment in the existing built environment.

Action: The Jefferson Morgan COG should develop a home rehabilitation program that includes educational aspects and funding information for rural areas.

Action: The home rehabilitation effort will be administered by an enforcement officer who is trained in community relations and is equipped to deal with persons of limited incomes or who are aged.

Goal: Support the development of dwelling units for the older residents which are close to physical amenities and social resources within the community.

Action: Support efforts to renovate existing commercial areas to accommodate residential dwellings. The following strategies are associated with this action:

1. Inventory resources.
2. Develop a Redevelopment Plan with a housing component.
3. Enact a Traditional Neighborhood Development (TND) Zoning District Overlay.
4. Establish effective district and building codes and codes enforcement mechanisms.
5. Develop private/public partnerships with non-profit and for profit developers and the County Housing Authority.
6. Promote and administer policy, programs, and projects (*i.e. tax exemptions for renovations through a LERTA program or similar, etc.*).

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Goal: increase residential options for families

Action: Support mixed-income housing developments and scattered site development on vacant lots.

Action: Partner with the Greene County Housing Authority and to develop a housing revitalization program for the Jefferson Morgan Project Area. The following are action steps associated with this strategy.

1. Identify appropriate sites for various types of infill housing.
2. Develop a Redevelopment Plan with a housing component.
3. Develop private/public partnerships with non-profit and for profit developers and the Housing Authority.
4. Obtain funding/financing.
5. Utilize the Authority to acquire properties and conduct selective demolition if necessary.
6. Develop design concepts consistent with current design standards

Section 7: Economic Sustainability

The economic sustainability section of this plan provides an analysis of the economic conditions of the study area, which indicates how well it measures with Greene County and Pennsylvania. While not a detailed economic study, this profile identifies the economic challenges and opportunities facing the study area and underlying forces that may influence future economic growth patterns. Data was collected from the U.S. Census Bureau, Pennsylvania State Data Center, Pennsylvania Department of Labor and Industry, and the Southwestern Pennsylvania Commission (SPC) 2030 Long Range Plan. Other data used in this section includes the Update on Pennsylvania: Road to 2005 (Pennsylvania State University, 2002) that provides a trend analysis in total employment, unemployment, population, and per capita income; both statewide and on a county basis. In addition to providing an overview of the most recent economic trends (post-2000), the Update on Pennsylvania also provides short-term statewide forecasts of key economic indicators. An inventory of existing commercial and industrial centers was conducted through field views of the study area.

Background:

Between 1990 and 2001, while the economic trends in Pennsylvania closely mirrored that of the United States, it also lagged behind. The state's population growth was only one-fourth that of the country and the rate of job growth in Pennsylvania was much lower than the national average (Pennsylvania State University, 2002). Since 2000, Pennsylvania has experienced recession, recovery, and recently slow growth. While unemployment and per capita income levels are on pace with the nation, job growth in Pennsylvania has been slow and not near the rate of the nation as a whole

Of the top ten largest employing industries in Pennsylvania, only five of them had an increase in employment between June 2001 through 2003, with ambulatory health care services leading the increase with 15,213 new jobs. The administration and support services industry had the largest loss among the top ten employers with 17,985 jobs lost.

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Section 7: Economic Sustainability

Table 7-1 lists the top ten job growth industries for Pennsylvania (among 3-digit NAICS industries). With over 15,000 new jobs since 2001, ambulatory health care services had the largest number increase while wholesale electronic markets, agents & brokers had the largest percentage increase at 18.2 percent.

Table 7-1: Job Growth: Pennsylvania's "Top 10" Industries, June 2001-03			
Rank	% Change in Employment	Industry & NAICS	# Change in Employment
1	7.0	Ambulatory health care services (621)	15,213
2	2.9	Food services and drinking places (722)	9,898
3	5.4	Nursing and residential care facilities (623)	9,517
4	14.8	Management of companies and enterprises (551)	8,326
5	5.0	Educational services (611)*	7,489
6	7.4	Social services (624)	6,664
7	18.2	Wholesale electronic markets, agents & brokers (425)	6,463
8	18.1	Warehousing and storage (493)	5,178
9	3.8	Credit intermediation and related activities (522)	4,189
10	7.3	Transit and ground passenger transportation (485)	1,964

* does not include state and local government employees in primary and secondary schools and institutions of higher education.

Source: Update on Pennsylvania: Road to 2005

The top job loss industries are listed in Table 7-2. Seven of the ten industries were in the manufacturing sector and combined for significant percentage losses in employment.

Table 7-2: Job Loss: Pennsylvania's "Top 10" Industries, June 2001-03			
Rank	% Change in Employment	Industry & NAICS	# Change in Employment
1	-31.3	Computer and electronics product manufacturing (334)	-20,499
2	-6.7	Administration and support services (561)	-17,895
3	-19.6	Machinery manufacturing (333)	-13,694
4	-12.0	Fabricated metal product manufacturing (332)	-12,209
5	-21.3	Transportation equipment manufacturing (336)	-11,154
6	-16.8	Primary metal manufacturing (331)	-8,993
7	-34.3	Apparel manufacturing (315)	-8,315
8	-2.7	Professional, scientific and technical services (541)	-7,719
9	-6.0	Merchant wholesalers - durable goods (423)	-7,525
10	-12.1	Plastic and rubber products manufacturing (326)	-5,847

Source: Update on Pennsylvania: Road to 2005

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While it is important to recognize what the overall economic condition of the state is, examining the performance of the 67 counties in Pennsylvania reveals that there is variation across the state that statewide averages do not indicate (*Road to 2005*).

- The western and northern areas of the state lost more jobs between 2002 and 2003 than the rest of the state.
- By June of 2004, low rates of unemployment were contained within the counties in the southeast.
- Over one-half of the counties in the western third of the state experienced population losses during the 1990s and since 2000, nearly all of the western counties were estimated to have lost population.
- Counties with near- or above- average per capita incomes are clustered in the southeast and in the Pittsburgh area. Most small city or rural counties fell well below the average.

Regional Economy

The Southwestern / Pittsburgh economic region includes Allegheny, Armstrong, Beaver, Butler, Fayette, Greene, Indiana, Lawrence, Washington, and Westmoreland counties. Allegheny County, with a population of 1,270,612, is the driving force behind the Southwestern Pennsylvania economic region. The Pennsylvania Department of Labor and Industry separates this section even further by Workforce Investment Areas (WIA). Greene County is a part of the Southwest Corner WIA along with Washington and Fayette counties.

In an effort to assist the local Workforce Investment Boards (WIB) and training providers, the Center for Workforce Information and Analysis (CWIA) compiles annual demand occupation lists. The demand lists are not meant to be all-inclusive. The Pennsylvania Department of Labor & Industry published the 2004 Demand Occupations broken down by WIA.

Table 7-3 lists those demand occupations within the Southwest Corner WIA that have or are expected to have at least 50 or more annual openings, including openings due to growth and replacements, as well as the education / training level required. For a complete list or for more detailed information, visit the department's website at <http://www.dli.state.pa.us>.

The only occupation that was expected to have 200 or more annual job openings is Cashiers. As can be seen, the majority of demand occupations require no additional education or training beyond high school and are minimum wage jobs. Elementary and Secondary School Teachers and Reg-

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Table 7-3: Southwest Corner WIA, 2004 Demand Occupations			
Occupational Title	Annual Openings	Average Annual Wages	Education / Training
Cashiers	200 or More	\$14,542	On-the-Job Training
Combined Food Preparation and Serving Workers	100 or More	\$14,020	On-the-Job Training
Retail Salespersons	100 or More	\$19,482	On-the-Job Training
Waiters & Waitresses	100 or More	\$13,175	On-the-Job Training
Child Care Workers	50 or More	\$16,207	On-the-Job Training
Cooks, Restaurant	50 or More	\$16,688	On-the-Job Training
Elementary School Teachers	50 or More	\$45,844	College Degree
Janitors and Cleaners	50 or More	\$18,535	On-the-Job Training
Office Clerks, General	50 or More	\$20,963	On-the-Job Training
Registered Nurses	50 or More	\$41,508	Some Postsecondary
Secondary School Teachers	50 or More	\$44,587	College Degree

Source: Pennsylvania Department of Labor and Industry

Registered Nurses are the only occupations in demand within the WIA that require post-high school schooling and have an annual earning capacity over \$40,000.

The Pennsylvania Department of Labor and Industry releases information through the Center for Workforce Information and Analysis (CWIA). Industrial employment projections are produced bi-annually to estimate future job demand in Pennsylvania. Data is available at a variety of levels which report estimated base and projected year employment as well as annual average percent change for all industries. More detailed information can be obtained online at <http://www.paworkstats.state.pa.us/>.

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Tables 7-4 show the employment projections for the year 2008 for the Southwest Corner WIA. Educational services is projected to have the largest number of employees in 2008 while business services is expected to have the largest growth rate at slightly over 3.5 percent. Two industries are projected to lose employees. Coal mining, which is vitally important to Greene County's economy, is expected to lose over 4 percent of employees and the primary metal industries is also expected to lose employees.

Table 7-4: 2008 Industry Projections in the Southwest Corner WIA			
<u>Industry</u>	<u>1998 Estimated Employment</u>	<u>2008 Projected Employment</u>	<u>Annual Growth Rate</u>
Educational Services	14,221	16,754	1.78
Health Services	13,986	17,403	2.44
Private Households	12,979	14,009	0.79
Eating And Drinking Places	8,426	9,029	0.72
Primary Metal Industries	6,651	4,959	-2.54
Food Stores	5,846	6,010	0.28
Finance, Taxation, & Monetary Policy	5,836	6,356	0.89
Business Services	5,636	7,635	3.55
Coal Mining	4,444	2,546	-4.27
Social Services	4,439	5,574	2.56

Source: PALMIDS

As a rural county, Greene is more heavily dependent upon manufacturing (the third largest employing industry in Pennsylvania) than on the service industry for employment than urban counties. Rural counties are defined as those that are not part of a metropolitan statistical area. Based on 1990 Census data, 42 of 67 Pennsylvania counties are rural. In the southwestern corner of Pennsylvania, Greene along with Fayette are classified as rural counties while Washington, Allegheny, Westmoreland and Beaver are urban counties.

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When compared to urban counties, the following has been found (Pennsylvania State University, 2001):

- The rural population growth rate (5.8%) exceeded the urban rate (2.6%).
- Rural and urban employment growth rates were nearly identical.
- Rural unemployment rates have been about 1.6% higher than urban rates for each year since 1976.
- Rural earnings and income have steadily declined as a percentage of urban levels.

In 1999, Greene County's per capita income was between 60 and 69 percent of the state average (\$28,619) and lower than the rural average (\$22,450 or 74% of state average). One of six counties in the state, Greene had the lowest per capita income in southwestern Pennsylvania. In 2002, Greene County has a per capita income of \$21,234 compared to a statewide average of \$31,116 (Bureau of Economic Analysis, 2002).

Statistics show that the rural economy in Pennsylvania is dramatically shifting from manufacturing-based to service-based, mainly due to the increased worker productivity and the loss of jobs to overseas competitors. In areas such as Greene County, the rural communities are suffering from stagnant employment levels. In addition, rural workers are becoming less well-off, compared to their urban counterparts. While in 1970, rural workers in Pennsylvania earned an average of 84 cents for every dollar earned by urban workers, today that figure has fallen to 73 cents.

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In 2004, Greene County major employers for the most part were in the public administration, mining, and educational services sectors. Table 7-5 lists the largest employers as of 2004 within Greene County.

Within the project area, Allegheny Power Service and the Jefferson Morgan School District rank 13th and 14th in terms of number of employees in the County. In addition, the following companies rank in the top 50 employers in Greene County:

- BFS Foods (1 location in Jefferson Township)
- Laidlaw Transit Inc, (1 location in Jefferson Township)
- Giant Eagle (1 Location in Jefferson Township)
- Wilson Forest Products, Inc. (Located in Morgan Township)

Fechheimer Brothers Company located in Jefferson Township, which is planned to close for a loss of 107 positions, had been listed at #18 on the top 50 employers.

Table 7-5: Greene County Largest Employers in 2004

Rank	Company	Industry
1	State Government	Public Administration
2	Department of Corrections	Public Administration
3	Rag Cumberland Resources LP	Mining
4	Rag Emerald Resource LP	Mining
5	Consol Pennsylvania Coal Company	Mining
6	Consolidation Coal Inc	Mining
7	Ruggieri Enterprises LLC	
8	Greene County Memorial	Health Care and Social Assistance
9	Central Greene School District	Educational Services
10	The Waynesburg College	Educational Services
11	County of Greene	Public Administration
12	West Greene School District	Educational Services
13	Allegheny Power Service Corporation	
14	Jefferson Morgan School District	Educational Services
15	Carmichaels Area School District	Educational Services

Source: PA Department of Labor & Industry

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Table 7-6 shows employment trends for Greene County between 1990 and 2003. Unemployment reached an all-time high during the 13-year span in 1992-1993, at 12 percent. Since 1993, the unemployment rate has fallen to between five and six percent, although it rose again between 2001 and 2003.

Table 7.6: Greene County Employment Trends: 1990 - 2003

Year	Civilian Labor Force	Employment	Unemployment	Unemployment Rate (%)
2003	16,500	15,400	1,100	6.6
2002	16,900	15,900	1,100	6.2
2001	16,700	15,700	900	5.7
2000	16,200	15,100	1,100	6.5
1999	16,400	15,200	1,200	7.3
1998	16,600	15,300	1,300	8.0
1997	16,800	15,300	1,500	9.0
1996	16,100	14,700	1,400	8.8
1995	15,700	14,100	1,600	10.4
1994	15,400	13,700	1,700	10.9
1993	15,600	13,700	1,900	12.0
1992	15,700	13,800	1,900	12.0
1991	15,600	13,900	1,700	10.8
1990	14,800	13,500	1,200	8.3

Source: PA Department of Labor & Industry

Table 7-7 charts the unemployment trends for the year 2004 on a monthly basis. During the course of last year, the unemployment rate has fluctuated between a high of 7.3 percent in March to a low of 5.8 percent in October.

Table 7.7: Greene County Employment Trends: 2004

Month	Civilian Labor Force	Employment	Unemployment	Unemployment Rate (%)
December	17,300	16,100	1,200	6.7
November	17,200	16,100	1,100	6.1
October	17,000	16,100	1,000	5.8
September	16,800	15,800	1,000	5.8
August	17,100	15,900	1,200	6.8
July	17,300	16,200	1,100	6.5
June	17,000	15,800	1,200	7.0
May	16,900	15,900	1,000	5.7
April	16,900	15,900	1,000	6.2
March	17,200	15,900	1,300	7.3
February	16,800	15,600	1,100	6.8
January	16,700	15,500	1,200	7.1

Source: PA Department of Labor & Industry

The Southwestern Pennsylvania Commission (SPC) serves as the Metropolitan Planning Organization (MPO) for ten counties in Southwestern Pennsylvania, including Greene County. On July 31, 2003, SPC adopted the 2030 Transportation Plan for Southwestern Pennsylvania, for the original nine Counties (Lawrence County joined SPC in 2003) and the City of Pittsburgh. The plan addresses counties' individual needs, guided by the plan's regional goals and objectives, and provides a list of proposed investments for each county. Table 7-8: SPC Long Range Plan, on page 7-9, outlines those projects projected for Greene County.

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Table 7-8: 2030 LONG RANGE PLAN - GREENE COUNTY - ECONOMIC DEVELOPMENT PROJECTS

Type	Project Name	Project Summary	Jobs	Acres	Initial	Total Public
Access	Greene County Airport Industrial Park Spur	Construction of a 1-mile extension with side track from the (N.S./CSX) to service the Airport and the EverGreene Technology Park.	-		\$1,500,000	
Destination	Greene River Trail	This project involves the development of a trail along the Monongahela River. The trail will extend from Greene County marina through 10 Mile Creek and Millsboro and end at Nemaocolin and utilizes the former Monongahela Railroad right-of-way (ROW).	20		\$3,500,000	\$5,000,000
New Capacity	Mather Redevelopment Project	Environmental remediation of the Mather Gob Pile and development of industrial sites. Phase one of this was awarded a \$1.7 million Growing Greener Grant in September of 2001 and have applied for a second round of funding.	10	50	\$2,000,000	\$7,000,000
New Capacity	Paisley Industrial Park	Development of a 75-acre industrial site which includes the construction of a sewage system which replaces and expands current capacity, and the installation of access roadways to serve the site.	400	75	\$1,500,000	\$27,000,000
New Capacity	Mt Morris Industrial Park	Construction of utilities and roadway infrastructure, and further site development, such as clearance and grading, in preparation for private investment in an industrial business park located at Exit 1 on I-79. This land, will provide a modern, ready-to-go industrial site adjacent to the existing Meadow Ridge Business Park.	100	25	\$2,000,000	\$12,000,000
New Capacity	Nemaocolin Industrial Park	Development of a new industrial park on the former LTV mine area in Nemaocolin. The 728-acre parcel has 2 miles of riverfront and includes clearing and cleaning the site, demolition, and environmental remediation of the mining refuse on approximately 100 acres of the site.	650	728	\$8,100,000	\$30,000,000

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In 2001, the Pennsylvania Economy League (PEL) developed a document entitled "Greene County Fiscal Analysis: An Opportunity to Change the Future" which examined the taxation and revenues in the county, an analysis of expenditures, the projected fiscal health of the county and some general recommendations. There were four major objectives that came out of the plan:

1. Diversify and expand the economy— set the stage so that the county is not so heavily dependent upon coal revenues
2. Control spending— make the most of financial resources and investigate potential for municipal / school district consolidation
3. Assess the overall approach to tax policies— investigate the potential for tax revenue sharing
4. Pursue new or expanded non-tax revenue sources—work with state representatives to increase state reimbursements for education expenses

Along with Rice's Landing Borough, the project area functions as one school district, the Jefferson-Morgan School District. In 1997, the school district relied on real estate tax for approximately 85 percent of revenue, which was just below the county average but higher than that of both Carmichaels Area and Southeastern Greene.

Greene County taxes coal as property and in 1997 over 34 percent of total real estate assessments in Greene County was from coal, compared to less than two percent (2%) in Armstrong, Indiana and Somerset. Within the Jefferson-Morgan School District, in 1997 coal accounted for over 16 percent of real estate assessments, ranking third out of the five school districts. Central Greene (30%) and West Greene (61%) rely much more heavily on coal than do their eastern school district counterparts. Coal accounted for 13.9 percent of total taxes for Jefferson-Morgan and 5.6 percent of total revenues in 1999.

A study was completed in 2000 by Resource Technologies Corporation that provided an overview of the coal situation in Greene County, including coal tracts that are mined out and tracts that are likely to be mined. The study showed that the eastern portion of the county has been mined out and that most of the future mining would take place in the northwestern portion of the county. However, there is some debate recently regarding the future of mining and so the county has plans to undertake an update on this study. This update would allow for better predictions as to the future dependability of coal as a resource in the Jefferson-Morgan project area.

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Local Economy

In order to provide a profile of the local economy, data was compiled from the U.S. Census Bureau from the 1990 and 2000 Census, as well as from the SPC Long Range Forecast, which was adopted in 2000.

Table 7-9 compares employment status within the project area for the years 1990 and 2000. The population 16 years and older decreased in every community except Jefferson Township. Correspondingly, the unemployment rate decreased in each municipality except Jefferson Township.

7.9: Employment Status, % Population 16 years & Over, 2000	2000 Total Pop, 16 Years & Over	2000 % Unemployed	1990 Total Pop, 16 Years & Over	1990 % Unemployed
Clarksville Borough	168	5.4	176	7.4
Jefferson Borough	264	3.8	280	5.4
Jefferson Township	2,111	3.8	2,004	3.4
Morgan Township	2,122	4.1	2,299	7.6
Rices Landing Borough	328	3.7	371	4.0
Source: US Census, 2000				

SPC's Long Range Plan contains employment projections based upon data compiled for 1997. Table 7-10 lists the work place employment projections for the project area for 2010 and 2020. SPC uses the following definitions for these projections:

- Work-place employment— the number of full-time and part-time employees by place of work.
- Retail— the number of employees in businesses that sell merchandise to the general public. Typical examples of retail businesses are building materials and garden supplies; general merchandise stores; restaurants; grocery stores; automotive dealers and service stations; apparel and accessory stores; and furniture and home furnishing stores.
- Manufacturing— the number of employees in businesses engaged in the mechanical or chemical transformation of materials or substances into new products at production sites. All employees, whether production-related or non production-related, at a site where production occurs are included. Employees at sites of manufacturing companies where no production occurs are included in the category "Other." Typical examples of these non-

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Table 7.10: Projected Work-Place Employment	Clarksville Borough	Jefferson Borough	Jefferson Township	Morgan Township	Rices Landing Borough
Retail					
1997	18	10	57	8	63
2010	18	10	55	8	119
2020	17	10	52	8	102
% Change from 1997-2020	-5.6%	0.0%	-8.8%	0.0%	61.9%
Manufacturing					
1997	0	0	119	0	0
2010	13	0	130	0	0
2020	9	0	101	0	0
% Change from 1997-2020	100.0%	0.0%	-15.1%	0.0%	0.0%
Other					
1997	41	68	806	41	100
2010	49	81	955	49	1,210
2020	51	85	998	51	1,053
% Change from 1997-2020	24.4%	25.0%	23.8%	24.4%	953.0%
Total					
1997	59	78	982	49	163
2010	80	91	1,140	57	1,329
2020	77	95	1,151	59	1,155
% Change from 1997-2020	30.5%	21.8%	17.2%	20.4%	608.6%

Source: SPC Long Range Forecast, 2000

production sites are research and development centers; administrative offices; sales offices; and warehouses.

- Other— the number of employees not included in the previous categories. Typical examples of “other” employment sub-categories are agriculture, forestry, and fisheries; mining; contract construction; transportation, utilities, and communications; wholesale trade; finance, insurance, and real estate; public administration; services; and non-production sites of manufacturers.
- Total— the sum of all three employment categories.

Overall employment is expected to increase the most in Rice's Landing, with over a 600 percent increase in total employment. The other municipalities fall between 17 and 31 percent increases in total employment.

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Table 7.11 identifies the class of worker for the project area, showing the actual numbers of workers in each category in 2000 and the percentage change from 1990 to 2000. Each municipality saw an increase in private wage and salary workers during the ten-year span, while Jefferson Township and Morgan Township also had large increases in the percentage of self employed workers.

Section 3: Demographics, contains data that relates information pertinent to the specific categories of employment for the study area, county and state (refer to Table 3-7 and Table 3-8). The statistics cannot be compared between 1990 and 2000 due to the change in the categories in which the Census collected the information.

As shown in Section 3, when compared to state averages, Greene County residents, overall, rank lower in terms of service and professional type employment categories. The county is significantly higher than the state in the category of construction or blue-collar categories. Only Rice's Landing has a higher percent of persons who are employed in management and professional occupations. Service industry employment is also higher within the study area than the state.

7.11: Class of Worker								
	Private Wage & Salary Workers		Government Workers		Self-Employed Workers		Unpaid Family Workers	
	# of Workers in 2000	% Change 1990-2000	# of Workers in 2000	% Change 1990-2000	# of Workers in 2000	% Change 1990-2000	# of Workers in 2000	% Change 1990-2000
Clarksville Borough	54	12.5%	13	44.4%	2	-33.3%	0	0.0%
Jefferson Borough	103	15.7%	21	5.0%	10	-9.1%	0	0.0%
Jefferson Township	781	16.6%	178	8.5%	93	34.8%	7	-46.2%
Morgan Township	826	29.9%	163	-9.4%	25	47.1%	16	0.0%
Rices Landing Borough	114	3.6%	54	285.7%	17	466.7%	2	0.0%

Source: US Census Bureau

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A detailed analysis of employment by specific categories of employment for the study area, county and state is addressed in Section 3. Greene County has a higher percent of persons employed in agriculture, forestry, fishing/hunting, and mining industries. This statistic is also reflected in most of the study area with Morgan Township having over twice the percentage of persons who are employed in the construction category as does Rice's Landing. The transportation industry and the educational, health and social services industry are other employment categories where a high percent of the study area workforce is employed.

Local resources available to support economic development in the Jefferson Morgan area include:

The University of Pittsburgh Small Business Development Center Greene County Outreach Office. Their mission is to develop and strengthen the businesses of Southwestern Pennsylvania by conveying timely knowledge and expertise through professional consulting, education and training programs. Persons interested in small business development may contact 724-627-9054 or visit the office located on 19 S. Washington Street, Suite 150, Waynesburg.

The Greene County Industrial Development Authority (GCIDA). This agency is the lead for industrial recruitment and expansion in Greene County. The GCIDA office offers grant writing, business plan development and training programs for Greene County businesses. The authority currently has two industrial parks up and running and is in development stages with two other parks along Interstate 79. Through the IDA, Greene County has 600-acres of tax-free land available for development through 2010. This tax-exempt land is part of the Keystone Opportunity Zone (KOZ) program. A Keystone Opportunity Zones (KOZ) is a tax abatement of state and local taxes for up to 12 years that is designated to a specific geographic area.

Greene County Industrial Parks:

EverGreene Technology Park— This 248 acre industrial site is currently in Phase I of its construction. Bids were announced on 2/25/05 for the installation of erosion and sedimentation controls, earthwork, installation of stormwater and sanitary facilities, installation of utility service lines, construction of bituminous asphalt roadway with curbing, and site re-vegetation.

Meadow Ridge Business Park— This 90 acre site is a designated KOZ site

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with three companies currently located here at this site in Mt. Morris. This site is adjacent to the planned Mt. Morris Industrial Park.

Mt. Morris Industrial Park: This 23 acre site is also a designated KOZ and is currently in the planning phases and is located in Mt. Morris, Greene County, adjacent to the Meadow Ridge Business Park.

Paisley Industrial Park— This 72 acre site is also a designated KOZ site located in Waynesburg.

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Analysis:

The Jefferson Morgan Region faces significant challenges relating to economic development. With the recent closing of the County's 18th largest employer, Fechheimer Brothers Company, the Jefferson Morgan Region will experience higher rates of unemployment that is reported in this document. The project area has traditionally relied upon Coal Mining for much of its economic stability. Unfortunately, employment projections indicate that Coal Mining and manufacturing industries are expected to reduce the number of job positions while future growth will occur in occupational fields of service industry, health care, and education. Therefore, it will be important for the Jefferson Morgan region to work actively with County Officials to support economic workforce development and job training in these areas.

Greene County has historically ranked lower in terms of per capita income and higher in unemployment rates as compared to other counties in the Southwestern Pennsylvania region. It will be important for the Jefferson Morgan Region to actively work with County Officials to support economic development initiatives identified by SPC. Two of the Long Range Economic Development Projects are located within the project area and could lend to significant economic revitalization. The Greene River Trail project will act as a destination project that will serve to attract visitors to the project area. The Jefferson Morgan region should develop complimentary elements to engage visitors and increase their spending within the project area. The Mather Redevelopment Project is a new capacity project that will direct funding to re-develop this former industrial site. Discussions with the Greene County Planning Department indicate that this site is being considered for recreational activities. It is recommended that the Jefferson Morgan COG become active participants in future planning for this site.

As indicated by previous studies (PEL, 2001; Resource Technologies, 2000), the project area has relied heavily on taxes generated through Coal Mining activities. Based upon the information generated for future employment trends, it is recommended that the Jefferson Morgan COG work closely with Green County officials to diversify the local and regional economy to offset historical dependence upon coal. It will be essential that these efforts include the school district as the Jefferson Morgan Area School District relies heavily upon coal tax revenues to supplement its tax assessments to local residents. As well, it would be beneficial for the Jefferson Morgan COG to lobby County Officials to update the 2000 study by Resource Technologies regarding the availability and profitability of coal mining.

As the employment category of self employed workers is projected to in-

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crease, coupled with the decline of traditional manufacturing and mining industries, it is recommended that the Jefferson Morgan area direct efforts to support small business development. The project area has three well-traveled roadways, one of which is traverses through a traditional downtown. The project area should employ efforts to slow traffic on State Route 188 through Jefferson Borough and on State Route 88 through the Village of Dry Tavern with the goal to encourage shopping in these areas. Future land use regulations should direct commercial development to these locations and encourage streetscape amenities and pedestrian access.

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Recommendations:

GOAL: Improve aesthetics to assist in attracting new business and industry

Action: Implement thematic signing program by first creating an appropriate thematic and identifying appropriate areas for the signing

Action: Clean up litter along major roadways by identifying volunteers for a clean-up crew and assigning monthly clean-up days

Action: Develop gateways at key entry points

Action: Implement design guidelines through district overlays to which new businesses will have to adhere to

Action: Implement a landscaping plan through land use regulations

Action: Apply for funding to develop attractive landscaping features along major roadways

Action: Work with surrounding landowners to landscape the corners of major intersections (188 & 221, 88 & 188, etc.)

GOAL: Capitalize on the project area's proximity to major roadways

Action: Develop the State Route 88 and State Route 188 intersection

Action: Form a committee to work with the Penn DOT to lower speed limits within Jefferson Borough and Dry Tavern

Action: Enact municipal regulations, such as zoning and subdivision and land development ordinances, that will control development along SR 88 and SR 188.

Action: Investigate the feasibility of offering development incentives such as LERTA, TIFF programs to attract new businesses

Action: Establish economic development opportunities along State Route 21

GOAL: Market existing economic development opportunities

Action: Work with GCIDA to develop brochures that highlight the region's strengths and coordinates with Countywide economic development strategies

Action: Develop a project area website that contains links to all the economic development organizations in the area

Action: Work with GCIDA to compile a list of available land for developers that would include acreage available, infrastructure that is present, price, zoning, etc.

Action: Establish an economic development committee to work with

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GCIDA to coordinate development and marketing efforts

GOAL: Create new economic development opportunities specific to the project area

Action: Complete a regional market study that includes a heritage tourism aspect and identifies economic strategies based upon the Greene River Trail.

Action: Identify opportunities for niche markets such as agri-tourism, and bed and breakfasts

Action: Designate a local entity to initiate revitalization efforts including funding applications and coordination with county agencies and state departments

GOAL: Work cooperatively to ensure economic viability

Action: Direct future development to areas with existing infrastructure and proper zoning

Action: Enact a multi-municipal zoning ordinance that directs commercial and industrial development to appropriate locations near major roadways and near public water and sewerage service areas

Goal: Integrate municipal and community driven projects, municipal and community improvements, and grant activities to support these projects and improvements

Action: Review past projects and capital improvements considering past successes and failures on a regional level.

Action: Develop a list of unfinished community projects, projected projects, and capital improvements on a regional basis and prioritize based upon regional objectives.

Action: Develop individual project budgets and an overall budget.

Action: Combine projects into logical funding packages according to the type of project and the type of expected funder for the project.

Goal: Attract new businesses into the downtown area

Action: Conduct interviews and surveys on an annual or semi-annual basis to determine causes for recent business closures.

Action: Encourage existing and new business owners to participate in the to-be-established Jefferson Morgan Chamber of Commerce

Goal: Enhance the existing business environment

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Action: Establish a Jefferson Morgan Regional Chamber of Commerce that would act as a committee of the COG.

Action: Survey existing businesses to identify current conditions and problems.

Action: Identify opportunities for workforce development.

Action: Foster networking opportunities through the chamber of commerce

Goal: Enhance Industrial Property Development

Action: Work with GCIDA to conduct a site assessment on industrial properties

Action: Develop marketing materials developed for all industrial properties

Action: Work with GCIDA to identify market needs and opportunities of the Jefferson Morgan Region

Section 8: Natural Resources and Development Constraints

Background:

Determining which environmental characteristics that should be preserved is an important step in the development of a municipal or regional comprehensive plan. It is essential to identify these natural resources and develop recommendations for their protection and conservation. In addition, the developmental limitations that exist because of the presence of natural features (i.e., streams, floodplains, etc.) or anthropogenic sources (i.e., point source pollution, non-point source pollution, etc.) are essential in the planning for future growth of these municipalities.

The Natural Resources section of this comprehensive plan will be consistent with and may not exceed those requirements imposed under the following:

- i) Act of June 22, 1937 (P.L. 1987, No. 394), known as "The Clean Streams Law".
- ii) Act of May 31, 1945 (P.L.1198, No. 418), known as the "Surface Mining Conservation and Reclamation Act".
- iii) Act of April 27, 1966 (1st SP.SESS., P.L. 31, No.1), known as "The Bituminous Mine Subsidence and Land Conservation Act".
- iv) Act of September 24, 1968 (P.L. 1040, No. 318), known as the "Coal Refuse Disposal Control Act".
- v) Act of December 19, 1984 (P.L. 1140, No. 223), known as the "Oil and Gas Act".
- vi) Act of December 19, 1984 (P.L. 1093, No. 219), known as the "Non-coal Surface Mining Conservation and Reclamation Act".
- vii) Act of June 30, 1981 (P.L. 128, No. 43), known as the "Agricultural Area Security Law".
- viii) Act of June 10, 1982 (P.L. 12, No. 6), known as the "Nutrient Management Act," regardless of whether any agricultural operation within the area to be affected by the plan in a concentrated animal operation as defined under the act.

Section 8: Natural Resources and Development Constraints

Climate

Climatological information can be a useful tool for long-range planning in areas of economic development within the project area, such as agriculture, industry, water resources management, communications, transportation, and recreation. Specifically, the application of climatological techniques and data can be most helpful in answering questions regarding the growing of crops, the size of a heating/cooling system for a plant, reservoir supply, etc. The following discussion is a general overview of the climate of Greene County; specific data regarding the project area is unavailable.

The mean temperature for Greene County is 50.2 degrees Fahrenheit (°F) with a maximum mean monthly temperature of 71.1°F in July and a mean monthly low of 28.0°F in January (United States Department of Agriculture (USDA), 2002). Precipitation averages about 40 inches per year and is fairly evenly distributed throughout the year. May is the wettest months with an average of 4.18 inches and February is the driest month with 2.5 inches (USDA, 2002). Snowfall averages 29.9 inches per year with most of it falling between December and March (USDA, 2002).

Topography / Steep Slopes/ Geology

Pennsylvania is divided into numerous physiographic provinces. A province is defined as a region in which all parts are similar in geologic structure, climate, relief, and have a unified geomorphic history. The project area is located within the Waynesburg Hills Section of the Appalachian Plateaus Physiographic Province. This province covers much of western and southwestern Pennsylvania including all of Greene and most of the other counties within the region. Numerous, narrow, relatively shallow valleys characterize the project area. Elevations range from approximately 760 feet along the western bank of the Monongahela River to approximately 1,200 feet in Jefferson Township, just northeast of the borough of Rice's Landing (United States Department of the Interior, Geological Survey, 1994).

Slopes play a significant role when determining the extent and type of development that can be planned. Land located along rivers and streams with very little slope is usually determined to be floodplain – lacking good drainage, and containing poor soils. Land with slopes in excess of 25 percent begins to cause serious problems for development. The slope and soils present on steep slopes are in balance with vegetation, underlying geology, and precipitation levels. If these steep slopes are actively used or the vegetation is removed, the soils become prone to erosion. Slopes greater than 25 percent are located throughout the study area. Figure 8.1 illustrates the locations of slopes greater than 25 percent within the project area.

Because the project area has never been glaciated, the geologic strata and soils appear to be well stratified and predictable, meaning that the bedding of

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the rock strata tend to be nearly horizontal. With most of the strata remaining horizontal, the landscape tends to weather uniformly and reduces erosion between rock strata. Several geological periods underlie the study area province. The “periods” are further broken down into formations or groups within these periods. These groups represent different time periods during the Earth’s geologic history. The specific geological classifications and descriptions (PaDER, 1980) are depicted in Table 8.1. The geologic makeup of the area is important in planning for development because the bedrock of an area, along with the hydrologic cycle (water cycle), is responsible for the changes in elevation, topographic slopes, and waterway locations. The orientation of bedrock is influential in determining an area’s soils, vegetative communities, and availability of sunlight.

TABLE 8.1 PROJECT AREA GEOLOGY

Period	Formation/ Group	Description
PERMIAN	<i>Greene</i>	Cyclic sequences of sandstone, shale, red beds, thick limestone, and thick, impure coal; base is at top of Upper Washington limestone.
	<i>Washington</i>	Cyclic sequences of Sandstone, shale, limestone, and coal; includes some red shale; base is at bottom of Washington coal.
PERMIAN AND PENNSYLVANIAN	<i>Waynesburg</i>	Cyclic sequences of sandstone, shale, limestone, and coal; commercial coals present; base is at bottom of Waynesburg coal.
PENNSYLVANIAN	<i>Monongahela</i>	Cyclic sequences of limestone, shale, sandstone, and coal; commercial coals present; base is at bottom of Pittsburgh coal.
	<i>Casselman</i>	Cyclic sequences of shale, siltstone, sandstone, red beds, thick impure limestone, and thin, nonpersistent coal; red beds are associated with landslides; base is at top of Ames limestone.
	<i>Glenshaw</i>	Cyclic sequences of shale, sandstone, red beds, and thin limestone and coal; includes four marine limestone or shale horizons; red beds are involved in landslides; base is at top of Upper Freeport coal.

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SOILS

Soil is produced through the interaction of five natural forces: climate, plant and animal life, parent material, topographic relief, and time. The degree and influence of each of these factors differ from place to place and influence characteristics of the soil.

General Soils

General knowledge of the soil associations within an area is useful for land use planning. These associations can provide background information for determining suitable land uses for land tracts. In addition, this information is useful for watershed management, forestland management, and community development.

The Soil Survey of Greene and Washington Counties identifies three soil associations within the Jefferson/Morgan Comprehensive Plan project area (USDA, 1983):

- Dormont-Culleoka – Moderately well drained and well drained; deep and moderately deep; gently sloping to very steep soils; on hilltops, ridges, benches, and hillsides.
- Dormont-Culleoka-Newark – Well drained to somewhat poorly drained; deep and moderately deep; nearly level to very steep soils; on hilltops, ridges, benches, hillsides, and floodplains.
- Glenford-Dormont-Library – Moderately well drained and somewhat poorly drained; deep, nearly level to sloping soils; on terraces and surrounding uplands Canfield-Ravenna-Loudonville, Conotton-Chili-Holly, Udorthents-Canfield-Ravenna, Urban land-Monongahela-Tyler, and Gilpin-Wharton-Weikert.
- Monongahela-Philo-Atkins – Deep, moderately well drained and poorly drained, medium-textured, nearly level sloping soils on stream terraces and flood plains.

The majority of Jefferson Township, Morgan Township, and Jefferson Borough are comprised of the Dormont-Culleoka association. The major limitations associated with this association include steep slopes, a tendency for erosion to occur, and a seasonal high water table. Clarksville Borough is comprised of the Dormont-Culleoka-Newark association. This association is located along the floodplains and hillsides adjacent to Ruff Creek and at the northern and southern sections of South Fork Ten Mile Creek. Major limitations associated with this association are the steep slopes, the tendency for erosion to occur, a seasonal high water table, and occasional flooding. The Glenford-Dormont-Library association is located along the floodplains and hillsides adjacent to

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the centrally located portion of South Fork Ten Mile Creek. The major limitations associated with this association include steep slopes, the tendency for erosion to occur, a seasonal high water table, and slow and moderately slow permeability.

Hydric Soils

As defined by the Natural Resources Conservation Service, the definition of a hydric soil is a soil that formed under conditions of saturation, flooding or ponding long enough during the growing season to develop anaerobic conditions in the upper part (USDA, 2005). Hydric soils support the growth and regeneration of hydrophytic (water-loving) vegetation. In addition, soils that are sufficiently wet because of artificial measures are classified as hydric soils. Also, soils in which the hydrology has been artificially modified are hydric if the soil, in an unaltered state, was hydric.

The analysis of hydric soils has recently become an important consideration when performing any type of physical analysis of the community. These soils are important to identify and locate due to the fact that they provide the approximate location where wet areas may be found. Thus, the location of hydric soils is one indication of the potential existence of a wetland area.

Hydric soil imposes restrictions for development of land. These soils have severe surface and subsurface drainage problems, resulting in significant development limitations, including restricting the placement of septic systems within a hydric soil area.

Digital mapping of the Greene County Soil Survey was unavailable at the time this comprehensive plan was published. However, a list of soils that their major components are hydric and soils that have inclusions of hydric components is located at: ftp://ftp-fc.sc.egov.usda.gov/NSSC/Hydric_Soils/Lists/pa.pdf

SURFACE WATERS

Surface waters are defined in The Commonwealth of Pennsylvania Code Title 25 Environmental Protection Chapter 93 Water Quality Standards as "Perennial and intermittent streams, rivers, lakes, reservoirs, ponds, wetlands, springs, natural seeps and estuaries, excluding water at facilities approved for wastewater treatment such as wastewater treatment impoundments, cooling water ponds, and constructed wetlands used as part of a wastewater treatment process" (Pennsylvania Code, 1971).

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The major landscape feature for water resource studies is the watershed boundary. A watershed is defined by the US Environmental Protection Agency as the area of land that catches rain and snow and drains or seeps into a marsh, stream, river, lake, or groundwater (USEPA, 2004). Because watersheds are defined by natural hydrology, they represent the most logical basis for managing water resources. The resource becomes the focal point, and managers are able to gain a more complete understanding of overall conditions in an area and the stressors that affect those conditions. This entails a strategy that crosses municipal boundaries and requires a great deal of coordination, cooperation, and communication within and between municipalities sharing the same watershed.

Watersheds are delineated based on topography and ridgelines. Every river, stream, and tributary has an individual watershed. Larger watersheds are often subdivided into smaller ones. All of the Jefferson/Morgan project area is within the Ohio River watershed, which has a drainage area of 3,487 square miles in Pennsylvania (United States Department of the Interior, Geological Survey (USGS), 1989). Rivers, streams, and tributaries in the northern and western portions of the County drain directly into the Ohio River; however, watercourses in the eastern and southern sections of Washington County drain into the Monongahela River, which empties into the Ohio River in Pittsburgh. The Monongahela River watershed, which drains 7,386 square miles, is within the Ohio River watershed (USGS, 1989). Therefore, any watercourse that drains into the Monongahela River is not only part of the Monongahela River watershed, but it also part of the larger Ohio River watershed. Figure 8.4 illustrates the project area Surface Waters (watersheds; rivers, streams and tributaries; ponds; wetlands; and floodplains).

Rivers, Streams, and Tributaries

The Ohio River watershed is the second largest watershed in Pennsylvania. Historically, the quality of the river has been compromised due to extensive development of the area. In the early to mid-1900's, pollution from abandoned mine drainage, raw sewage, gas well brine, oil pollution, and industrial effluents degraded the water quality of the river. However, due to increased wastewater treatment plants and limits placed on discharges, the water quality of the Ohio River has improved over the past 50 years. More than 13 million citizens (within the entire watershed) are dependent upon the Ohio River for their drinking water and the river system receives treated wastewater from millions more. There are numerous rivers, streams, and tributaries within the political boundary of Greene County. However, only the streams with larger watersheds or special significance will be discussed in this

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comprehensive plan. Table 8.2: Project Area Rivers, Streams and Tributaries, lists the general characteristics of streams in the study area.

TABLE 8.2 PROJECT AREA RIVERS, STREAMS, AND TRIBUTARIES

Stream Name	Municipality	Drainage Area (miles ²)	DEP Classification*
Monongahela River	Jefferson Township Rices Landing	7386.0	WWF, N
Rush Run	Jefferson Township Rices Landing	0.9	WWF
Pumpkin Run	Jefferson Township Rices Landing	5.8	WWF
Muddy Creek	Jefferson Township	NA	WWF
Ten Mile Creek	Morgan Township Jefferson Township	338.0	TSF
South Fork Ten Mile Creek	Morgan Township Jefferson Township Jefferson Borough	199.0	WWF
Ruff Creek	Morgan Township	26.8	WWF
Grimes Run	Morgan Township	1.1	WWF
Poverty Run	Morgan Township	1.3	WWF
Craynes Run	Morgan Township	5.3	WWF
Keys Run	Morgan Township	NA	WWF
Browns Run	Morgan Township	2.3	WWF
Castile Run	Morgan Township	6.2	WWF

* - as designated by Pennsylvania Department of Environmental Protection Chapter 93 Water Quality Standards; Notes: WWF = Warm Water Fishery; TSF = Trout Stocked Fishery; N = Navigation

Greene County Watershed Alliance (GCWA) serves to protect and preserve the watersheds of Greene County, PA. GCWA was formed in October 2000 with the assistance of the Greene County Conservation District through the PA DEP Growing Greener grant initiative, and became incorporated in May 2001. GCWA is an independent, non-profit 501c3, volunteer organization dedicated to:

- Increase public understanding of watershed issues throughout Greene County
- Encourage understanding of watershed issues throughout Greene County.

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- Encourage the wise use, restoration, and conservation of natural resources that will promote sustainable land use and water quality.
- Serve as a central source for watershed information.
- Encourage the development of grassroots watershed organizations throughout the county.

The Monongahela River has a drainage area of 7,386 square miles and originates in Fairmont, WV, where it joins the Allegheny River in Pittsburgh to form the Ohio River. The Pennsylvania Department of Environmental Protection (PADEP) has classified this river as a Warm Water Fishery (WWF), meaning that this type of stream maintains and propagates fish species and additional flora and fauna that are indigenous to a warm water habitat. It also is protected under the Navigation (N) use, meaning that this type of stream is used for the commercial transfer and transport of persons and goods.

The Monongahela River has played a significant role in the history of the region. It has served as a transport avenue for runaway slaves who were heading north, a major transportation route for westward settlement during colonial times and later propelled the industries along its shores to worldwide importance and unequalled production. Along with its changing roles and functions, the Monongahela River itself has adapted. It has been transformed from a wide and shallow river to a slow-moving, deeply pooled, body of water. It has gone from a pristine waterway to an industrial sewer that could not sustain aquatic life and back to a viable fishery containing several state listed species of special concern.

Under Section 303(d) of the Clean Water Act, states, territories, and authorized tribes are required to develop lists of impaired waters (USEPA, 2004). Section 303(d) requires that these jurisdictions establish priority rankings for waters on the lists and develop Total Maximum Daily Loads (TMDLs) for these waters. A TMDL specifies the maximum amount of a pollutant that a water body can receive and still meet water quality standards, and allocates pollutant loadings among point and nonpoint pollutant sources. The Monongahela River has TMDLs for two pollutants—Chlordane and PCBs (PADEP, 2005). Chlordane was used from 1948 until 1988 in the United States as a pesticide; it bioaccumulates and is a persistent chemical (>20 years). PCBs are manmade chemicals found in plastics to make it difficult to burn and enter the environment in air, water, and soil during the manufacturing process. Figure 8.2: Hydrology, illustrates the river, stream, and tributary locations within the project area.

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Ten Mile Creek is a 3rd order stream that has a drainage area of 338 square miles. Ten Mile Creek begins in South Franklin Township and drains east for approximately 12 miles. The stream serves as the eastern portion of the northern border between Washington and Green County and eventually empties into the Monongahela River along the northeast boundary of Morgan Township. The PADEP has classified this stream as a Trout Stocked Fishery (TSF), from the source to South Fork Ten mile Creek and a WWF from South Fork Ten mile Creek to the mouth. The designation of TSF means that this stream provides for the maintenance of stocked trout from February 15 to July 31 and maintenance and propagation of fish species and additional flora and fauna, which are indigenous to a warm waters habitat. No TMDLs have been identified for Ten Mile Creek (PADEP, 2005).

The Pennsylvania Fish and Boat Commission (PFBC) has officially approved this stream (from S.R.18 downstream to S.R. 19) for “approved trout waters”, indicating that they meet criteria qualifying them to be stocked with trout by the PFBC. These waters are closed for all fishing from March 1 to 8:00 a.m. on opening day.

South Fork Ten Mile Creek is a 4th order stream that originates in Center Township, Greene County and flows northeast until it empties into Ten Mile Creek on the northeast boarder of Morgan Township. It has a drainage area of 199 square miles. The PADEP has classified this stream under Chapter 93 Water Quality Standards as a High Quality WWF (HQ-WWF) from its source to Browns Run and the remaining length as a WWF. The HQ designation means that this stream has excellent quality waters and environmental or other features that require special water quality protection. No TMDLs have been identified for South Fork Ten mile Creek (PADEP, 2005).

The Pennsylvania Fish and Boat Commission’s mission is “To provide fishing and boating opportunities through the protection and management of aquatic resources” (PFBC, 2005). Pennsylvania is divided into eight geographic districts and Greene County lies in the 2nd or Southwest District. According to the PFBC website, http://sites.state.pa.us/PA_Exec/Fish_Boat/map/pfbcmaps/greenemain.htm, there are three boat access areas within the Jefferson/Morgan project area: Rices Landing – Monongahela River, local government; Sunset Marina – Ten Mile Creek, private; and Greene Cover Yacht Club – Ten Mile Creek, private.

Ponds/Lakes

Ponds and lakes not only provide wildlife habitat and other environmental benefits, but they are also an important aspect of the aesthetic value to a

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community. For example, lakes and ponds can be used to manage urban runoff. Instead of using the typical storm water retention areas, lakes and ponds can be designed so that they function to retain storm water and contribute to the visual aspect of the community.

The Jefferson/Morgan project area contains three ponds within its boundary. All of these areas are classified by PADEP under Chapter 93 Water Quality Standards as WWF. They vary in size, from the smallest (1.751 acres) and largest (2.433 acres) unnamed ponds in the Ruff Creek Watershed with a mid-size pond (2.107 acres) located in the South Fork Ten mile Creek Watershed. Figure 8.2: Hydrology, illustrates the pond/lake locations within the project area.

Wetlands

Wetlands can be defined as transitional layers between terrestrial and aquatic environments where the water table often exists at or near the surface, or the land is inundated by water (Cowardin, Carter, Golet, LaRoe, 1979). As such, wetlands frequently exhibit a combination of physical and biological characteristics of each system. Three factors are recognized as criteria for wetland classification: the presence of hydric soils; inundation or saturated conditions during part of the growing season; and a dominance of water-loving vegetation (Environmental Laboratory, 1987). For regulatory and legal purposes, the Commonwealth of Pennsylvania (25 Pa. Code Chapter 105) uses the following: "Areas that are inundated or saturated by surface water or groundwater at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions, including swamps, marshes, bogs and similar area" (Pennsylvania Code, 1980).

The US Fish and Wildlife Service (USFWS) has developed a National Wetland Inventory (NWI) as directed by the Emergency Wetland Resources Act of 1986. According to the NWI mapping, there are approximately 160 wetlands (including riverine and palustrine wetland types) in the project area, totaling approximately 1670 acres. Figure 8.2 illustrates the wetland locations within the project area.

Floodplains

The one hundred and five hundred-year floodplains are generally narrow and restricted by the steep slopes that border some of the corridor. Figure 8.2 illustrates the floodplain locations within the project area.

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Flood management and insurance rates are coordinated through the National Flood Insurance Program. This program, which was established by the National Flood Insurance Act of 1968 and the Flood Disaster Protection Act of 1973, was an effort to reduce the damage and hazards associated with flood events. To accomplish these goals, the Federal Emergency Management Agency (FEMA) conducts routine flood insurance studies, which investigate the severity and existence of flood hazards throughout the country. The results of these studies are then used to develop risk data that can be applied during land use planning and floodplain development.

In addition to the flood hazard data provided by FEMA, the National Weather Service (NWS) operates river forecast points at several locations along the Monongahela River. River stage information is available through recorded messages, the NWS Internet site (www.nws.noaa.gov/er/pitt), and the National Oceanic and Atmospheric Administration (NOAA) weather radio. Army Corps of Engineers (ACOE) also maintains copies of FEMA studies and related flood hazard investigations. This information as well as other flood hazard assistance is available through the ACOE, Pittsburgh District Office.

Groundwater

Groundwater is defined as water under the surface of the earth in the saturated zone (PADEP, 2001). It is found underground in the cracks and pores in soil, sand, and rocks and makes up the base flow of rivers and streams. Groundwater is used everyday for household, agricultural, and industrial needs. 51 percent of the total United States and 99 percent of the rural population of the US uses groundwater for their source of drinking water (The Groundwater Foundation, 2003). Many water quality issues are associated with groundwater, including natural and anthropogenic sources such as abandoned wells, hazardous chemical wastes, malfunctioning septic systems and underground storage tanks, and excess sediment deposits.

Non-point source pollution, such as AMD and pollution from abandoned oil and gas wells, is addressed under the WATER QUALITY section found later in this plan.

Water Quality

The quality of water in streams, rivers, lakes, ponds, and groundwater is important because it impacts the biological, physical, and chemical processes that take place in these waters directly. Because all water within a watershed and across watershed boundaries is directly or indirectly related, any impacts to one form bear an influence on all of the other forms. Human impacts are

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typically in one of two forms of pollution— point source and non-point source.

Point Source Pollution

Point source, or end of pipe, pollutants are easily identified and can be directly traced to their source (e.g., industrial discharges, municipal discharges, storm water discharges, combined sewer overflow discharges, and concentrated animal feeding operations (CAFO). All point source discharges require a National Pollutant Discharge Elimination System (NPDES) permit, established by Section 402 of the 1972 Clean Water Act. According to the EPA's Envirofacts Internet website (http://oaspub.epa.gov/enviro/ef_home2.water), seven facilities have been issued NPDES permits in the project area (EPA, 2005).

Non-Point Source Pollution

Non-point sources (NPS) include all other forms of pollution (e.g., abandoned mine drainage, agriculture, urban runoff, atmospheric deposition, construction activities, on-lot sewage systems, leachate from landfills, and silviculture). Abandoned mine drainage (AMD) is a source of NPS from a complex interaction involving sulfides and oxygen during the mining process. After mines are abandoned, drainage flowing from these sites often decreases the pH of streams and rivers affected by the drainage. Additionally, it can elevate concentrations of heavy metals and suspended solids within impacted waterways (Frey, 1996). AMD remains the single biggest source of surface water impairment in the state of Pennsylvania. Many serious problems arise from AMD, including contaminated drinking water, plant and animal growth and reproductive problems, and corrosion of infrastructure. AMD is both a severe ecological and economical problem. Sources of AMD are scattered throughout the county as a result of past mining. Figure 8.3: Mined Areas, illustrates the location of the identified mine problems in the project area.

Because approximately 80 percent of the project area is classified as agriculture, pollution from unmanaged agricultural practices contribute to the degradation of the waterways and groundwater. Fertilizers, manure, pesticides, and silt from agricultural lands can contribute to heavy siltation, nutrient accumulation, and suspended solids within stream and groundwater systems. In addition, unrestricted access of livestock into streams also creates harmful effects, such as harm to livestock, stream bank erosion, sedimentation and excessive nutrient enrichment. Due to the high volume of agriculture in the project area, it is possible that these agriculture pollutants impact many of the streams and tributaries.

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Sewage discharge is another form of non-point source pollution. Because approximately 85 percent of the county does not have municipal sewerage available, on-lot sewage treatment systems and wildcat sewers probably account for most of the residences in the county. Raw sewage discharge often results in elevated levels of fecal coliform bacteria, which can lead to potential health risks. In addition, untreated sewage discharge leads to an increase in nutrients in a stream system leading to an increase in Biological Oxygen Demand (BOD) making it more difficult for macroinvertebrates and fish to survive.

Increased urban development results in an increased pollution load that reaches area water bodies, and therefore, is considered another form of non-point source pollution. Natural landscapes, such as forests, fields, and wetlands, are porous and act as natural filtering systems that help to carry rainwater and snowmelt runoff gradually flow toward receiving waters. Urban areas, on the other hand, are nonporous and, as a result, storm drains are installed to quickly channel runoff from roads and other impervious surfaces into receiving streams and/or treatment areas (in cases of Combined Sewer Overflow systems). This runoff contains sediment from development and new construction; oil, grease and toxic chemicals from automobiles; nutrients and pesticides from turf management and gardening; viruses and bacteria from failing septic systems; road salts; and heavy metals and reaches receiving waters quickly, traveling at a high velocity. This large volume of quickly flowing runoff has the potential to erode stream banks, damage streamside vegetation, widen stream channels, and carry pollutants such as directly to the stream (USEPA, 2004).

An additional source of water pollution in the project area may arise from oil and gas extraction. Brine, waste pit sludge, erosion and sedimentation, and improper disposal of wastewater are all negative impacts from the extraction of oil and gas. As illustrated on Figure 8.4: Sites Presenting Development Constraints, gas and oil fields are located throughout the project area.

In addition, dust and sediment from local roadways contributes to the pollution of local streams in the area. In 1997, Pennsylvania instituted their "Dirt and Gravel Road Pollution Prevention Program [Section 9106 of the PA Vehicle Code (§9106)]." This program was initiated to help communities fund "environmentally sound" methods of maintaining unpaved roadways that have been identified as sources of dust and sediment pollution.

Ecological Habitats

Once known to be covered in a maple-beech-birch forest, much of this region had been converted to farmland or has been altered by mining. This has

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allowed for a predominance of a maple-oak forest to take hold in the region. The Monongahela Valley is known as part of the North American Deciduous Hardwood Forest. The entire area is composed of second and third growth forest. Large forested areas provide the backbone that link habitats and allow plant and animal populations to shift and move across sizable portions of the landscape.

In addition to large forested tracts being essential to wildlife habitats, riparian buffers are crucial to the quality of a stream. A riparian forest buffer is defined as an area of trees, usually accompanied by a scrub/brush component and other vegetation that is adjacent to a body of water. Most of these buffers have been eliminated from streams and rivers in the region.

Invasive vegetation can take over an ecological habitat and destroy the natural habitats. Any plant growing where it is not wanted and having objectionable characteristics, such as aggressive growth, or noxious properties that cause allergic reactions or poisoning are considered as invasive vegetation. The introduction of these invasive species dates back to the earliest arrivals of explorers and settlers to the region. Their ships were carriers of a wide variety of seeds and invasive animals. Seeds were present in hay bales, natural packaging, and in food products.

When invasive species become established in forestlands, stream banks, or wetlands, they tend to suffocate out native vegetation. This leads to the reduction of the biological diversity of the area, decrease in wildlife habitat of the area and in some situations, the degradation of water quality and reduction of the recreational value of an area. Japanese knotweed is native to eastern Asia. First introduced to North America in the late 19th century, this species has become a serious problem in the eastern U.S. In western Pennsylvania, Japanese knotweed is most prevalent along riverbanks and riparian zones. Once established, it forms large monospecific stands, which displace all native vegetation. These stands, which are extremely persistent, have been found to be virtually impossible to eradicate. Japanese knotweed is known to be along the Monongahela River.

Important Bird Areas

An Important Bird Area (IBA) is a site of special significance to breeding or non-breeding birds, which, on some basis, can be distinguished from surrounding areas (Audubon Pennsylvania, 2003). It is also a site that is recognized globally for its bird conservation value. The National Audubon Society administers this program in the United States and these areas are monitored by volunteer efforts. IBAs were established to promote habitat

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conservation by focusing attention on ways to avoid habitat fragmentation, suburban sprawl, and over browsing by deer. According to The National Audubon Society's Pennsylvania's Important Bird Areas Program website (<http://www.audubon.org/bird/iba/pa.html>), there are no IBAs within the Jefferson/Morgan project area (Audubon Society of Western Pennsylvania, 2004).

Blue Heron Rookeries

Great blue herons (*Ardea herodias*) are noted as a "species of special concern" by the Pennsylvania Game Commission. Numerous blue heron rookeries, areas where this species nests, exist within the project area (personal communication, 2005). The herons are colonial nesters, or group nesters; therefore, any that would potentially disturb their nesting habitat could have a major impact on the population within the project area. The locations of these rookeries will not be discussed or mapped in this plan to protect the animals and their habitat.

State Game Lands

The State Game Lands (SGL) system was established in 1920 by the Pennsylvania Game Commission (PGC) to ensure wild animals have food and shelter. This State Game Lands system currently contains about 300 separate tracts comprising a total of about 1.4 million acres (PGC, 2003). Each SGL has an individual management plan designed to improve wildlife habitat and provide recreational opportunities. Hunters, anglers, hikers, birdwatchers and other wildlife enthusiasts are welcome on State Game Lands.

Although there are no state game lands located within the Jefferson/Morgan project area, State Game Lands 223 is located nearby in the townships of Whitney, Greene, and Cumberland. State Game Lands 223 is within the Appalachian Plateaus region Wildlife Management Unit (WMU) 2A. The PGC has divided Pennsylvania into numerous WMUs. This particular region is characterized as having, on a scale of low to high, medium forest cover, low public owned land, and medium human density (PGC, 2005).

Natural Heritage Inventory Areas

A Natural Heritage Inventory (NHI) serves as a record of the native biological diversity within a designated area. The major purpose of an inventory is to provide county and local governments and community groups with valuable tools to assist them in their planning efforts. Not only can this inventory

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guide local development, it can also suggest suggestions for protecting significant natural heritage resources and ranks them according to amount, degree, and rate of protection (Exceptional, High, and Notable). Each inventory utilizes five classifications of NHIs and suggests that disturbances associated with all land uses be eliminated from the site and its buffer area. For instance, such development as construction of new roads and utility corridors, non-conservation timber harvesting, clearing or disruption of large pieces of land, and other activities that divide and alter the character of the landscape, should be avoided.

Natural Areas (NA)

Pristine Natural Area – A site that has essentially the same ecological conditions that are believed to have existed prior to European settlement, and is large enough, and buffered enough, to support and permanently protect the natural community.

Recovering Natural Area – An area that is relatively undisturbed, or past disturbances are essentially minor, and the landscape has largely recovered to a pristine condition.

Biological Diversity Areas (BDA)

Special Species Habitat – An area that includes natural or human influenced habitat that harbors one or more occurrences of plants or animals recognized as state or national species of special concern.

High Diversity Area – An area found to possess a high diversity of species of plants and animals native to the county.

Community/Ecosystem Conservation Area – An area that supports a rare or exemplary natural community (assemblage of plants and animals), including the highest quality and least disturbed examples of relatively common community types.

Dedicated Areas (DA) – A property, possibly disturbed in the past, where the owner's stated objectives are to protect and maintain the ecological integrity and biological diversity of the property largely through a hands-off management approach, with the intervention only when there are demonstrable threats to the ecology of the area.

Landscape Conservation Areas (LCA) – A large contiguous area that is important because of its size, open space, and habitats and although

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including a variety of land uses, has not been heavily disturbed and thus retains much of its natural character.

Other Heritage Areas (OHA)

Scientific Area – An area that is consistently utilized for scientific monitoring of the environment, or other natural science studies

Educational Area – Land regularly used by educational institutions, local environmental organizations, or general public for nature study or instruction.

Two other types of classifications are used in this Inventory:

Managed Lands – There are two types of managed lands, including Public and Private. Neither of these necessarily includes, nor are included within, identified natural heritage areas. These properties are typically large in size and are ecologically important in a general sense.

Geologic Features and Fossil Localities – These areas are included because of historical reference, not necessarily because of biological diversity.

As of February 2005, the Greene County NHI was in the process of being written by the Western Pennsylvania Conservancy; therefore, the Jefferson/Morgan data found in this plan may show a slight discrepancy when compared to the data contained in the completed, published version of the inventory.

Borough of Jefferson

The Borough of Jefferson is nestled on a hill just south of South Fork of Ten Mile Creek in the northeastern part of Greene County and is surrounded by Jefferson Township. Most of the Borough is developed but still manages to have most of the area covered in forest. There are no Natural Heritage Areas located within Jefferson Borough.

Jefferson Township

Jefferson Township is located in the northeastern part of Greene County. It is bordered on the north by South Fork of Ten Mile Creek and is located on the divide between this creek and Muddy Creek. There are four Natural Heritage Areas located in Jefferson Township:

Chartiers BDA – Exposed, south-facing steep slope of limy soil adjacent to South Fork Tenmile Creek that contain a plant species of special concern: American Gromwell (*Lithospermum latifolium*).

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Jefferson BDA – Several outcrops of sandstone located adjacent to South Fork Tenmile Creek that provide habitat for a plant species of special concern: broad-leaved spleenwort (*Asplenium pinnatifidum*).

Rush Run BDA – Two core areas:

Rush Run Upper Core – South-facing slope located within the Rush Run stream valley that provides habitat for a plant species of special concern: American Gromwell (*Lithospermum latifolium*).

Rush Run Lower Core – Ridge area composed of a high amount of limestone located between Rush Run and the Monongahela River that provides habitat for three plant species of special concern: American Gromwell (*Lithospermum latifolium*), snow trillium (*Trillium nivale*) and small woodland sunflower (*Helianthus microcephalus*).

South Fork Tenmile Creek BDA – Seven core areas:

Gabby's Hole Core – Older, clearcut slopes located upstream along a tributary to South Fork Tenmile Creek near "Gabby's Hole" swimming hole provide habitat to a state rare, as well as globally rare, plant species of special concern: rock skullcap (*Scutellaria saxatilis*)

Greene County Airport Core – The portion of South Fork Tenmile Creek located north of the Greene County Airport provides habitat for two species of special concern. The floodplain provides habitat for a plant species: Crane Fly Orchid (*Tipularia discolor*) and the riffles of the stream provide habitat for an animal species: Special Animal 1.

Mather Core – The riffle portion of South Fork Tenmile Creek located upstream of the town of Mather provides habitat for two animal species of special concern: Special Animal 1 and Special Animal 2. Sandstone outcrops located just below the borough of Jefferson provide habitat to a plant species of special concern: broad-leaved spleenwort (*Asplenium pinnatifidum*).

Ruff Creek Core – A portion of Ruff Creek serves as the habitat for two species of special concern. The creek is the breeding location for an animal species of special concern: Special Animal 1 and the floodplain provides habitat for a plant species: harbinger-of-spring (*Erigenia bulbosa*). Several natural communities are also present in the BDA.

Ruff Creek Bend Core – Large sycamores located along a bend of Ruff Creek, upstream of the confluence with South Fork Tenmile Creek serve as a nesting area for an animal species of special concern: Special Animal 1.

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South Fork Tenmile Creek Bend Core – Rocky shoals on which water willow (*Justicia americana*) are growing in South Fork Tenmile Creek provide habitat for an animal species of special concern: Special Animal 1.

South Fork Tenmile Creek Tributary Core – Rich humic soils and thick canopy with in the foodplain located along a small tributary to South Fork Tenmile Creek provide the habitat for a plant species of special concern: white trout lily (*Erythronium americanum*).

Rices Landing Borough

The Borough of Rice's Landing is located in the eastern part of the county on the Monongahela River and includes the lower portion of Pumpkin Run. Pumpkin Run, a tributary to the Monongahela River and a borough park, is the location of the one BDA in Rice's Landing Borough. There are two Natural Heritage Areas located in Rices Landing Borough:

Pumpkin Run BDA – Borough park located adjacent to the lower part of Pumpkin Run provides habitat to four Pennsylvania plant species of special concern: Passionflower (*Passiflora lutea*), small woodland sunflower (*Helianthus microcephalus*), American gromwell (*Lithospermum latifolium*) and harbinger-of-spring (*x bulbosa*). Also found in the area, is a natural community of yellow oak-redbud woodlands, one of the best areas as far as diversity and habitats found in Greene County.

Rices Landing BDA – Rich mesic soil on a bench above the road located adjacent to the Monongahela River within Rices Landing provides habitat for a plant species of special concern: harbinger-of-spring (*Erigenia bulbosa*).

Borough of Clarksville

The Borough of Clarksville is located at the confluence of Ten Mile and South Fork Ten Mile Creek in northeastern Greene County. About half of the Borough is developed. There are no Natural Heritage Areas located in the Borough of Clarksville.

Morgan Township

Morgan Township forms the northeastern corner of Greene County. South Fork Ten Mile Creek receives a large tributary, Ruff Creek, in this township. The township is roughly divided half and half between forestland and pastureland. There two Natural Heritage Areas located in Morgan Township:

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Lower Tenmile Creek Valley BDA – Area located just upstream of the confluence of Tenmile Creek with its southern fork and shortly after its confluence with the Monongahela River provides habitat for a plant species of special concern: harbinger-of-spring (*Erigenia bulbosa*). Natural communities are present but depend on the substrate and slope exposure. The Washington County NHI lists an additional plant species of special concern found on the Washington County side of the BDA.

South Fork Tenmile Creek BDA – South Fork Ten Mile Creek BDA is discussed in Jefferson Township. The locations of the BDAs are identified on Figure 8.4: Sites Presenting Development Constraints.

Air Quality

Air pollution is the nation's largest environmental health risk. 200 million tons of toxic emissions pollute the air in the United States each year. Much of this pollution is created by human influences, such as industry, power plants, cars and trucks. Since air pollution is not confined to a specific area, it affects everyone. The study area is located in air quality Region 5 located in DEP's southwest regional office. There are numerous sources of air pollution including ozone (O₃), nitrogen oxides (NO_x), sulfur dioxide (SO₂), carbon monoxide (CO), carbon dioxide (CO₂), methane and fine particulates that affect this air basin. While each source is produced by different conditions, the burning of fossil fuels, automobiles emissions, industries and power plants are the primary producers of air pollution.

Non-renewable Resources

Coal

The Jefferson/Morgan project area is located within the Main Bituminous Coal Field of Pennsylvania (DCNR, 2004). Areas of operating surface and deep mines, abandoned deep and strip mines, and reclaimed areas are dispersed throughout the landscape. Coal that is or has been mined within the Jefferson/Morgan project area is primarily high volatile bituminous coal.

Hazardous/Nuisance areas

Mined Areas

The Pennsylvania Department of Environmental Protection (PADEP) defines mine subsidence as the movements of the ground surface as a result of the collapse or failure of underground mine workings. In active underground

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mining methods, subsidence can occur concurrently with the mining operation in a predictable manner; however, in abandoned mines, it is virtually impossible to predict if and when subsidence would occur. Refer to Figure 8.3: Mined Areas, for locations within the project area that have been mined.

As of February 2005, one underground mining operation and one strip mining operation are active in the Jefferson/Morgan project area. The Emerald 1 mine, partially located in a small portion of the southwest corner of Jefferson Township, is an active, deep long wall mining operation owned by RAG Emerald Resources. There is a pending active permit boundary extension that will extend RAG Emerald Resources active long wall mine farther into the southwest corner of Jefferson Township (PADEP, 2005).

CJ&L mining company is currently operating a strip mine near the town of Mather (PADEP, 2005).

Zavek mining company has not been actively strip mining the Jefferson Township site for 25 years, but continues to treat water at the site. Coordination with PADEP indicated that mapping of the active deep mines is available at the PADEP California District Office: http://www.dep.state.pa.us/dep/deputate/minres/districts/homepage/California/California_home.htm and information about the active strip mines is available from PADEP Greensburg District Mining Office: <http://www.dep.state.pa.us/dep/deputate/minres/districts/homepage/Greensburg/GreensburgDMO.htm>; GIS mapping was unavailable for active strip mines at the time of publication of this plan.

Coal refuse piles are mounds of unwanted coal and other waste material usually located close to the entrance of a deep mine. These piles are often times located in or near streams and therefore, contribute to the AMD pollution (Taylor, et. al., 2001). There are two coal refuse piles located within the project area currently being reclaimed. The reclamation efforts for the Mather refuse pile is expected to be completed in Spring 2005 (Greene County Pennsylvania, 2005). The PADEP provides funding for projects that control subsidence as well as for reclamation projects.

Hazardous Waste Sites

An inventory of hazardous and toxic waste sites was conducted for the Jefferson/Morgan project area using the US Environmental Protection Agency's (USEPA) Envirofacts Data Warehouse found at: <http://www.epa.gov/enviro/> (USEPA, 2004). This query system identifies

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waste management facilities listed within the following regulatory databases:

- Resource Conservation and Recovery Act Information (RCRAInfo)
- Comprehensive Environmental Response, Cleanup, and Liability Information System (CERCLIS)

RCRA Sites

The Resource Conservation and Recovery Act (RCRA) regulations are a cradle-to-grave management system that uses tracking and permitting to monitor and control hazardous waste. They define solid and hazardous waste, but also impose strict standards on anyone who generates, recycles, transports, treats, stores, or disposes of hazardous waste. The EPA's EnviroFacts Resource Conservation and Recovery Act (RCRAInfo) Query Form was used to identify RCRA sites within the project area. Approximately eleven RCRA sites that generate hazardous waste have been identified in the project area, however, no Treatment, Storage, and Disposal (TSD) facilities were located within the project area. The exact location of RCRA sites can be found using EPA's EnviroFacts website: www.epa.gov/enviro/. Enter the "Queries – RCRAInfo" section of the website to perform a search of a particular area.

CERCLA Sites

The Comprehensive Environmental Response, Compensation, and Liability Information System (CERCLIS) database provides listings of regulated hazardous waste sites along with the federal environmental legislation related to these sites. Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA) established prohibitions and requirements concerning closed and abandoned hazardous waste sites; provided for liability of persons responsible for releases of hazardous waste at these sites; and established a trust fund to provide for cleanup when no responsible party could be identified. Superfund is the Federal government's program to clean up the nation's uncontrolled hazardous waste sites. Under the Superfund program, abandoned, accidentally spilled, or illegally dumped hazardous waste that pose a current or future threat to human health or the environment are cleaned up (EPA, 2005). Using a CERCLIS query, no Pennsylvania Superfund Sites or active CERCLA sites were identified within the project area. Data from the CERCLIS database can be accessed using EPA's EnviroFacts website: www.epa.gov/enviro/. Enter the "Queries – CERCLIS" section of the website to perform a search of a particular area.

Landfills

According to the DEP Municipal and Residual Waste website (PADEP, 2005),

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no municipal waste landfills or incinerators are located in the project area.

Illegal Dumping / Littering

Littering has significant environmental, economical, and aesthetic impacts to an area. Both the aquatic and terrestrial environment is affected by both physical and chemical littering. Water pollution results from the improper or illegal disposal of chemicals. Littering impacts a community economically by increasing the cost to the taxpayer. Cleaning up litter is approximately nine times more expensive than collecting trash from trash receptacles (PA DEP, 2004). Trash could also potentially reduce property value in a community. The presence of litter has a negative impact on the aesthetic value of a community and can reduce the quality of life for some individuals.

Littering and unregulated dumping of refuse at non-permitted sites has been identified as an issue for Jefferson/Morgan project area. However, because illegal dumping often occurs along hillsides and hidden areas, it may not be readily recognized as an environmental hazard. During the course of investigation for the comprehensive plan, two known sites of illegal dumping were identified within the project area. The first site is located near the southwest boarder of Morgan Township along Beagle Club Road. The second site is located in the northeast corner of Jefferson Township along Hill Top Road.

Sinkholes

Sinkholes are a feature of subsidence, which is when the earth's surface moves downward as a result of chemical and physical weathering of carbonate bedrock in Pennsylvania (DCNR, 2005). Subsidence can also occur as a result of underground mining, excessive pumping of groundwater, and subsurface erosion due to the failure of existing utility lines. An on-line review of the sinkhole inventory (DCNR, 2005) indicates that no sinkholes have been reported within the Jefferson/Morgan project area. In addition, a review of the DCNR Bureau of Topographic and Geologic Survey Limestone and Dolomite Distribution in Pennsylvania map indicates that the majority of the county is underlain by flat-lying, generally thin, but locally thick, limestone beds, which are discontinuous in places and are commonly interbedded with shale. However, central and southeastern Pennsylvania are within an area that is most susceptible to sinkhole development in Pennsylvania.

Landslides

Landslides are defined as the movement of an unstable mass of rock,

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unconsolidated earth, or debris down a slope. Both natural and human factors can affect the stability of slopes within the county. These include slope steepness, water sources, old landslides, support removal, and alternative of surface and subsurface drainage. Earthquakes can be a landslide trigger in many areas of the world, but are not known to cause landslides in Pennsylvania. The cause of a landslide is nearly always a combination of effects working together. According to the DCNR Bureau of Topographic and Geologic Survey Areas of Pennsylvania that are Susceptible to Landslides mapping, the Jefferson/Morgan project area falls within the area that has highest susceptibility to landslides in the Commonwealth (DCNR, 2005).

Analysis:

Topography/Steep Slopes

Regulations to control development on steep slopes within a municipality can be implemented using tools such as overlay districts within municipality zoning ordinances that can prevent injury or financial loss while maintaining adequate foliage cover on hillsides and preserving open space. This plan recognizes that the townships and municipalities within the project area do not have existing zoning that applies to steep slopes within their municipal boundaries. As such, it is recommended that the municipalities consider enacting a multi-municipal zoning ordinance that would direct inappropriate development from areas with slopes of over 25 percent.

Soils and Geology

The type of the soils and geology of a region have a large impact on the suitability of a site or area for development. Soils usually vary throughout a given profile and are rarely uniform throughout a site. Soils determine the ability of a site to absorb and filter the effluent from septic systems, the suitability for the construction of foundations or other types of structures, the cost of building roads, and the appropriate type of landscaping. Soil surveys should be consulted for suitability with every development project, whether residential, commercial, or industrial in nature. The Soil Survey of Greene and Washington Counties is available from the Washington County Conservation District.

The geologic characteristics influence the efficiency with which septic tanks can be utilized as a sewage disposal technique. Bedrock type and depth can affect the construction costs of providing sewage collection, transmission, and disposal facilities. Shallow depth to bedrock will escalate the construction costs of sewerage facilities. Geologic characteristics also influence the quantity and quality of groundwater resources. The greater the permeability of the rock type, the greater its capacity for storing water. In addition, the groundwater levels must be determined in order to prevent contamination from sewerage systems. Prior to development of an area, a qualified geologist should be consulted.

Streams

Because of the rural character of the Jefferson/Morgan project area, agricultural land surrounds segments or entire lengths of streams and tributaries, leading to pollution in the streams from agricultural practices.

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Stream bank fencing is a simple way for landowners, including farmers, to improve water quality in the streams on their property and in other areas downstream in their watershed. Therefore, it is recommended that the Jefferson Morgan Regional COG work with the Conservation District to implement a stream bank fencing program. Such a program would provide many benefits to both the landowner and the environment. These benefits include:

- * *Stabilizes stream banks and reduces soil erosion*
- * *Improves water quality*
- * *Improves fish and wildlife habitat*
- * *Protects any herds by reducing livestock's contact with water-borne bacteria and reducing the risk of foot and leg injuries that may occur as the livestock go in and out of the stream*

Riparian buffers, areas of vegetation that are maintained along the shore of a water body to protect stream water quality and stabilize stream channels and banks, are essential to good water quality and aquatic habitats. These areas of tree buffers surrounding bodies of water should be preserved or replanted where feasible. Maintaining riparian buffers and encouraging the creation of new buffers where they do not exist currently is another way to maintain and/or improve water quality of existing streams and tributaries. Although there is no official standard requirement regarding the width of a buffer, several methods are currently being utilized in ordinances across the United States. Stream order, percent slope, width of the 100-year floodplain, and the presence of wetlands or critical areas are key items when determining the width of a buffer.

A Joint Permit—US Army Corps of Engineers Section 404 Water Quality Permit and PADEP Chapter 105 Water Obstruction and Encroachment Permit—is necessary for any and all stream crossings to minimize stream bank erosion, excess sediment deposition, and degradation of in stream habitat. The PADEP, US Army Corps of Engineers, PA Fish and Boat Commission, and the Greene County Conservation District will review this permit. By following the proper permitting procedures, minimal impacts to water quality and aquatic habitat would occur. Mitigation requirements for developments along waterways should include riparian buffers as a basic course of action. In addition, trails or small openings in these corridors can be made to permit river access without reducing the buffers' function.

As a result of the extensive underground mining past of Greene County, abandoned mine drainage (AMD) is a known water pollution issue throughout the county. Treatment for AMD pollution is a growing research area.

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Methods currently exist to treat AMD-impacted waters, including active and passive treatment systems. For a more detailed explanation of treatment systems, refer to <http://www.dep.state.pa.us/dep/deputate/minres/bamr/amd.html>. It is recommended that an inventory of AMD sites be developed, following with a prioritization of these sites with the most significant impacts to the project area. Once this is completed, land development constraints could be implemented surrounding the highest priority areas to preserve land for the installation of future AMD treatment systems. In addition to treatment for AMD, funding regarding subsidence controls should be sought to reduce the risk of subsidence in this mostly undermined project study area.

Monongahela River Watershed is known to be inhabited by invasive species crowding the stream banks. Implementation of strategies to eliminate or reduce the populations of these species should be considered. The Jefferson Morgan Regional COG should partner with the Conservation District to develop an outreach educational and remediation program to address invasive species of plants along the Monongahela River.

To further control the non-point pollution of the county's streams and tributaries, municipalities should adhere to the Stormwater Management Act (No. 167). The Pennsylvania legislature enacted the Storm Water Management Act (No. 167) in 1978 to authorize a program of comprehensive watershed stormwater management which retains local implementation and enforcement of stormwater ordinances similar to local responsibility of administration of subdivision and land development regulations. Under the Act, the Department of Environmental Protection (DEP) provides grant money to counties to develop stormwater management plans for designated watersheds. This planning effort results in the incorporation of sound engineering standards and criteria into local codes and ordinances to manage runoff from new development in a coordinated, watershed-wide approach (PADEP, 2005). It is recommended that the Jefferson Morgan Regional COG apply for funding to develop a Storm Water Management Plan.

Floodplains

Whenever development occurs in close proximity of a stream, the developer must be aware of the designated floodplain. Buildings and other structures proposed within the floodplain should be either elevated or flood-proofed to or above the elevation of the floodplain. FEMA floodplain mapping should always be consulted prior to approving any development within the region. The communities should also adhere to any floodplain or storm water management plans or reports completed for their municipality. It is

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recommended that the Jefferson Morgan COG incorporate floodplain overlay districts within the proposed multi-municipal zoning ordinance. Floodplain Overlay Districts are a land development method that restricts development within areas that are designated as flood prone areas. A floodplain is defined as any land adjoining a river or stream that has or may be expected to be inundated by floodwaters in a 100-year frequency flood. Regional approaches are encouraged when addressing watershed flood plain planning as watershed boundaries cross municipal boundaries. Sections 604, 605 and 609 of the MPC address floodplain management and zoning. Flood plains should be classified as a separate zoning district. This classification regulates, restricts, or prohibits certain uses within the flood plain.

Wetlands

Because of the difficulty in replacing these rare and valuable areas, development should be restricted from wetland areas. Prior to development on a parcel of property, developers should consult the NWI mapping and/or conduct a wetland delineation. A Joint Permit—US Army Corps of Engineers Section 404 Water Quality Permit and PADEP Chapter 105 Water Obstruction and Encroachment Permit—is necessary if any disturbance to a wetland area is planned.

Groundwater

Because approximately one-half of the residents in Pennsylvania (the exact data for the project area is unknown) rely on groundwater for their source of drinking water, it is extremely important that the groundwater supply be protected and continually replenished. Programs through the PADEP exist to properly manage the sources within the Commonwealth. Wellhead Protection Programs and Source Water Protection Plans exist and grants to implement and adopt these plans are available. The Jefferson Morgan Regional COG can partner with DEP and the Conservation District to conduct an inventory of the prime aquifer recharge areas and identify measures that can be implemented to protect these areas. Protection measures include using zoning ordinances (overlay districts) and/or innovative development techniques.

Air Quality

Another, more local producer of air pollution, particularly fine particulates, is residential open burning. Fine particulates are extremely small dust particulates that float in the air. These particles can cause health problems from coughing and eye irritation to damaging lungs, kidneys and the liver. It is not uncommon to find burn barrels in back yards of residents within the

Section 8: Natural Resources and Development Constraints

project area. Burn barrels have been used for decades to reduce the waste in landfills and is legal under the Air Quality regulations. Open burning is allowed on the property of private residences where not more than two families are living. However, the waste can not include demolition waste, home insulation, shingles, treated wood, paint, painted or stained objects, tires, mattresses, box springs, metal, insulated rubber coated copper wire, television sets or appliances, automobiles or parts, and batteries. These items must be disposed of according to the solid-waste regulations.

Other issues related to open burning are the responsibility of municipal officials. A municipality, under state law, has the right to enact an ordinance with requirements that are equal to or more stringent than state regulations. In today's society, burning should be minimal. Most waste can be recycled or a commercial hauler can dispose of it properly.

Hazardous/Nuisance Areas

Land Recycling Program

The Pennsylvania Department of Environmental Protection: Land Recycling Program. The enactment of the Land Recycling and Environmental Remediation Standards Act (Act 2 of 1995) provides for the cleanup of commercial or industrial property that is currently abandoned, idle, or underutilized. These properties may be contaminated by environmental hazards making clean up of the site potentially expensive and unattractive to developers. However, these sites often are in prime locations for development and have infrastructure in place and would provide attractive reuse and revitalization opportunities. The current status of Land Recycling Program properties can be found at: http://www.dep.state.pa.us/wm_apps/lrpdata/.

The Department of Environmental Protection (DEP) Land Recycling Program has four fundamental strategies to facilitate the remediation process - Uniform Cleanup Standards, Standardized Review Procedures, Relieved Liability, and Financial Assistance. The end result is to achieve a flexible and timely approach to remediation, while providing limited liability to the site owner and developer along with funding incentives. The Land Recycling Program was recently given another boost when Governor Rendell announced his funding initiative in April 2004 that includes an economic stimulus package that provides additional funding and tax benefits to spawn the development of the type of commercial and industrial properties identified by the Land Recycling Program. Keystone Innovation Zones (Act 12 of 2004) amends the Pennsylvania Consolidated Statutes to create a Keystone Innovation Zone program to provide funding (grants and loans) to targeted industries located

Section 8: Natural Resources and Development Constraints

near institutions of higher education for the purpose of improving and encouraging research and development efforts and technology commercialization. It is recommended that the Jefferson Morgan COG work closely with the Greene County Commissioners to coordinate effort to develop a site plan for the Mather locaton in accordance with the land recycling standards described here.

Mined Areas

According to the PADEP, if a site or area has been undermined, there is always potential for mine subsidence. Currently, no methods exist to accurately predict the probability of an area to subside. More general information regarding mine subsidence, including information on mine subsidence insurance, is available on the PADEP Mine Subsidence Internet site (www.pamsi.org).

Illegal Dumping/Littering

Currently, no ordinances to prevent littering exist at a county level for Greene County. However, within the County, at a municipality level, ordinances are in place to prevent littering. It is recommended that all municipalities without ordinance to prevent illegal dumping and littering enact one—preferably for the project area, through a multi-municipal effort. Pennsylvania CleanWays is a non-profit organization that assists communities with identifying and cleaning illegal dumpsites along with maintaining sites that have been part of past clean-up efforts. PA CleanWays is similar to the Adopt-A-Highway program, but focuses on debris sites along non-state roads and adjacent areas. Around 20 local chapters (most county-wide) exist within the Commonwealth. Greene County has its own independent chapter of PA CleanWays, Inc. Their goal is to "... protect, restore, and maintain the environmental and scenic qualities of our roadways, waterways, pathways, and other areas" (PA CleanWays, 2004). More information regarding the Greene County PA CleanWays chapter is available at: <http://www.pacleanways.org/greene/index.html>.

Section 8: Natural Resources and Development Constraints

Recommendations:

To guide future natural resource protection and conservation efforts in the Jefferson/Morgan project area, the following objectives serve as overarching policies.

Goal: Identify and mitigate issues that affect water quality and quantity.

Action: Prioritize pollution issues according to point and non-point source

Action: Coordinate with PADEP's Bureau of Abandoned Mine Reclamation to identify "Problem Area" abandoned mine sites within the study area for reclamation and funding prioritization

Action: Support Watershed organizations by sponsoring meetings, networking, sponsoring newsletters, etc

Action: Apply for funding to mitigate problems with water quality and quantity.

Action: Coordinate with the Greene County Conservation District to identify local unpaved roadways that serve as a source of dust and sediment pollution and implement a maintenance plan. Funds are available from the Dirt and Gravel Road Pollution Prevention Program [Section 9160 of the PA Vehicle Code (§9106)]

Action: Restrict building in floodplains, wetlands, and steep slope areas

Action: Direct future development in a manner that protects existing water supplies

Action: Coordinate with local officials and private industry to enforce stormwater management regulations and erosion control methods

Action: Local landowners, municipalities, and the county need to work together with PADEP to plug all the abandoned and orphaned oil and gas wells in the watershed

Goal: Implement a public education campaign on watershed issues

Action: Educate land owners and municipalities on the importance of riparian buffers

Action: Initiate educational programs on floods and floodplain development that includes "flood emergency response: educational materials and flood awareness seminars for residents and recreational river users

Action: Increase stream accessibility in order to promote the watershed inhabitant's involvement and concern about the watershed's resources and thus its health.

Jefferson Morgan Multi-Municipal Comprehensive Plan

Section 8: Natural Resources and Development Constraints

Goal: Address the impacts from junkyards and illegal dumping.

Action: Implement a public education campaign to educate on economic impacts from damage to environment as well as to the image/aesthetics of the Jefferson/Morgan project area. The campaign would include sub components to address other issues such as effects to livestock and the health effects on people.

Action: Enact an (or strengthen existing) ordinance that imposes fines for illegal dumping and littering.

Action: Implement a volunteer effort for trash pick-up and/or designate community clean up days.

Goal: Mitigate negative impacts from resource extraction

Action: Direct development from locations where resource extraction activities are occurring

Action: Work with the Conservation District and Greene County to continue remediation efforts for previously mined areas

Goal: Establish a strategy to direct remediation efforts to areas within the project area experiencing development pressures.

Action: Enact land use ordinances to protect farmland and prime agricultural soils

Action: Identify high growth/construction areas and implement proper sediment and erosion control measures

Action: Use zoning regulation to restrict building in floodplains

Action: Enforce steep slope zoning ordinances to ensure non-hazardous development in sloped areas.

Action: Identify preservation areas/rural resource areas

Jefferson Morgan Multi-Municipal Comprehensive Plan

Section 9: Parks and Recreation

Background:

The provision of parks and recreation services is an important function of municipal government. While not all recreation is provided by local government, it does play a central role. According to the Pennsylvania Department of Conservation and Natural Resources, the mission of local government recreation and parks is to provide opportunities that guarantee every resident quality recreation experiences by:

- Offering recreation programs and services that are consistent with citizens' needs and interests and add to their health, sense of well being and sense of community.
- Developing and maintaining park areas and recreation facilities for citizens to enjoy, and at the same time, protecting and preserving the environment for future generations.

Municipal Parks

Within the Jefferson-Morgan project area (including Rice's Landing Borough), there are four municipal parks as depicted in Table 9-1. Neither Clarksville Borough nor Jefferson Borough have municipal parks.

Table 9-1: Municipal Park Inventory			
Park Name	Location	Size (acres)	Facilities & Equipment Available
Jefferson Township Park	Jefferson Township	7.38	2 ball fields, 2 pavilions, basketball court, playground equipment, bleachers, 2 dug outs, restroom
Mather Park	Morgan Township	2.71	Gazebo, ball field, dug out, pavilion, bleachers, basketball court, playground, concession stand, restroom
Min Love Park	Rices Landing Borough	0.5	Gazebo, picnic tables, benches, swing set, barbecue grills
Pumpkin Run Park	Rices Landing Borough	67.1	Boy Scout House, pavilion, swing set, waterfall, block jailhouse, barbecue grill, walking trail along River, benches, restroom, parking area

Jefferson Morgan Multi-Municipal Comprehensive Plan

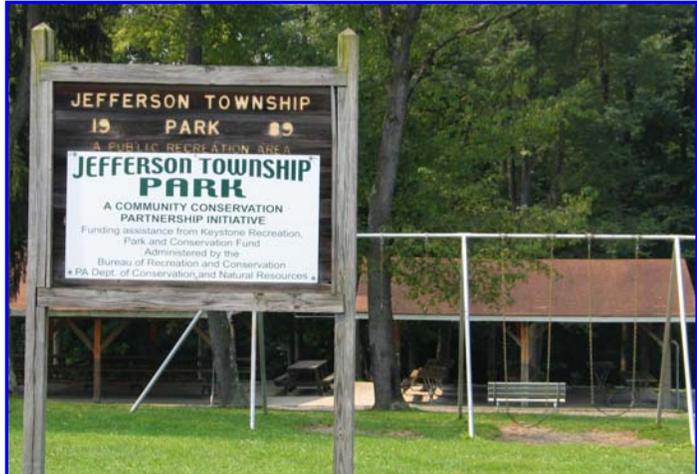
Section 9: Parks and Recreation

Jefferson Township Park

Settings: Located on Route 188 in Jefferson and close to the County owned Thomas Hughes property.

Facilities:

- 2-Ball Fields
- 2-Pavilions
- Basketball Court
- Spring Animals
- Metal Slide
- Swing set
- Bleachers
- 2-Dug outs
- Restrooms



Jefferson Township Park (Mackin Photo, 2004)

Mather Park

Settings: Located in the village of Mather in Morgan Township.

Facilities:

- Gazebo (Liar's Den)
- Ball field
- Dug out
- Pavilion
- Bleachers
- Basketball Court
- Play set (1980's game time)
- Swing set
- Tire swing
- Spiral Slide
- Restrooms/Concession stand



Mather Park (Mackin Photo, 2004)

Jefferson Morgan Multi-Municipal Comprehensive Plan

Section 9: Parks and Recreation

Min Love Park

Settings: Situated near the municipal building and Lock #6 Museum, the facility fronts the Monongahela River in Rice's Landing Borough.

Facilities:

- Swing set
- Gazebo
- Benches
- Barbeque Grills



Min Love Park Gazebo (Mackin Photo, 2004)

Pumpkin Run Park:

Settings: Located in Rice's Landing, the facility is divided by Main Street and the Greene River Trail. The largest portion of Pumpkin Run Park is accessed by crossing Main Street and walking through an old railroad underpass located under the Greene River Trail. This portion is primarily undeveloped hillsides with a low/level area along a stream and minimal recreational amenities in this area. The developed portion of the park is located adjacent to the river and separated from Min Love Park by Pumpkin Run.

Facilities:

- Boy Scout house
- Pavilion
- Swing set
- Block jail house
- Paved parking area
- Walking Trail with Benches along river
- Barbeque Grill
- Restrooms



Pumpkin Run Park (Mackin Photo, 2004)

Jefferson Morgan Multi-Municipal Comprehensive Plan

Section 9: Parks and Recreation

Cultural and Educational Facilities:

Jefferson-Morgan School District

Settings: This quasi-public facility is located in Morgan Township along PA Route 188 just west of Jefferson Borough.

Facilities:

Jefferson-Morgan Elementary School

Playground - PTA Funded, Two Gametime Structures, Swing Set

Jefferson-Morgan Middle School

Gym

Jefferson-Morgan High School

Athletic Building

Fitness Center (Spring 2005)

High School Gym

Football Field

Field House

Softball Field

Cooperative Efforts

Putting together community/ school ideas

21st Century after school recreation programs

Technology training in the evenings

Child care program

Community Approach - numerous full scope of programs

Midget Football league uses football field

Special needs programs

County wide Special Olympics

Thomas Hughes House

The Thomas Hughes house is owned by the PA Historical & Museum Commission and managed by the Greene County Historical Society. The two story stone structure was built in 1814 by Thomas Hughes and is now a library, which also offers children's programs.

W.A. Young Machine Shop & Foundry

Located on Water Street in Rice's Landing, the foundry was built in 1900 by William A. Young. During the early 1900s, the Foundry produced items such as horseshoes, pipe fittings, farm equipment, and mine machinery.

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The foundry was in operation until 1965 and placed on the National Register of Historic Places in 1993. The Foundry is a prime example of America's industrial heritage and is operated by the Historical Society. The foundry is open for tours where visitors can see actual machining work done on antique equipment.

Lock # 6 Museum

Lock # 6 was built in 1852 by the Monongahela Navigation Company and established Rice's Landing as a thriving commercial center. In 1897, the federal government took control of the waterway and, beginning in the early 1900s, the Army Corps of Engineers began extending the lock and dam system into West Virginia. Lock #6 was removed in 1964 when the Corps of Engineers constructed the present lock and dam system. The museum remains as a testament to the contributions of this important navigation system. The museum is located in one of two government built "lockhouses" (along with the municipal offices) and houses artifacts from towboats and barges that traveled the Monongahela River. The museum sits along the river where Lock #6 was constructed. Remaining at this location is a paved area and the remains of lock where a concert stage was built for the festivities of Rices Landing's River Fest.

Greene Cove Yacht Club

Greene Cove Yacht Club is a private facility with: 230 boat slips, 75 sites in the adjacent RV park, a swimming pool, various recreational amenities, and offers free concerts to county residents. A cooperative venture exists between the county and the yacht club where the yacht club provides parking for visitors to the Greene River Trail. Future plans of the yacht club include developing a sewerage system, which will be added in October, the development of an additional 100 RV sites on a 106 acre plot, restrooms, a community recreation facility to include a fitness center, a bike rental facility, an overlook, an observation platform adjacent to the trail and looking out over the Monongahela River and Ten Mile Creek confluence, and a Tiki bar.

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Regional Recreational Facilities

Ten Mile Creek County Park

This 25 acre park is located across Ten Mile Creek in Washington County. It is one of three parks in the Washington County park system. Located off of PA Route 88, the park provides boat access to the Monongahela River. Amenities located in Ten Mile Creek Park include:

- Pavilions
- Picnic tables
- Grills
- Playground areas
- Boat launch
- Dock
- Restrooms
- Parking areas



Ten Mile Creek (Mackin, 2003)

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Trails

Greene River Trail

The Greene River Trail is a 3.8 mile rail trail that has been constructed along an abandoned railroad line by the Greene County Department of Recreation. The trail runs from the Greene Cove Yacht Club in Jefferson Township to the borough of Rice's Landing.

The Greene River Trail accommodates walking, jogging, and bicycling. The trail runs adjacent to the Monongahela River and has a smooth crushed gravel surface that is very well maintained. Trail access points are located at the Greene Cove Yacht Club or in Rice's Landing. Future plans to develop the trail to Nemaocolin will increase the length of the trail to a total of 38 miles. This will provide the potential for a trail link to the Sheepskin Trail and the Masontown/Brownsville Trail. Plans also include the eventual renovation of the railroad bridge across Ten Mile Creek and linking to Washington County.



Greene River Trail (Mackin Photo, 2003)

Upper Mon Water Trail

The Upper Mon River Water Trail (UMWT) is a 65-mile section of the Monongahela River that begins in Fairmont, West Virginia and travels north to Ten Mile Creek just downstream of Rice's Landing in Greene County, Pennsylvania. The trail may be accessed from numerous sites on both the Greene County and Fayette County sides of the river. A public boat ramp on Pumpkin Run in Rice's Landing provides river access and pull-out areas. Camping is available at this location as well.

The trail is recognized as one the Major Greenway Corridors in Pennsylvania by DCNR. The trail is a project of the Morgantown Area Chamber of Commerce Vision 2020 and the Upper Mon Water Trail Special Interest Group.

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Recreation Survey

As part of the Greene County Recreation, Parks and Trails/Greenways Plan, a countywide public survey was conducted to assess residents opinions regarding the provision of recreation facilities and services within Greene County. The surveys were randomly distributed to a percentage of residents in each municipality according to households and for purposes of this plan, the results have been broken out for the project area.

Including Rice's Landing in the project area, a total of 267 surveys were distributed to the five municipalities and 65 were returned, for a response rate of 24.3%. The responses are shown by municipality in Table 9-2:

Table 9-2: Project Area Response Rate		
	# Returned	% Response Rate
Clarksville Borough	2/9	22%
Rices Landing Borough	6/20	30%
Jefferson Borough	6/15	40%
Jefferson Township	27/111	24%
Morgan Township	24/112	21%

When asked how important recreation is, the overwhelming majority of respondents stated that it was either important or very important. In terms of importance to the enhancement of quality of life, types of recreational amenities were ranked in order as follows:

1. State / County Parks
2. Community Parks
3. Developed Trails
4. Recreation Programs
5. Public Open Space
6. Greenways

While the larger, more regional state and county parks rank highest, residents still attach importance to the local community parks. These tend to function as daily attractions. Developed trails also ranked very high and

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the only formally developed trail in Greene County, the Greene River Trail, is located in Jefferson Township and Rices Landing Borough.

Recreation programs can range in type from fairs and festivals to athletic leagues. Residents were asked to state which activities that they or a family member had participated in last year (2003). The results are listed in order from most attended to least attended:

1. Greene County Fair
2. Rices Landing Riverfest
3. Rain Day Festival
4. Covered Bridge Festival
5. King Coal Fair
6. Harvest Festival
7. Pioneer Festival
8. Jacktown Fair
9. Youth Sports Programs
10. Pigs in a Blanket Festival
11. Annual Buckwheat Festival
12. Outdoor Education Programs
13. Greensboro Community Days
14. Ramp Festival
15. Frontier Festival
16. Art in the Park
17. Game Commission Youth Days

To access recreation programs, the distance traveled is spread almost evenly from 0 to 5 miles to over 20 miles, as can be seen in Table 9-3. When asked how far they would be willing to drive to participate in programs, the highest number of residents responded at least 20 miles.

Distance	# of Residents Currently Driving the Distance	# of Residents Willing to Drive the Distance
0-5 Miles	12	4
6-10 Miles	15	10
11-15 Miles	7	10
16-20 Miles	12	16
20+ Miles	15	18

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Distance was not the most important factor that prevented residents from participating in recreation programs. Beginning with the highest response, the reasons provided as prevention factors are as follows:

1. Programs are not well publicized
2. Program are times inconvenient
3. Programs that are offered are not what I'm interested in
4. Programs are not offered near where I live
5. Programs / registration fees are too expensive
6. Programs are too hard to register for
7. Programs are not ADA / handicap friendly

A series of activities were listed and residents were asked to choose those in which they were likely to participate. The top ten activities are listed below:

1. Walking / Fitness
2. Fishing
3. Concerts
4. Arts and Crafts
5. Hunting
6. Cultural Arts (theatre, music, etc.)
7. Children's Activities
8. Senior Citizen Activities
9. Sports Camps
10. Photography

The most frequently visited (five or more visits over the past year) recreational sites are the Greene River Trail, Greene County Fairgrounds, Pumpkin Run Park and golf courses. Parks that saw visitors between 1 and 4 times over the past year include:

1. Ryerson Station State Park
2. Jefferson Township Park
3. Mather Park / Field
4. Mon River Water Trail
5. State Game Lands #223— Garards Fort
6. Min Love Park

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The top 10 reasons provided for residents not using recreational facilities are listed as follows:

1. Lack of Restrooms
2. Lack of Water Fountains
3. Vandalism and Graffiti
4. Drug and Alcohol Usage
5. Lack of Lighting
6. Litter
7. Parks / Trails too far from where I live
8. Not well maintained
9. Poor locations
10. Lack of picnic facilities

To determine what types of facilities are needed at parks, residents were asked to mark whether the facility type was adequate, should be increased, or should be improved for the area that they live in. The following are those facilities that ranked highest in terms of needing to be increased and those that need to be improved:

INCREASE

- Disc Golf Courses
- Walking / Jogging Trails
- Hiking Trails
- Cabin Rentals
- Campgrounds
- Public Restrooms
- Rifle / Handgun Ranges
- Bicycle Trails
- Community Recreation Centers
- On Road Bike Trails
- Environmental Education Centers

IMPROVE

- Stream / River Fishing
- Lake Fishing
- Youth Baseball Fields
- Playgrounds
- Heritage Parks / Historical Sites
- Scenic Overlooks
- Boat Ramps / Marinas
- Senior Centers
- Wilderness / Natural Areas
- Amphitheatre
- Scenic Roadways / Bi-ways

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When asked if residents would be willing to donate money to support parks, recreation and trails, approximately half stated that they would be willing to donate money to support either County or local municipal efforts. A small percentage also stated while they would not donate money, they would be willing to provide volunteer support. Of those willing to contribute monetarily, the majority would give \$20 per year, a third would give \$50 per year, and a few would give \$100 per year.

Recreational Opportunities

Mather Site

The Mather Site, located in Morgan Township next to the village of Mather, is currently being reclaimed and is now owned by the Greene County Industrial Development Authority (IDA). Morgan Township was offered the opportunity to buy the property for \$2.00 once reclamation is completed. However, the municipality has expressed concerns regarding environmental issues and is expected to decline ownership of the site. Reclamation is scheduled to be completed in early 2005.



Mather Mine Site (Mackin, 2004)

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Analysis:

Residents that live in the Jefferson-Morgan project area have access to a wide variety of recreational activities. Located in close proximity to four municipal parks, a walking trail, and access to the Monongahela River, the project area has a wonderful base system from which to fully capitalize upon the recreational potential of the area.

None of the municipalities within the project area nor Rice's Landing, has a Recreation Board or volunteer group to over see recreational services and facilities. It is recommended that the Jefferson Morgan Regional COG appoint a committee to act as a regional recreation board, which can serve the entire project area and other municipalities participating in the COG. If a recreation committee/board was to be established, each municipality should adopt a resolution recognizing the membership and goal of the recreation committee/board.

A recreation board provides many benefits to a community, only one of which is having a group of people who will focus on recreation within the area and constantly work to improve the system. The board can identify and prioritize projects that are needed and then work to complete them one at a time. A regional board would serve to have all the municipalities' interests represented and each site could compliment the others.

The parks and recreation sites were visited and evaluated by certified parks and recreation practitioners as a component to the Greene County Comprehensive Parks, Recreation and Trails/Greenways Plan (2004). No formal playground audits were completed on the sites, however the comments included in this section for each park offer recommendations to bring the facilities up to current safety standards. It is recommended that each municipality complete these recommended improvements to avoid any potential safety hazards or accidents.

Jefferson Township Park

As one of the largest park in the project area, Jefferson Township Park is located in a residential setting and has the potential to develop a link to the historic Thomas Hughes site. The Hughes site is owned by the County and is being used as a library.

The park facility has bleachers that are five rows high with no side rails which constitutes a safety hazard. Existing spring animals have a concrete

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base that is exposed. The metal slide has side rails that could create a safety hazard. The swing set is a three bay (swings) which is not in accordance with current safety standards. Current fall-safe material is sand, but depth and distance are not adequate.

Mather Park

Of all the parks in the project area, Mather Park is most in need of attention. Located near the park is the “Liars Den” which is often used as a local hangout for area youth. Situated in the village center, the park has potential to be a wonderful park for residents, but graffiti and vandalism have been

cited as problems and the park is seldom used. Over all maintenance of this facility needs improved. The ball field is over grown, outfield fence needs repair, and the bleachers have no seat boards. The play set is outdated, existing alterations to play equipment are in accordance to personal settings as opposed to public use. The spiral slide is cracked and existing fall-safe material does not comply with current safety standards.



“Liar’s Den” in Mather (Mackin Photo, 2004)

Min Love Park

Located along the Monongahela River next to a former lock and dam, Min Love Park has a beautiful serene setting with a large wooden gazebo. The only improvements needed at this site are to either replace the existing playground equipment or bring it up to current safety standards.

Pumpkin Run Park

Almost adjacent to Min Love Park, Pumpkin Run Park also borders the Mon River. The park is split into two sections due to the location of Main Street (SR 1018) with each side having different attractions. The smaller of the two sides, which is located along the Monongahela River is more developed with a walking trail and restrooms on site. The western side is natural, with a wooded hillside and waterfall. Existing playground equipment should be

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replaced or brought up to current safety standards and does not have adequate fall-safe material installed.

Trails

The presence of the Greene River Trail is a wonderful asset to have within the project area. Trails provide recreational and social outlets for residents of all ages and should be handicapped accessible. The project area would benefit by taking a more active role in the promotion of existing trails and working to develop more trails throughout the region. The County owns and maintains the Greene River Trail and has plans to extend the trail, which is likely to increase the use of the trail. With two trailheads located within the project area, the region will be able to capitalize upon the trail users that are coming from other parts of the County and other areas.

The Upper Mon River Water Trail is a regional trail that is being promoted by many entities throughout southwestern Pennsylvania and West Virginia. Water trails are becoming increasingly popular attractions and will bring in many visitors from all over the region. Rice's Landing is listed on the promotional flyer for the trail as an attraction and the trail will be a good marketing tool for the area.

Recreational Opportunities

The Mather site provides an excellent opportunity to expand the current recreation system of the project area. Morgan Township will need to work closely with the County to ensure that this site is used to its best potential. The County has submitted a grant application to DCNR to complete a Master Site Plan, which is the first step to developing the site.

The County also owns the former Crucible Mine Site, which is located in nearby Cumberland Township. The site is approximately 60 acres of riverfront property and though not in the project area, will become a large recreational attraction. The Greene River Trail will travel through this site, thus connecting it to the project area. The County plans to develop the site as a large regional county park and the site can provide some of the larger amenities that residents would like without the communities having to provide them.

The close proximity of Ten Mile Creek Park is a great asset for the project area. This park is used by project area residents and it would be beneficial if the project area established a relationship with the Washington County

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Recreation Department. An inter-county partnership would support regional recreation and help assess the true level of park usership.

In addition, conservation efforts for the Ten Mile Creek, in Washington County, should factor into future recreation and planning practices. The Jefferson Morgan Regional COG should partner with Greene County and Washington County to address this important water way.

Rice's Landing has significant historical and recreational contributions to make that would benefit the residents of the project area. The Jefferson Morgan Regional COG should work with Rice's Landing to support restoration efforts and promote cultural/recreational activities. Annual events can attract visitors to the area and provide economic benefits for the region.

Local recreational amenities currently lack adequate accessibility provisions for handicapped individuals. According to the National Recreation and Park Association (2002) many recreational organizations face obstacles that prevent the accommodation of persons with disabilities. Perhaps the most difficult of obstacles is the expense of constructing adequate facilities or retrofitting existing facilities. According to the National Recreation and Park Association (NRPA), there are over 50 million individuals who have physical and service barriers that limits their ability to access recreational amenities and services.

The Americans with Disabilities Act (ADA) prohibits discriminatory employment practices and unequal treatment of persons with disabilities by state and local governments. This act states that all persons, regardless of ability, have a right of equal access to housing, public accommodations, modes of transportation, and broadcast and communication services. Therefore, ADA mandates that newly constructed or altered public facilities must also be reasonably accessible to individuals with disabilities.

Acknowledging that many local municipalities are limited in their ability to meet ADA mandates, the National Recreation and Park Association recommends:

1. "Appropriate and necessary legislative, executive and judicial actions to assure that individuals with disabilities have access to public park and recreation services and facilities of the highest quality."
2. "Continuation of local, state and federal government actions to bring existing public park and recreation resources and services into

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compliance with the Americans with Disabilities Act..”

3. “Reauthorization of the Individuals with Disabilities Act, with amendments as necessary, to assure compliance with requirements for individualized recreation/education plans and related services.”
4. “Continuation of public investments to assure access to community-level services for persons with disabilities, including actions likely to result in improved physical and mental health; individual confidence in the ability to contribute importantly to society; and prevention of secondary medical conditions such as obesity, heart disease, diabetes, stroke and similar conditions.”

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Recommendations:

Goal: Ensure that local recreational amenities are easily accessed by all residents

Action: Conduct a formal playground audit, by a certified Park and Recreation Practitioner for each site ... It should be noted that an audit can cost up to \$800 per site and once completed, the municipality *must* make the improvements or be held liable.

Action: Conduct a comprehensive park and recreation plan for the Jefferson Morgan Region with a specific goal to provide appropriate handicapped accessibility features at existing facilities.

Goal: Increase accessibility to and from existing recreational and cultural facilities

Action: Construct a walking trail around the perimeter of the Mather Park that would connect to the Hughes site and the Mather Mine Site

Action: Conduct a trail feasibility study to construct local walking trails within existing parks and regional trail connections to link the various recreation sites in the area.

Action: Develop hiking trails in Pumpkin Run Park

Action: Establish a cooperative effort with Washington County to link a trail with the Greene River Trail and complete the connection across Ten Mile Creek

Goal: Improve the appearance of Mather Park

Action: Develop a landscaping plan for Mather Park

Action: Determine what recreational facilities should be restored at Mather Park.

Action: Remove facilities that are determined to be unsafe or not desired by residents

Goal: Provide appropriate recreational services to meet the needs of local residents

Action: Establish a recreation committee of the Jefferson Morgan COG to address recreation needs and facilities

Action: Work with Greene County to develop the Mather Mine Site in a manner that meets local objectives to provide recreation services and commemorate the mining legacy of the region

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Action: Replace all recreational/playground equipment that not comply with current safety standards

Action: Install fall-safe material at appropriate locations

Goal: Reduce vandalism at existing recreational facilities

Action: Establish a neighborhood watch program

Action: Identify volunteers who will conduct regular site visits of recreational facilities to monitor activities

Action: Upgrade recreational facilities/equipment with those that inhibit vandalism

Goal: Capitalize on the Monongahela River, Ten Mile Creek, and other waterways for recreational activities

Action: Partner with local marinas and river-oriented organizations to develop the waterways to their fullest recreational potential

Action: Partner with Greene County, Washington County, and the Department of Environmental Protection in future conservation efforts for Ten Mile Creek and/or the Monongahela River

Action: Identify and establish fishing areas

Goal: Establish partnerships to improve recreational services

Action: Work with Jefferson Morgan School District to offer additional recreational services to area youth

Action: Establish partnerships with other organizations such as watershed associations, the Greene County Parks and Recreational Department, and the Rivers of Steel Heritage Corporation to identify new recreational opportunities

Section 10: Land Use

Background:

The land use plan for the Jefferson Morgan Region addresses two main elements: existing land use inventory, land characteristics and coverage; and the future land use plan for the project area. The existing land use inventory, land characteristics and coverage involves inventorying and identifying the existing land uses within the community. The existing land use map is a parcel-level map that was provide by the Greene County Tax Assessment Office. The current classifications use the assessment office's taxable properties as a base map and the current land uses were identified through a series of field views. The future land use plan identifies probable land use patterns for the future based upon current land use trends, growth patterns, and natural development constraints. Additionally, potential land use strategies are identified that will direct development in a manner that will achieve local goals.

The following land use categories and corresponding descriptions were used in the existing land use inventory:

Agriculture: Land being used predominantly for agricultural purposes— the commercial production and preparation for market crops, livestock and livestock products and the production, harvesting and preparation for market or use of agricultural and similar crops and commodities. Within the project area, this category comprises the largest land use category with 78.6 percent of the total land area being identified as Agriculture (24,338.44 acres).

Commercial: Included are areas used by private individuals or by organizations for capital gain, which may include retail shopping, automotive, financial, professional, governmental and miscellaneous recreational and service activities to which the public requires direct and frequent access. This category accounts for 1.7 percent of the total land area (534.8 acres).

Community Facilities/Exempt: Sites containing any building or structure owned or operated by a governmental agency or nonprofit community service provider open for public uses with or without a fee that provides a service to the public. Included in this category are municipal offices, fire departments, ambulance providers, police departments, post offices, and churches. This category accounts for 1.5 percent or 365 acres.

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Industrial: Sites involved in such activities as construction, car demolition, and light manufacturing. Included are uses such as factories, mills, and earth moving or excavation and transportation companies. Industrial areas are found scattered throughout the project area. This category accounts for 30 acres of 1.1 percent of the total land area.

Open Space: Open space is defined as unimproved land or developed land that is not built upon or substantially altered which can be publicly or privately owned. These areas may have important ecological functions, natural resources, or cultural resources that are worthy of conservation and protection. This category accounts for 471 acres or 5.9 percent of the project area.

Single Family Residential: This category includes all dwellings used for single-family residential purposes. Residential property accounts for a large percentage of land use in the project area. Of that, the majority is classified as single family residential. This category encompasses 3,137.7 acres or 10.1 percent of the project area.

Multi-Family Residential: This category includes all residential dwellings where two or more families reside. Found sporadically in the midst of single family residential areas, duplexes do not comprise a large percentage of housing types in the project area. Multi-family residential accounts for 77.9 acres or 0.3 percent of the land area.

Mixed Use— Residential / Commercial: This category includes land that is for both commercial and residential uses. Land classified as residential / commercial are comprised primarily of businesses operated out of a home and buildings that have commercial use on the first floor and housing units on the second and third floors. This category encompasses just 4.16 acres.

Recreation: Land currently used for passive or active recreation purposes. These activities include trails, parks, tot lots, ball fields, and playgrounds. Recreation land uses account for 22.44 acres of 0.1 percent of the total land area.

Transportation: This category includes land that is primarily used for the movement of goods and services within a community, including public and private parking lots. The land along the railroads in the project area falls under this category as well. There are 330 acres identified under this category or 1.1 percent of the project area.

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Vacant Commercial: This category includes improved land that was used as for commercial uses in the past but is no longer open for business. There are 7.86 acres identified under this category.

Vacant Residential: This land category is defined as that land which has been developed for residential uses but is currently unoccupied. As most of this data was collected through a windshield survey, the only land categorized as vacant residential were those homes that were obviously not occupied by tenants. There are 1.37 acres identified under this category.

Table 10-1 identifies the percentage of each land use classification in terms of acres for the project area. These classifications are reflective of those on the existing land use map on Figure 10-1.

Land Use Code	# of Parcels	Total Land in Acres	Percent
Agriculture	512	24338.44	78.6
Commercial	105	534.80	1.7
Community Facility/Exempt	183	365.00	1.5
Industrial	30	330.84	1.1
Multi Family Residential	9	77.80	0.3
Open Space	471	1826.34	5.9
Parking	4	1.28	0.0
Recreation	25	22.33	0.1
Single Family Residential	3633	3137.70	10.1
Mixed Use (Residential \ Commercial)	10	4.16	0.0
Transportation	20	330.01	1.1
Vacant Commercial	12	7.86	0.0
Vacant Residential	4	1.37	0.0
Total	5018	30,977.9	100.0

Source: Mackin Engineering Company, 2004; Greene County, 2004

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Land Use Regulations

A comprehensive plan provides a logical basis for zoning and other land use ordinances. However, plans are dependent upon local laws, ordinances and private actions to implement the concepts and recommendations set forth in the plans. The Pennsylvania Municipalities Code (MPC) defines "land use ordinance" as "any ordinance or map adopted pursuant to the authority granted in Article IV, V, VI, and VII." Land use ordinances are legislative actions exercised by the governing body of a municipality. As such, there are four types of land use ordinances:

- Official Map
- Subdivision and Land Development
- Zoning
- Planned Residential Development Provisions (PRD) as part of the zoning ordinance

The most common methods of land use control used by municipalities are zoning ordinances and subdivision and land development ordinances (SALDO).

Zoning

Zoning is a land use tool that allows a community to regulate the use of land and the location and intensity of development. A zoning ordinance is used to protect the public health, safety and welfare as well as guide growth. It also is designed to regulate and promote the following:

- Uses of land, water courses and other bodies of water;
- Size, height, bulk and location of structures;
- Areas and dimensions of land to be occupied or to be unoccupied by uses and structures;
- Density of population and intensity of use;
- A variety of residential dwelling types;
- All basic forms of housing;
- Protection of natural resources and agricultural land; and
- Reasonable overall community growth

Subdivision and Land Development Ordinances (SALDO)

As the second most commonly used land use ordinance in Pennsylvania, the subdivision and land development ordinance contains regulations for the creation of new lots or changes in property lines as well as the construction of public or private improvements to land. A SALDO offers municipalities a de-

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gree of protection against unwise, poorly planned growth. Subdivision regulations are designed to:

- Ensure a well-designed subdivision or land development;
- Set minimum standards for the layout or design of developments;
- Promote coordinated development;
- Insure the installation of necessary improvements;
- Minimize existing or foreseen problems; and
- Manage storm water runoff and erosion.

The project area municipalities regulate the subdivision and development of land through Greene County's Sub Division and Land Development Ordinance. The project municipalities do not regulate land uses through a zoning ordinance.

Codes

The adoption of various construction, property maintenance and fire prevention codes is recognized as a tool to promote public health, safety and welfare. Codes establish minimum standards for safety to life, health and property. To be effective, the administration of building construction or maintenance codes must be coordinated with zoning regulations or other municipally related programs (The Center, 2001). There are four basic types of codes:

- The Uniform Construction Code (UCC), governs all building codes across the Commonwealth. Under the UCC, local municipalities can adopt the UCC and determine how it will be administered and enforced or they can relinquish oversight to a third party or the PA Department of Labor and Industry. The UCC now governs the Plumbing, Electrical, and Fire Protection Codes.
 - Plumbing and Electrical Codes— used to supplement building codes which control more detailed requirements related to plumbing and electrical systems.
 - Fire Protection Code— provides for the inspection of existing structures for the purpose of identifying hazardous conditions and provides for the issuance of permits for certain specific hazardous uses which are to be located in a building or structure.
- Property Maintenance Code— sets responsibilities for cleanliness of structures, for the disposal of garbage and rubbish and for other activities needed to keep the structure and surrounding area in livable condition.

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The Jefferson Morgan COG oversees the code enforcement for all of the member municipalities.

Agricultural Land Use

Prime Agricultural Land Areas of prime agricultural land exist within the study area. The definition of “prime agricultural land” in Pennsylvania, according to Executive Order 2003-2 signed in 2003, is as follows:

- in active agricultural use (not including growing timber);
- lands devoted to active agricultural use the preceding three years; and
- fall into at least one of the categories of land – State agencies shall provide protection to “prime agricultural land” under this Executive Order based upon the following levels of priority:
 1. Preserved Farmland (Highest Priority)
 2. Farmland in Agricultural Security Areas (Second Highest Priority)
 3. Farmland enrolled in Act 319 of 1974, As Amended (Clean and Green) or Act 515 of 1996, As Amended (Third Highest Priority)
 4. Farmland Planned for Agriculture Use and Subject to Effective Agricultural Zoning (Fourth Highest Priority)
 5. Land Capability Classes I, II, III, and IV Farmland and Unique Farmland (Fifth Highest Priority)

Multi-municipal comprehensive planning projects must consider agricultural lands and prepare a plan for preserving and enhancing that land. As well, counties must ensure that land use regulations are compatible with existing agricultural operations. The Pennsylvania Municipalities Planning Code (MPC) specifies that counties and local governments must not limit or prohibit agricultural operations and uses. Act 67 and Act 68 amended the MPC in 2000 to encourage multi-municipal planning and intergovernmental partnerships. Through a coordinated approach, counties and local municipalities have the authority to dedicate public funds in certain areas so that other land areas may be preserved as rural resource areas. Additionally, multi-municipal planning and zoning can provide for land uses within a reasonable geographic area instead of within each municipality and are protected against exclusionary zoning challenges.

Over the years the agriculture industry has been affected by shifts in population and loss of traditional farming lands. Land trends across Pennsylvania reflect a shifting in population from traditional urban areas to rural lands.

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Much of the development that is occurring is land-intensive forms of development such as residential sub-divisions and commercial development that is overly auto-oriented. When new development occurs on farms that have been sold to developers, these traditionally agricultural areas are caught in a conflict between new and old land uses. When this happens, the new residents, who were attracted to the area because of the rural nature, often become quickly disillusioned by the significant impacts of farming. Fertilizing fields in the spring and fall can cause odors that may be offensive to some. Additionally, the working hours of farmers may not mesh well with those who sleep past sunrise, which is often when the farmer is up and out in the field or feeding livestock.

Pennsylvania legislators have also recognized the challenges faced by the agriculture industry and have taken steps to strengthen and protect this important economic sector. Enacted in 1982, the Right to Farm Act protects Pennsylvania farmers against public nuisance claims through the practice of agriculture. The Right to Farm Act was enacted in response to nuisance laws from neighboring land owners who claimed that a farmer was creating a private or public nuisance by interfering with the property owners use of their property or by threatening the public safety. The act limits the ability of private landowners to file suit by setting state-wide policy to "Conserve, protect, and encourage the development and improvement of its agricultural land for the production of food and other agricultural product" (DCED, 2003). In addition to limiting nuisance suits, the act prohibits municipalities from identifying farming practices as nuisances or restricting the sales of agricultural goods through zoning ordinances.

Other state initiatives include the Pennsylvania Farmland and Forest Land Assessment Act of 1974, which establishes a level of tax relief for agricultural landowners. The Pennsylvania Farmland and Forest Land Assessment Act, also known as Clean and Green, is a tax program that assesses land based upon its use value not fair market value. The goal of the Clean and Green program is to preserve agricultural lands by reducing the tax burden on property owners. This land conservation program is an enrollment program where the property owner agrees to keep their land dedicated to agricultural use, agricultural reserve use, or forest reserve use for an indefinite period if the land is to be eligible for the lower property tax assessment level. Should a property owner elect to leave the program and convert their land then they may be obligated to pay back taxes along with interest.

There are specific requirements for landowners to enroll in the Clean and Green program. For instance, the owner must dedicate the land for the pro-

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duction of an "agricultural commodity" or "soil conservation" (DCED, p. 27, 2003). If the land is eligible to enroll in the Clean and Green program under the classification of Agricultural Reserve, the land must be noncommercial open space lands used for recreational and outdoor enjoyment... and open to the public for that use" (DCED, p. 27, 2003). The forest reserve classification specifies that the land is ten or more acres that are capable of producing timber or other wood products. Assessment values are determined by the Department of Agriculture and are based upon soil classifications. According to the Greene County Tax Assessment Office, as of 2005, there are 5794.85 acres enrolled in the Clean and Green program in the Jefferson Morgan project area.

The Agricultural Area Security Law was enacted in 1981 to encourage landowners to commit to preserving agricultural lands and to protect these important land classifications from incompatible uses on neighboring lands. The law establishes the authority to identify areas of 250 or more acres to be voluntarily enrolled as an Agricultural Security Area (ASA). Land within the district may be owned by more than one person and does not have to be contiguous. The municipality acts as a partner with the land owner to identify and establish ASAs and must follow such criteria as the land having soils compatible with agricultural purposes, applicability of the ASA to the local municipal comprehensive plan, the current agricultural use or improvement, and the anticipated trends for that land area. An ASA application process includes a proposal process, public notification, and a review of the ASA on a seven-year basis. Enrollment in an ASA provides limited protection against municipal regulations, eminent domain, and allows the landowner to participate in Pennsylvania's agricultural conservation easement program. As of 2005 there was no land enrolled in the Agricultural Security Program in the Jefferson Morgan region.

Another important method to preserve agricultural land is the Pennsylvania Agricultural Conservation Easement Purchase Program, which was established under the Agricultural Area Security Law (1981). The agricultural easement provides the option for a landowner to sell the development rights to land dedicated to agricultural uses. The land remains under the person's ownership, but may not be developed for any non-agricultural use. Every county within the Commonwealth has the responsibility of administering the county-level conservation easement program, which is operated under the oversight of the Pennsylvania Department of Agriculture. An agricultural conservation easement program establishes a 25-year restriction on the land enrolled in this program so that they cannot be removed from the easement program without approval by the state or county-level board. Funding to purchase conservation easements is provided by state allocations and private revenue. As of 2005, Greene County had no farms enrolled in the agricultural

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conservation easement program.

Other legislative acts that provide autonomy to local farmers are the Sewer and Water Line Assessment Exemptions Act (1976) and the Pennsylvania Construction Code Act (1999). The sewer and water act sets limits to which local farmers must comply with mandatory tap in to water and sewer lines. The construction code act sets limitations on construction standards and does not apply these provisions to agricultural buildings.

The Pennsylvania Municipalities Planning Code expressly states that municipalities must enact zoning regulations that encourage the development and viability of agricultural operations (2003). Municipalities can comply with this charge by establishing zoning districts that protect farmland from uses that would negatively effect the existing agricultural operation. Such zoning is termed Agricultural Zoning and can be a powerful tool to protect and preserve agricultural operations. Agricultural zoning must include land that is classified as having prime agricultural soils so that these locations, which are most conducive to agricultural operations, are not developed in another manner. Agricultural zoning restricts other land uses that could possibly disrupt farming or the raising of livestock thereby reducing interference into the agricultural operations.

Agricultural zoning can achieve the protection of prime agricultural land through "non-exclusive agricultural zoning" (DCED, 2003). This zoning classification allows other land uses in agricultural areas but strictly limits the density and uses. For example, other uses that might be considered compatible with agricultural uses are single-family residential dwellings of limited overall density, farm-worker residential dwellings, greenhouses, churches, schools, kennels, and cemeteries. However, the zoning regulations typically establish a scale of development by establishing larger minimum lot sizes for structures or through the application of area-based allocation. Lot size requirements dictate how large a land parcel must be before a structure can be built upon the parcel. Area-based allocations use the original parcel size to determine the total number of parcels that can be sub-divided.

Just as the agriculture industry has many legislated protections in place to sustain agriculture as a profitable economic sector, it also has responsibilities to protect the environmental integrity of the land. For instance, the Clean Streams Law regulates the discharge of pollutants into Pennsylvania's waterways. Pollutants include industrial and municipal wastes, sewage discharge, and other pollutants including fertilizers and pesticides such as those used in the agriculture industry. The Nutrient Management Act was first enacted in

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Pennsylvania to place mandatory management controls on farm pollution in an effort to reduce environmental pollutants and improve water quality (DCED, 2003). The Nutrient Management Act regulates manure disposal in order to control non-point source pollution as well as setting standards for defining Concentrated Animal Operations (high animal density agricultural operations).

Nutrient Management Plans are one requirement of the Nutrient Management Act. A nutrient management plan helps to establish best management practices for agricultural operations. Among the topics included in a plan are crop rotation and tillage, and manure testing, storage, and disposal. A nutrient management plan will outline the actions that a farmer will follow to comply with the Nutrient Management Act. Such regulations include identifying application rates for manure and other nutrients, establishing minimum standards for manure storage, and record keeping requirements. The Greene Conservation District is responsible for working with farmers to develop nutrient management plans. It should be recognized that local municipal ordinances do not preempt the Nutrient Management Act, thus, essentially limiting local control over concentrated animal operations.

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Analysis:

The project area has an extremely high percent of land use that has been classified under the Agriculture category (78%). The second highest category is Single Family Residential with 10.1 percent of all land use classified under this heading. Open Space is the third largest category with 5.9 percent of land use under this category.

The project area has several locations of concentrated population areas. Jefferson Borough, Clarksville Borough, and Rice's Landing Borough are all population centers that have designated boundaries recognized by municipal designations. The Village of Mather and the Village of Dry Tavern are not formal municipalities but do have concentrated areas of population similar to the boroughs.

The study area has several important elements related to the heritage of the area, county, and the nation itself. The Borough of Rice's Landing is recognized as a historic area due to its location on the Monongahela River. The borough has long standing heritage-oriented elements that could be capitalized upon to increase economic development and heritage tourism. However, a lesser known heritage element exists within the Village of Mather. This former coal mining town retains its "company town" charm but no steps have been taken to preserve this character. It is recommended that the Village of Mather be identified as a Historic Preservation Area so that residents can capitalize upon heritage tourism.

The project area has public water and sewerage serving most of the identified population centers. Locations within Dry Tavern/Jefferson Township are experiencing failure of existing sewerage and on-lot systems which has necessitated that the Dry Tavern Sewer Authority undertake a significant upgrade of its treatment system. Once the treatment plant has been upgraded, new expansion will create denser population areas near the Village of Dry Tavern. Other planned expansion of sewerage will encourage development along State Route 188 near Jefferson Borough and the Village of Mather. It is encouraged that the municipalities direct development in a desired fashion within these areas through a multi-municipal zoning ordinance.

Locations of steep slopes exceeding 25 percent will limit new development in the southern area of Jefferson Township and the eastern portion of Morgan Township. Slopes exceeding 40 percent can be found along the Monongahela River, near Clarksville Borough, and scattered within both townships. It is

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strongly advised that the any land use regulations enacted include development standard to protect these unstable areas.

It is important to understand that the benefits of the agriculture industry for the Jefferson Morgan region. For every aspect of the agricultural industry supports many other aspects including feed crop production, stream bank fencing, and land preservation. According to the Pennsylvania Farm Bureau, agriculture and its related industries provides one out of every five jobs in the state with about two million people across the state who are employed directly in farming. The presence of agriculture is also important to the ongoing efforts to protect the environment. More and more farmers are enrolling in conservation programs and applying best management practices that preserve the rural integrity of the land. The application of such practices as stream bank fencing and protection of riparian buffers serves to improve the soil, air and water quality. The availability of agricultural, forest, and open space lands are crucial to protect the environment and provide habitat for wildlife. The Jefferson Morgan Regional COG should consider the enactment of land use regulations that preserve areas for agricultural use and protect these uses from conflicts. Additionally, the COG should work with the conservation district and the Penn State Cooperative Extension to strengthen agricultural education programs in the project area.

Another avenue to support and benefit from the Agricultural Industry is the development of Agricultural Tourism— agritourism. The Pennsylvania Farm Vacation Association helps to promote the benefits related to “farm vacations.” As tourism is a growing and profitable economic force for Southwestern Pennsylvania it should include aspects of this industry. Many people value the rural atmosphere so prevalent in the Jefferson Morgan area and would be interested in visiting a working farm. Farm vacations provide an outlet for people who live in urban areas to experience life on a farm. The Pennsylvania Farm Vacation Association reports that family farms across the state are inviting visitors to stay with them and participate in the daily life of farm living. Such a venture provides benefits for all with increased awareness of the quality of life provided by rural activities along with a source of revenue for local farmers.

The project area has a tremendous resource in the Monongahela River and Ten Mile Creek. These two watercourses can serve as a method of economic development through its recreation potential. Currently there are two locations that have access areas or the potential for additional water access— Rice's Landing Borough and Jefferson Township. It is recommended that the Jefferson Morgan Cog coordinate and focus riverfront development to its ut-

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most potential.

Future development must be directed in a manner that protects existing water sources. Although the Monongahela River is the primary water source for much of the project area, other sources such as Ten Mile Creek and private wells need protection and continual monitoring. Watershed issues are addressed in detail in the Natural Resources section of this plan, however, the availability and capacity of public infrastructure and private on-lot systems will be dependent upon the on-going protection of water sources and reducing pollution and environmental contaminants. The Jefferson Morgan COG should work with the Green County conservation district to coordinate an educational outreach program that increases the awareness of water supply and well shed protection.

The Jefferson Morgan region is positioned to realize the recommendations contained within this plan. However, it must do so by taking action to direct land use and development as well as identifying responsible parties to undertake the actions specified by the recommendations. It is recommended that the municipalities adopt the Multi-Municipal Comprehensive Plan and authorize the Jefferson Morgan COG to implement the recommendations contained therein. As well, it recommended that one of the first steps to implement the multi-municipal Comprehensive Plan is to undertake a multi-municipal zoning ordinance.

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Future Land Use Plan

As provided for in Article I of the Pennsylvania Municipalities Planning Code (MPC), the land use categories can be placed into three areas:

- “Designated Growth Area”— a region within a county or counties described in a municipal or multi-municipal plan that preferably includes and surrounds a city, borough or village, and within which residential and mixed use development is permitted or planned for at densities of one unit to the acre or more, commercial, industrial and institutional uses are permitted or planned for and public infrastructure services are provided or planned.
- “Future Growth Area”— an area of a municipal or multi-municipal plan outside of and adjacent to a designated growth area where residential, commercial, industrial and institutional uses and development are permitted or planned at varying densities and public infrastructure services may or may not be provided, but future development at greater densities is planned to accompany the orderly extension and provision of public infrastructure services.
- “Rural Resource Area”— an area described in a municipal or multi-municipal plan within which rural resource uses including, but not limited to, agriculture, timbering, mining, quarrying and other extractive industries, forest and game lands and recreation and tourism are encouraged and enhanced, development that is compatible with or supportive of such uses is permitted, and public infrastructure services are not provided except in villages.

The Designated Growth Areas for the Jefferson Morgan Region are concentrated in population areas and along major transportation routes. These areas have, or could have access to, public water and sewerage. Development within the designated growth area should focus on infill development, the re-use of existing buildings and structures, and new construction. Figure 10-2 identifies rehabilitation and revitalization areas targeting key geographic areas that have been found to be deficient.

The Future Growth Area is an extension of the designated growth area. This area proposes that future growth should occur in such a fashion that it would include a logical expansion of infrastructure that is feasible for the municipalities to provide. As shown on Figure 10-2, these areas the future growth areas are intended as new residential single family or commercial development.

The Rural Resource Area includes the areas in Townships that are primarily

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rural in nature presently, consisting of agricultural uses or open space. No public water or sewerage is intended for this area.

The Future Land Use Plan is represented graphically on Figure 10-2. The following key strategies are associated with this plan.

1. Direct commercial revitalization and business development efforts to the identified commercial corridors.
2. Direct housing revitalization and rehabilitation efforts to the identified housing and village development areas.
3. Ensure the protection of historic resources by directing historic preservation efforts to the areas located on Figure 10-2.
4. Protect the natural resource of the Monongahela River while capitalizing upon its economic development potential.
5. Direct new housing growth to the Residential Development Areas identified on Figure 10-2.
6. Establish Rural Resource areas as identified on Figure 10-2.
7. Protect the small town character of the boroughs and villages within the townships.
8. Provide for appropriate residential development within the townships in a manner that does not overload municipal resources or which does not conflict with existing land uses or degrade the environment.

The following future land uses were identified:

1. Commercial Development
2. Historic Preservation
3. Residential Development
4. Riverfront Preservation
5. Riverfront Development
6. Rural Residential
7. Rural Resource Area
8. Village Development

Commercial Development— To foster economic development, the future land use plan for the Jefferson Morgan Multi-municipal plan area identified three corridors for commercial development. The corridors are located on State Route 188, State Route 88, and State Route 21. The State Route 188 Corridor includes a development strategy that should encourage traditional downtown commercial development within the municipal boundaries of Jefferson Borough. For instance, within the borough, residential uses should be directed to areas behind State Route 188 or above the first floor of commercial buildings.

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Pedestrian oriented amenities should be incorporated into the borough's commercial development along with streetscape improvements. State Route 88 and State Route 21 are identified to capitalize on the traveling public with SR 88 oriented to agri-business, entertainment, and commercial/retail development while SR 21 can encompass more intense commercial and/or industrial development.

Historic Preservation—Two areas within the Jefferson Morgan Region were identified for historic preservation efforts, the Village of Mather and Rice's Landing Borough. Future development should incorporate design concepts that foster architecture reminiscent of the particular period. For instance, the Village of Mather should be recognized as relevant for its historical development as a mining town. Rice's Landing Borough has an older heritage that pre-dates much of the region's settlement.

Residential Development—Future single-family residential development is located in Jefferson and Morgan Townships in a manner that aligns with existing or planned expansions of public water and/or public sewerage.

Riverfront Preservation—As the study area is located along two key watercourses (Ten Mile Creek and the Monongahela River), it is important that the Jefferson Morgan Region control development in a manner that protects and preserves these areas for environmental purposes.

Riverfront Development—While preservation of the watercourses is important, the river and creek also provide significant economic development opportunities. Recreational and tourism related aspects are plentiful with the Monongahela River and Ten Mile Creek. Two areas have been identified as appropriate for development that aligns with water-related activities, such as boating, fishing, and recreational camping.

Rural Residential—Areas within Morgan Township and Jefferson Township have been identified as appropriate to support such residential development when appropriate sewage treatment provisions are provided. For instance, cluster development and conservation sub-divisions should be directed to these areas when sufficient infrastructure accompanies the development— not to be assumed by the governing bodies.

Rural Resource Area—These areas limit new development and encourage the use of land in a fashion that promotes agriculture uses. There is no planned extension of public infrastructure for these areas.

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Village Development— The purpose of the Village Development area is to encourage traditional pedestrian-friendly, local service character within a more or less established town center area. It is the intent of the Village Development area to encourage existing and new commercial uses, residential dwellings, civic and downtown entertainment and social uses, which are compatible with the existing development.

Official Map

An Official Map is a land use ordinance that a municipality adopts to implement recommendations in a comprehensive plan. It is a declaration by the governing body of the projected areas a community needs for public purposes at some point in the future. An Official Map is prepared and adopted in accordance with procedures set forth by Article IV of the MPC. It can provide the following:

- * A focus for various agencies and boards to identify needed road improvements or widenings, wellhead protection areas, parks, playgrounds and sites for other public purposes;
- * Help implement the comprehensive plan and capital improvement program; and
- * Allows for municipalities to reserve private land for certain future public uses.

Gateways

Other ways to improve the community character of a municipality include landscaping and gateways. Landscaping at an entry point into a municipality imparts a sense of arrival or departure along roadways, railroad crossings, creek access points or trails. These visual gateways can serve to increase awareness of the community and promote the municipality to visitors as well as enhance community appeal for residents. Gateways play a vital role in the initial perception of a community and can be tied into the local history, businesses, and community events. These entryways should include a thematic design in which such aspects as signage and landscaping should be attractive but not overpowering and developed with consideration to maintenance and the overall features of the community.

There are several key roadways within the project area that experience significant amounts of traffic thereby providing numerous opportunities to increase awareness of the municipalities and improve their visual appeal. Areas where gateways should be established are located on the Future Land Use Map.

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Design Guidelines

One component of historic preservation programs is to develop guidelines and standards for building facades and streetscapes. The set of guidelines ensures a semblance of commonality in a downtown area. By preserving an area's unique character, these guidelines often boost property values and stimulate investment as well as foster community pride and help to improve quality of life (Governor's Center for Local Government Services, 2000).

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Recommendations:

Goal: Protect rural resources by limiting development areas within designated areas

Action: Designate Rural Resource Areas with the statement that public funds will not be dedicated to infrastructure expansion within these locations

Action: Enact zoning regulations that limit development densities and uses in Rural Resource Areas

Action: Require subdivisions to preserve the maximum amount of open space

Action: Enact land use ordinances that provide for cluster developments and Traditional Neighborhood Developments, etc.

Goal: Enable the Jefferson Morgan Regions to control future land uses

Action: Adopt an Official Map for the Boroughs and Townships

Action: Enact a multi-municipal Zoning Ordinances incorporating the geographic planning area to share land uses across municipal boundaries

Goal: Ensure that the enforcement of the adopted plans / ordinances are in accordance with the goals and recommendations established by the Multi-Municipal Comprehensive Plan

Action: Provide training opportunities to members and staff of the Jefferson Morgan Regional COG, future staff of the Zoning Department and zoning hearing board members

Goal: Recognize and protect environmentally sensitive areas.

Action: Preserve and enhance buffer areas around bodies of water to mitigate environmental and visual impacts of adjacent uses and activities

Action: Educate property owners along the river about their importance as well as including provisions in the zoning ordinances to maintain existing riparian buffers.

Action: Initiate volunteer efforts for trash removal or land stewardship program to clean and preserve the stream and riverbanks

Action: Initiate educational programs on floods and floodplain development as well as wetlands, which include "flood emergency response" educational materials and flood awareness seminar for resi-

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dents and recreational river users.

Goal: Restrict building in floodplains / wetlands, and steep slopes.

Action: Adopt appropriate ordinances to protect environmentally sensitive areas. Floodplain overlay districts restrict development within areas that are designated as flood prone areas.

Action: Classify flood plains as a separate zoning district.

Action: Amend the zoning ordinances to prevent construction on areas deemed landslide prone by the borough/township engineer.

Goal: Improve the quality of the various watersheds within the project area

Action: Develop a comprehensive water quality database

Action: Work with existing watershed groups to initiate a volunteer water quality-monitoring group to monitor the major streams of the region.

Goal: Recognize the value and unique aspects of historic locations

Action: Develop a historic preservation district for the Village of Mather and Rice's Landing Borough.

Action: Develop appropriate design guidelines that will impart a sense of character within the identified historic areas.

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Plan Coordination

The completion of the Jefferson Morgan Regional Comprehensive Plan will satisfy the requirements of the Pennsylvania Municipalities Planning Code.

Section 303. Legal Status of Comprehensive Plan Within the Jurisdiction that Adopted the Plan.

- (a) Whenever the governing body, pursuant to the procedures provided in section 302, has adopted a comprehensive plan or any part thereof, any subsequent proposed action of the governing body, its departments, agencies and appointed authorities shall be submitted to the planning agency for its recommendations when the proposed action relates to:
1. the location, opening, vacation, extension, widening, narrowing or enlargement of any street, public ground, pier head or water-course;
 2. the location, erection, demolition, removal or sale of any public structure located within the municipality;
 3. the adoption, amendment or repeal of an official map, subdivision and land development ordinance, zoning ordinance or provisions for planned residential development, or capital improvements program; or
 4. the construction, extension or abandonment of any water line, sewer line or sewage treatment facility.
- (b) The recommendations of the planning agency including a specific statement as to whether or not the proposed action is in accordance with the objectives of the formally adopted comprehensive plan shall be made in writing to the governing body within 45 days.
- (c) Notwithstanding any other provision of this act, no action by the governing body of a municipality shall be invalid nor shall the same be subject to challenge or appeal on the basis that such action is inconsistent with, or fails to comply with, the provision of a comprehensive plan.
- (d) Municipal zoning, subdivision and land development regulations and capital improvement programs shall generally implement the municipal and multi-municipal comprehensive plan or, where none exists, the municipal statement of community development objectives.

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Section 305. Legal Status of Comprehensive Plans Within School Districts

Following the adoption of a comprehensive plan or any part thereof by any municipality or county governing body, pursuant to the procedures in section 302, any proposed action of the governing body of any public school district located within the municipality or county relating to the location, demolition, removal, sale or lease of any school district structure or land shall be submitted to the municipal and county planning agencies for their recommendations at least 45 days prior to the execution of such proposed action by the governing body of the school district.

It is recommended that continued planning efforts be identified as an important step to the implementation of the comprehensive plan. Planning efforts that can aid in implementing the comprehensive plan include:

- Mandatory reviews of proposed projects by the planning commission to ensure that they are consistent with the joint comprehensive plan (these reviews would not be able to require actions but could encourage them)
- Annual plan implementation progress report by the planning commission to borough council
- Plan implementation projects recommendations by planning commission to borough council for the annual budget

Interrelationship Statement

It is the purpose of the comprehensive plan to ensure that the development of a community, or communities, is orderly and consistent with the identified goals of the plan. In order to function properly, the plan must serve as an overriding guide for future development process. As each element of the comprehensive plan is interrelated, substantial changes to any of the elements will have an impact and effect on all the others within the community and region.

The plan elements were developed in accordance with the Pennsylvania Municipalities Planning Code (MPC) and the scope of work issued by the borough and township. Recommendations for each of the elements, that are reflective of the overall goals of the comprehensive plan, were prepared. After an analysis and review of existing conditions within the study area, specific goals were developed to provide for new development opportunities while protecting natural resources and preserving historic and cultural areas.

Specific needs for community services were based on an analysis of the demographic features and trends as well as the results from various public participation efforts. These recommendations were developed to promote and improve the available facilities and services within Jefferson Township, Jefferson Borough, Morgan Township, Clarksville Borough and Rices Landing, as well as those services offered on a countywide basis. As stated in the MPC, future infrastructure improvements will be completed concurrently as new lands are planned for development.

The recommendations for the movement of people and goods (transportation) identified specific issues and integrated regional plans in order to meet the goals that have been identified within the Jefferson Morgan Regional COG planning area. Deficiencies should be included into future projects of the county so that they can be incorporated into PENNDOT's planning process and the Southwestern Pennsylvania Commission's regional transportation plan

The recommendations addressing recreational needs in the communities were made with the understanding that future improvements will coincide with the existing and planned regional and county projects. Previous planning documents and studies were thoroughly reviewed and considered when identifying existing needs and when developing recommendations. Locally pertinent plans and studies that were reviewed include: Lower Ten Mile Joint Sewer Authority Act 537 Plan, Rice's Landing Borough Comprehensive Plan, Rice's Landing Revitalization Strategy, and the Greene County Comprehensive Park, Recreation and Open Space Plan.

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Contiguous Municipalities Statement

As per Article III, Section 301 (5) of the PA Municipalities Planning Code (MPC), a statement has been prepared indicating the relationship of the existing and proposed development of the study area to existing and proposed plans of adjacent municipalities and to the objectives of the region as a whole.

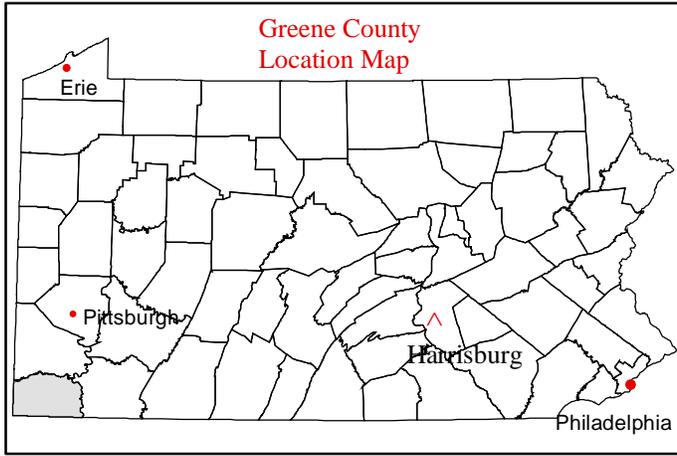
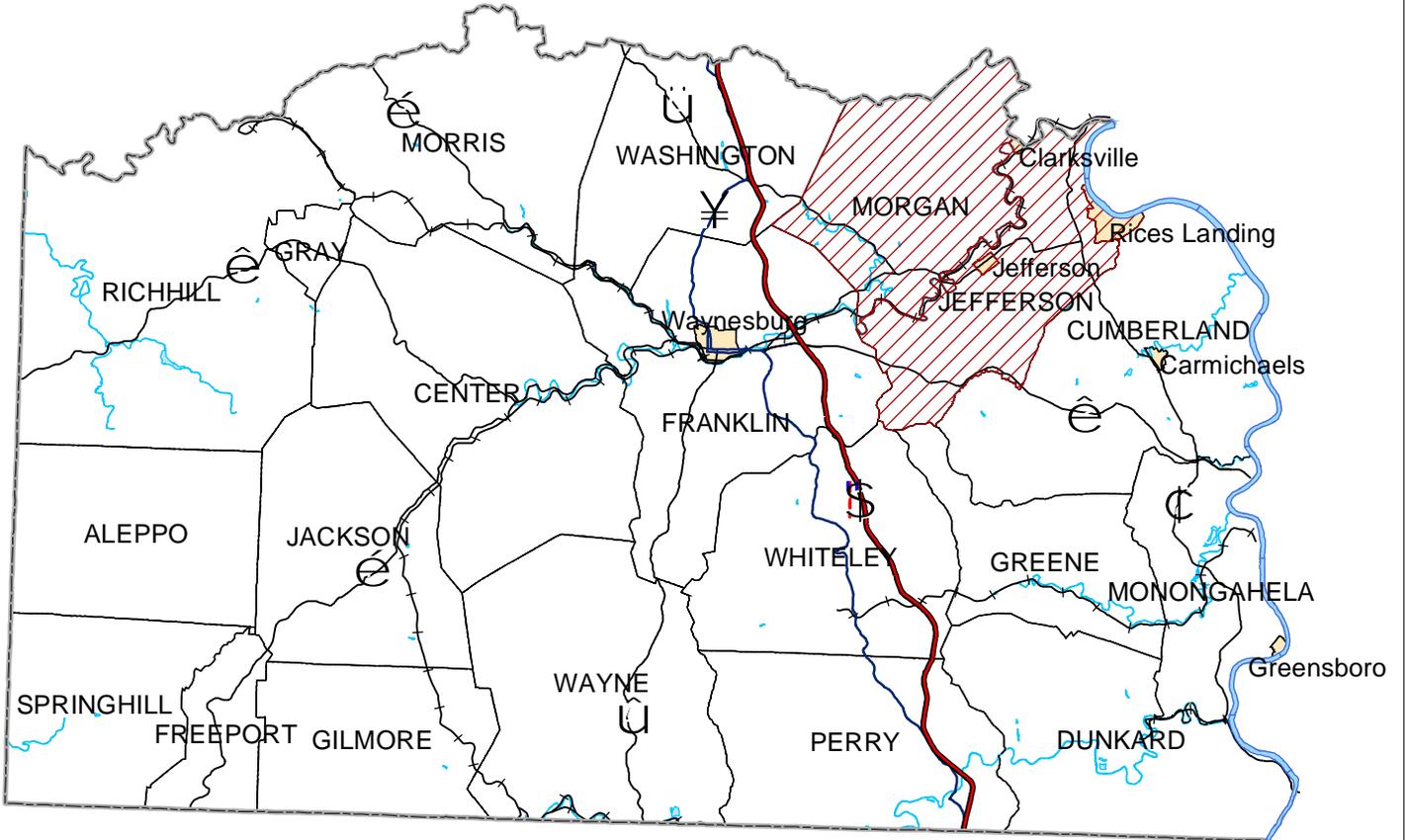
The plan was developed with respect to surrounding land uses of the adjoining communities. It is the belief of the Jefferson Borough Council, Clarksville Borough Council, Rice's Landing Borough Council, Jefferson Township Supervisors, Morgan Township Supervisors, and the Jefferson Morgan Multi-Municipal Comprehensive Plan Steering Committee that the goals and objectives of this plan are in concert with those of adjacent municipalities within Greene County. The plan was submitted to each of the adjacent municipalities, Jefferson Morgan School District and the Greene County Planning Commission. There were no objections by these entities to the recommendations stated in this plan, and the plan is to be adopted by resolution as required by the MPC.

The Jefferson Morgan Multi-Municipal Comprehensive Plan promotes the concepts of regional planning and intergovernmental cooperation. It is the belief of the Jefferson Borough Council, Clarksville Borough Council, Rice's Landing Borough Council, Jefferson Township Supervisors, Morgan Township Supervisors, and the Jefferson Morgan Multi-Municipal Comprehensive Plan Steering Committee that the goals and recommendations of the plan will not have an adverse affect on other municipalities within the study area or those that are contiguous to the study area municipalities.



Map Legend

- County Boundary
- Project Area
- Borough
- Township
- River
- Pond
- Interstate
- US Route
- PA State Route
- Railroad



**JEFFERSON-MORGAN MULTI-MUNICIPAL
COMPREHENSIVE PLAN**

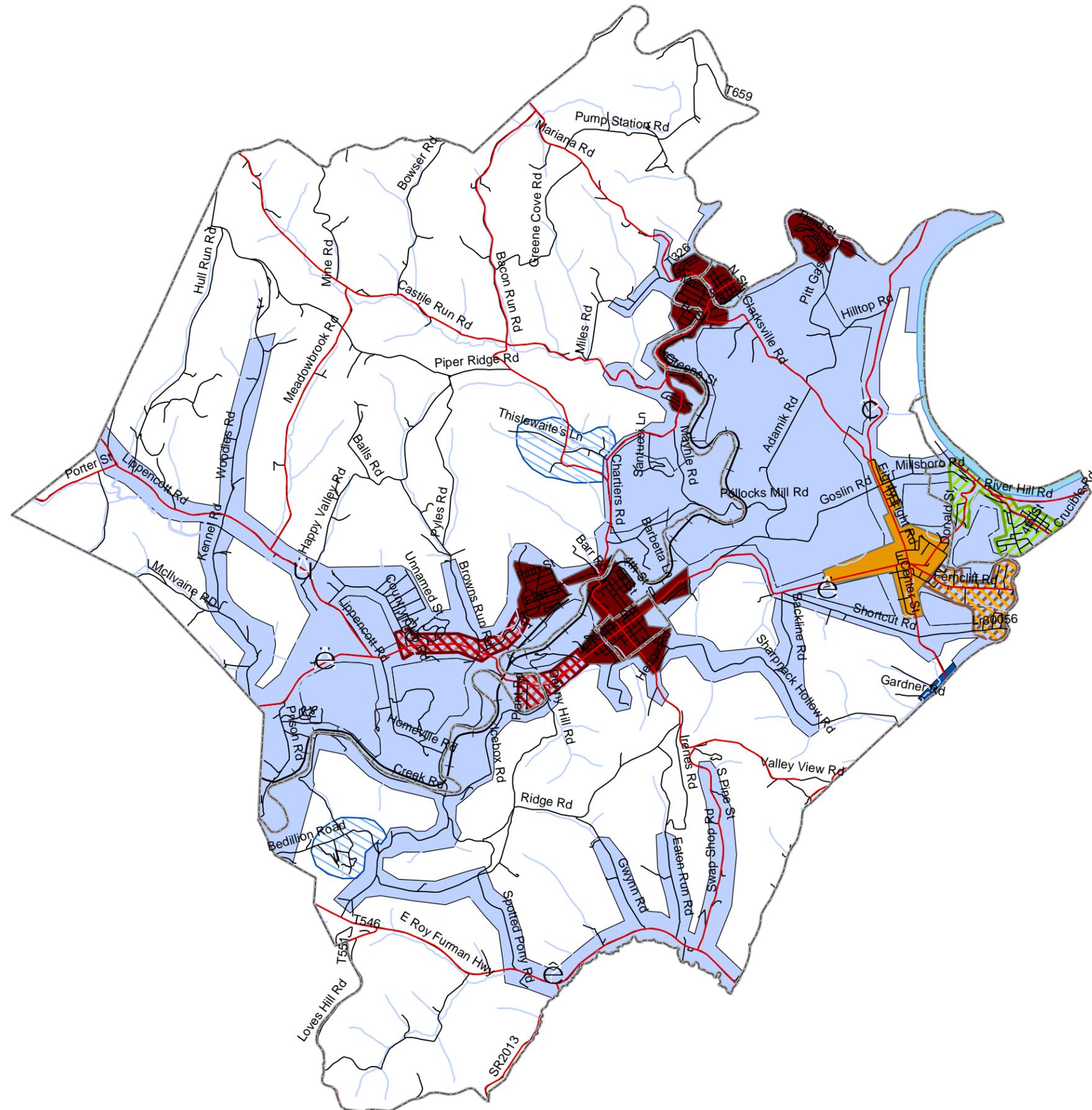
GREENE COUNTY,
PENNSYLVANIA

FIGURE 1-1
PROJECT LOCATION

Scale in Miles

Source Data: Data was obtained from Greene County Department of Planning and Development, Southwestern Pennsylvania Commission (SPC), and PENNDOT.

MACKIN ENGINEERING GIS DEPARTMENT
ADOPTED: NOVEMBER 2005



JEFFERSON-MORGAN MULTI-MUNICIPAL
COMPREHENSIVE PLAN

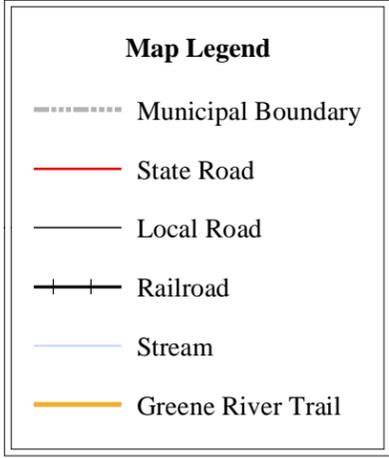
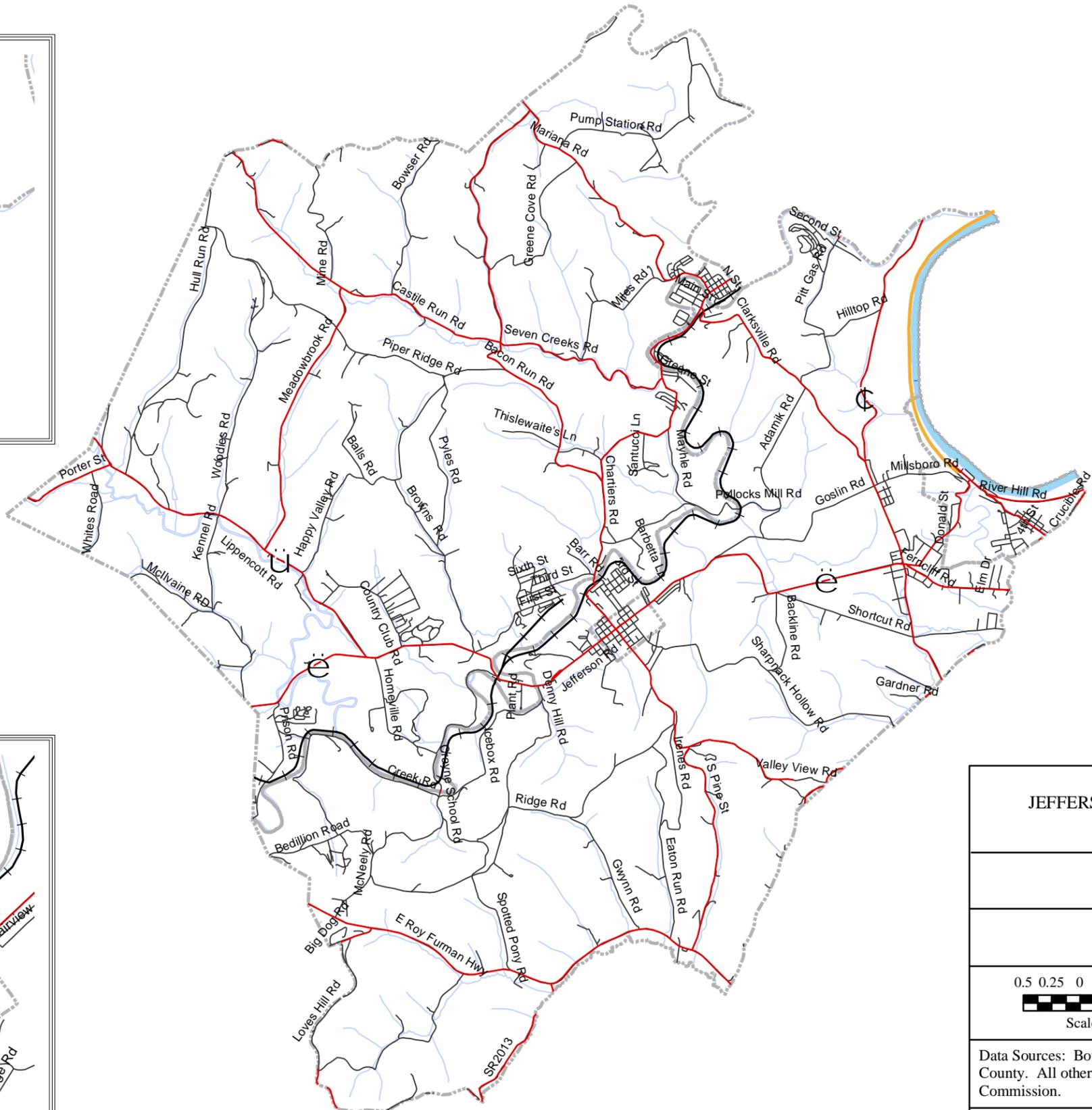
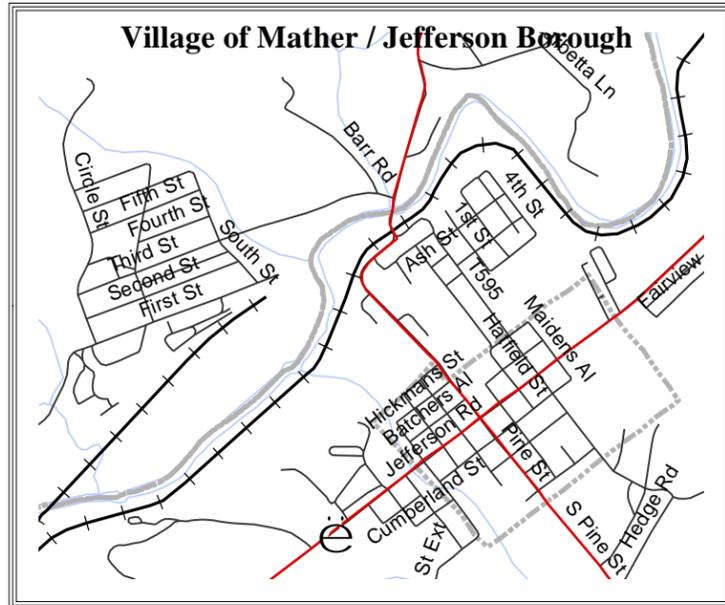
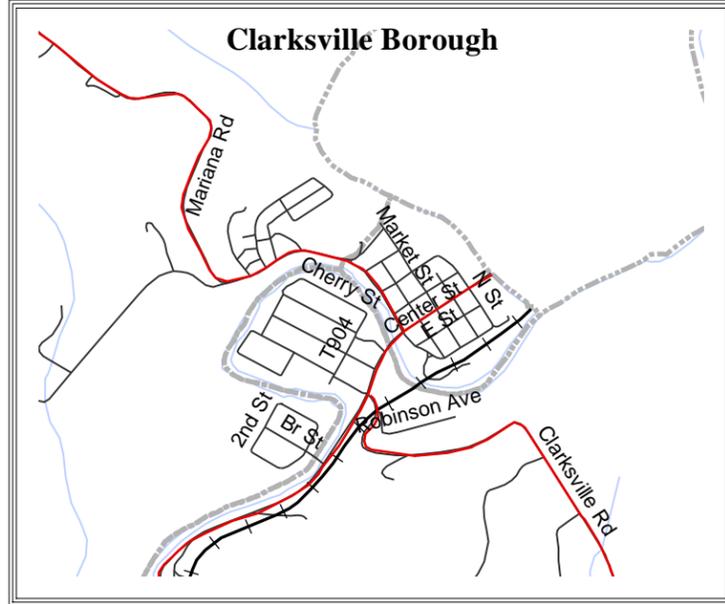
GREENE COUNTY,
PENNSYLVANIA

FIGURE 4-1
WATER / SEWER COVERAGE AREAS

0.5 0.25 0 0.5 1	
<p style="font-size: small;">Scale in Miles</p>	

Data Sources: Boundary, Road, and Parcel data obtained from Greene County. Existing service area data provided by service providers. All other data obtained from Southwestern Pennsylvania Commission.

MACKIN ENGINEERING GIS DEPARTMENT
ADOPTED: NOVEMBER 2005



**JEFFERSON-MORGAN MULTI-MUNICIPAL
COMPREHENSIVE PLAN**

**GREENE COUNTY,
PENNSYLVANIA**

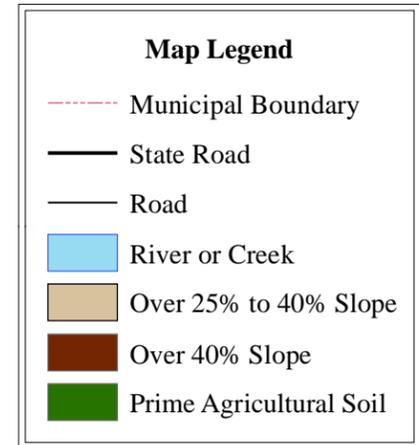
**FIGURE 5-2
LOCAL TRANSPORTATION**

0.5 0.25 0 0.5 1

Scale in Miles

Data Sources: Boundary, Road, and Parcel data obtained from Greene County. All other data obtained from Southwestern Pennsylvania Commission.

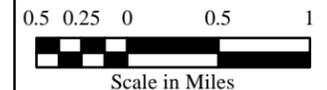
MACKIN ENGINEERING GIS DEPARTMENT
ADOPTED: NOVEMBER 2005



JEFFERSON-MORGAN MULTI-MUNICIPAL
COMPREHENSIVE PLAN

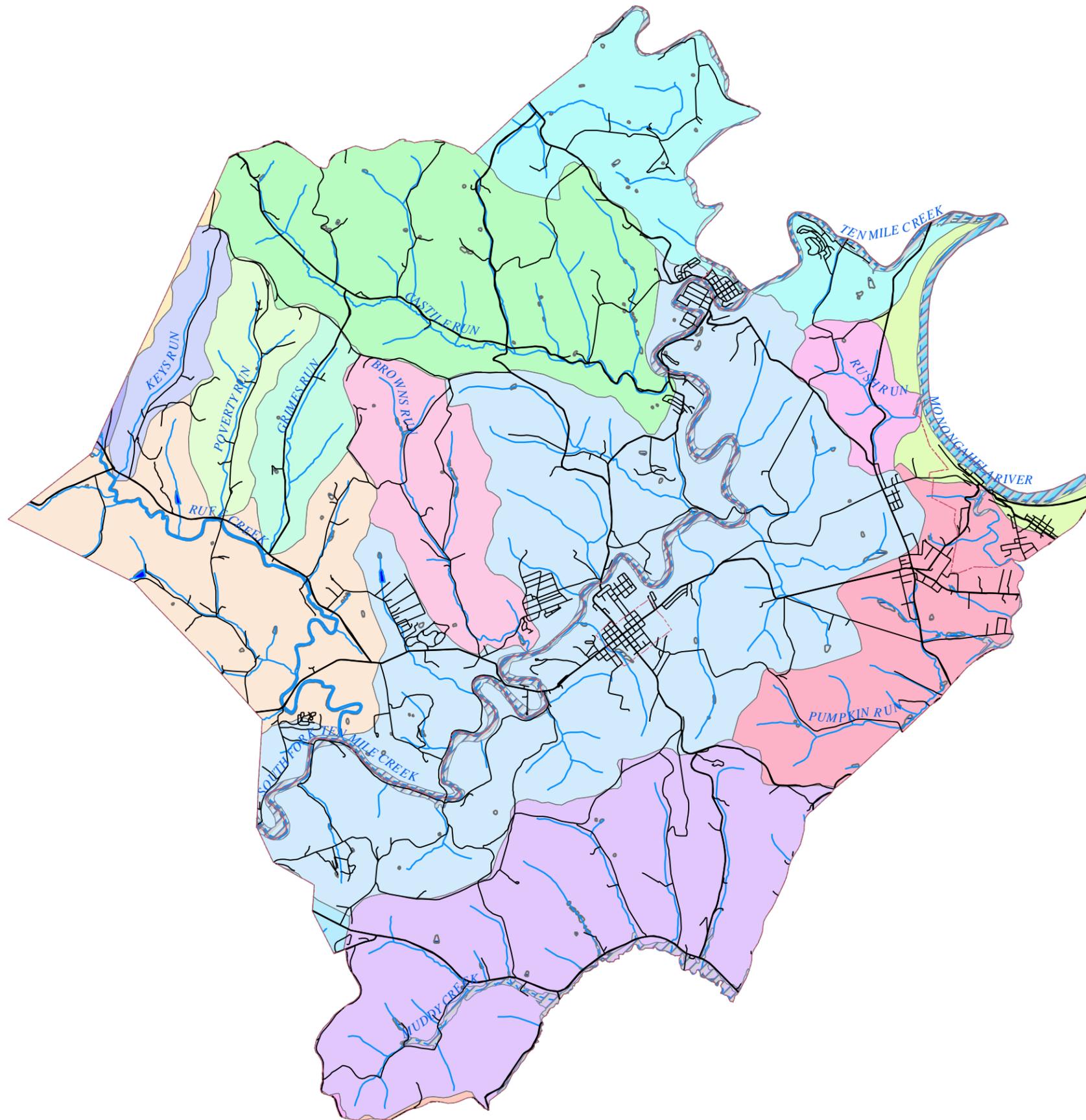
GREENE COUNTY,
PENNSYLVANIA

FIGURE 8-1
TOPOGRAPHY & PRIME AGRICULTURAL SOILS



Data Sources: Boundary, Road, and Parcel data obtained from Greene County. All other data obtained from Southwestern Pennsylvania Commission.

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JEFFERSON-MORGAN MULTI-MUNICIPAL
COMPREHENSIVE PLAN

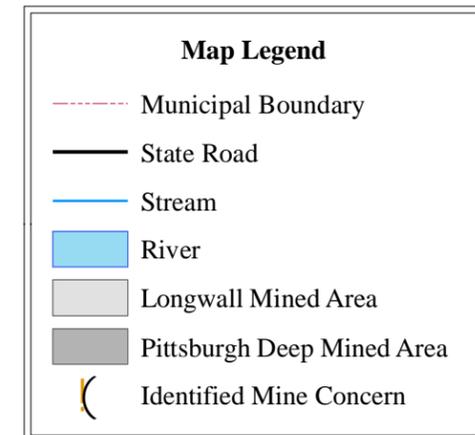
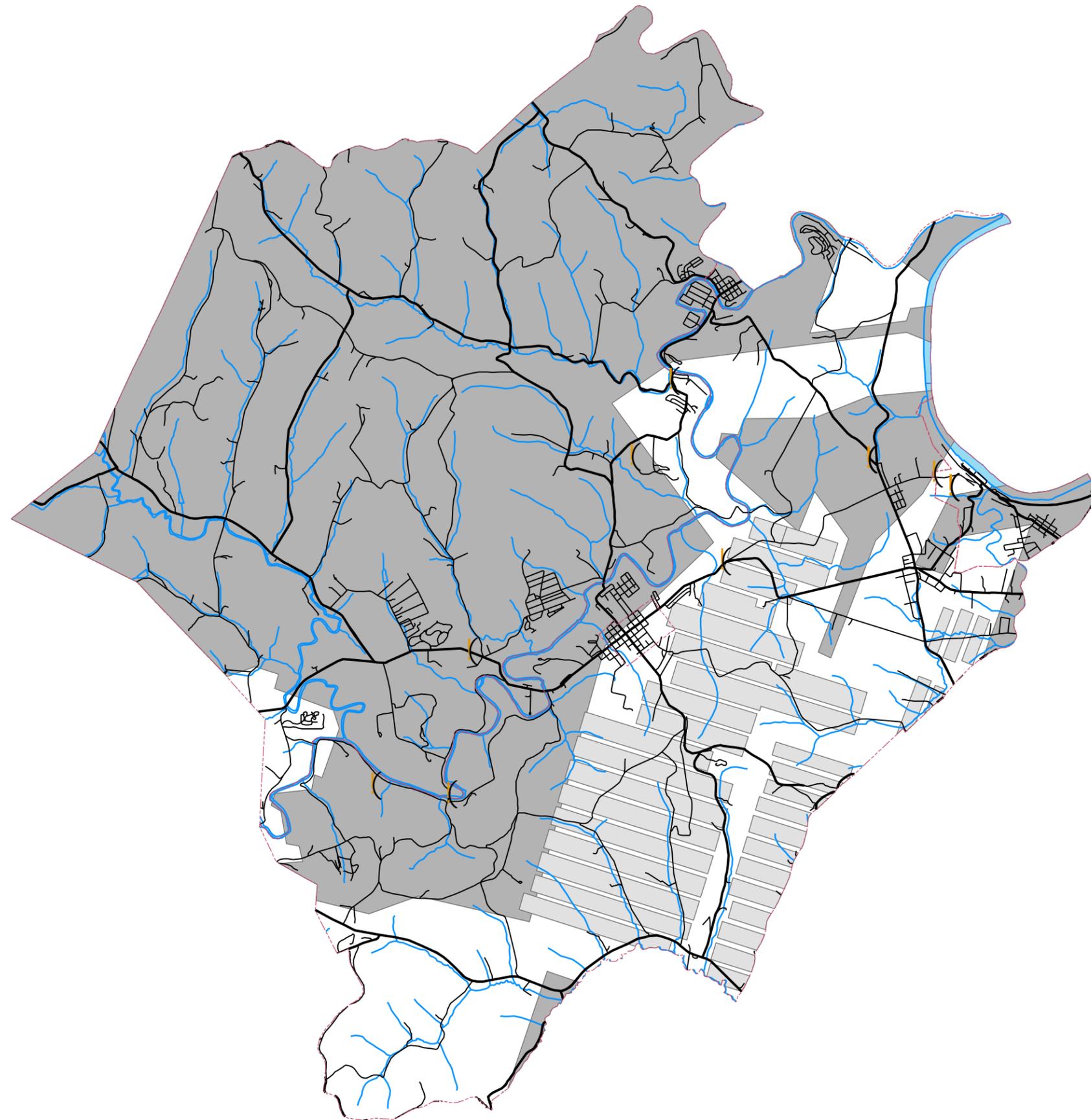
GREENE COUNTY,
PENNSYLVANIA

FIGURE 8-2
HYDROLOGY

<p>Scale in Miles</p>	
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Data Sources: Boundary, Road, and Parcel data obtained from Greene County. All other data obtained from Southwestern Pennsylvania Commission.

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JEFFERSON-MORGAN MULTI-MUNICIPAL
COMPREHENSIVE PLAN

GREENE COUNTY,
PENNSYLVANIA

FIGURE 8-3
MINED AREAS

0.5 0.25 0 0.5 1



Scale in Miles



Data Sources: Boundary, Road, Parcel Mined Areas, and Abandoned Mine Problems data obtained from Greene County. All other data obtained from Southwestern Pennsylvania Commission.

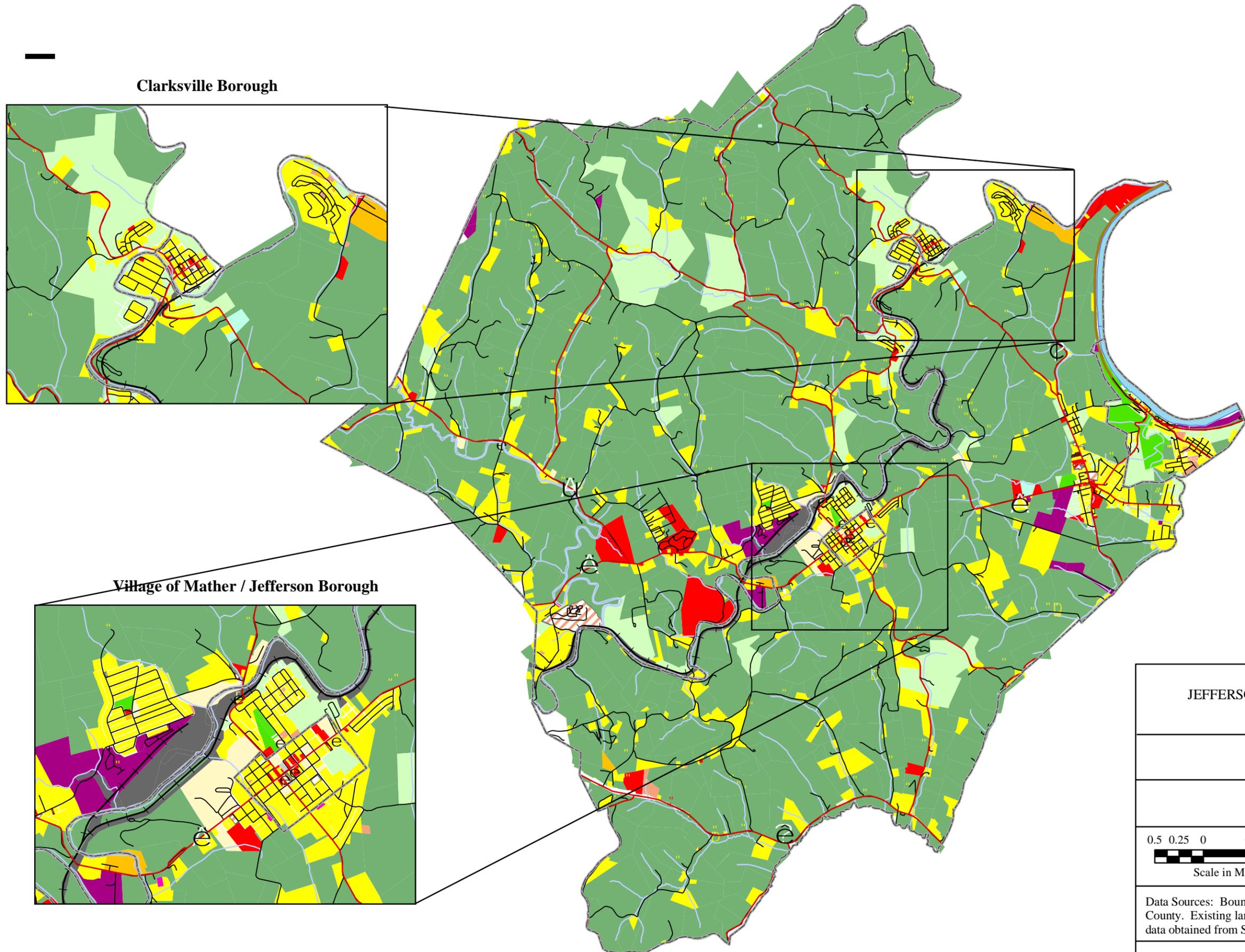
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Map Legend

- - - Municipal Boundary
- Road
- Watercourse
- River
- Natural Heritage Inventory Area
- Oil and Gas Well

JEFFERSON-MORGAN MULTI-MUNICIPAL COMPREHENSIVE PLAN	
GREENE COUNTY, PENNSYLVANIA	
FIGURE 8-4 SITES PRESENTING DEVELOPMENT CONSTRAINTS	
0.5 0.25 0 0.5 Scale in Miles	
<small>Data Sources: Boundary, Road, and Parcel data obtained from Greene County. NHI data obtained from the Western Pennsylvania Conservancy. All other data obtained from Southwestern Pennsylvania Commission.</small>	
MACKIN ENGINEERING GIS DEPARTMENT ADOPTED: NOVEMBER 2005	



Map Legend

- Municipal Boundary
- State Road
- Road
- Greene River Trail
- Railroad
- Stream

Land Use

- Agriculture
- Residential
- Multi Family Residential
- Commercial
- Residential \ Commercial
- Vacant Residential
- Vacant Commercial
- Community Facility
- Exempt
- Vacant Exempt
- Utility
- Industrial
- Recreation
- Open Space
- Parking
- Transportation
- e Historic Site

Clarksville Borough

Village of Mather / Jefferson Borough

JEFFERSON-MORGAN MULTI-MUNICIPAL
COMPREHENSIVE PLAN

GREENE COUNTY,
PENNSYLVANIA

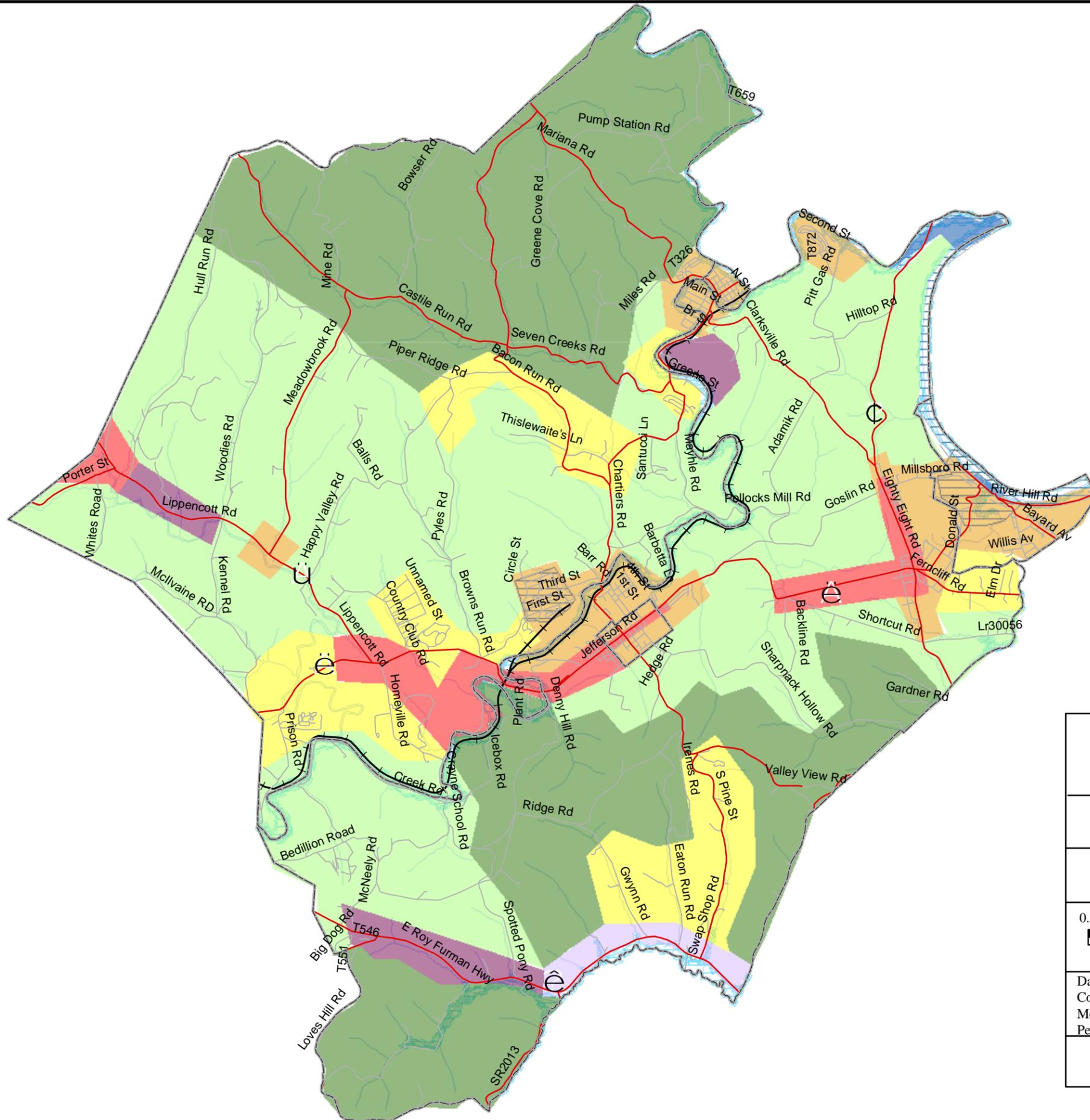
FIGURE 10-1
EXISTING LAND USE

0.5 0.25 0 0.5 1

Scale in Miles

Data Sources: Boundary, Road, and Parcel data obtained from Greene County. Existing land use data updated through field survey. All other data obtained from Southwestern Pennsylvania Commission.

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Map Legend

- Municipal Boundary
- State Road
- Road
- Railroad
- Stream

Future Land Use

- Historic Preservation
- Riverfront Preservation
- Commercial Development
- Heavy Industrial
- Light Industrial
- Village Development
- Residential Development
- Rural Residential
- Rural Resource Area
- Riverfront Development
- Flood Plain Overlay

JEFFERSON-MORGAN MULTI-MUNICIPAL
COMPREHENSIVE PLAN

GREENE COUNTY,
PENNSYLVANIA

FIGURE 10-2
FUTURE LAND USE

0.5 0.25 0 0.5 1

Scale in Miles

Data Sources: Boundary, Road, and Parcel data obtained from Greene County. Future land use categories were developed by the Jefferson-Morgan COG. All other data obtained from Southwestern Pennsylvania Commission.

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Funding Sources & Technical Assistance Support						
Grant	Contact Information					Description and Eligibility
	Agency	Contact Person	Address	Phone / Fax	E-mail / web site	
Act 101 Host Municipality Independent Review of Waste Permits	Pennsylvania Department of Environmental Protection	Tom Woy		PHONE: 717-787-7381	web site: www.depweb.state.pa.us/landrecwaste/cwp/view.asp?A=1238&Q=463704	This ongoing program is available to municipalities in which landfills are being proposed.
Community-based Restoration Program (CRP)	U.S. Department of Commerce National Oceanic and Atmospheric Administration Office of Habitat Conservation		FHC3 1315 East-West Highway, Silver Spring, MD 20910	PHONE: 301-713-0174	E-mail: chris.doley@noaa.gov or robin.brucker@noaa.gov ; web site: www.nmfs.noaa.gov/habitat/restoration/projects_programs/crp/	Provides funds for small-scale, locally driven habitat restoration projects that foster natural resource stewardship within communities.
Conservation Reserve Program (CRP)	U.S. Department of Agriculture, Farm Service Agency		Stop 0513; Washington, DC 20250-0513	PHONE: 202-720-6221	web site: info@fsa.usda.gov	Voluntary program that offers long-term rental payments and cost-share assistance to establish long-term, resource-conserving cover on environmentally sensitive cropland or, in some cases, marginal pastureland.
Infrastructure Development Program	Pennsylvania Department of Community and Economic Development, Center for Business Financing		400 North Street; 4th Floor Commonwealth Keystone Building; Harrisburg, PA 17120-0225	PHONE: 717-787-7120	web site: www.newpa.com/programDetail.aspx?id=26 or E-mail ra-dcededa@state.pa.us	Grant and low-interest loan financing for public and private infrastructure improvements. Municipalities, industrial development authorities and corporations, municipal authorities, redevelopment authorities and local development districts may apply for IDP assistance for themselves or on behalf of eligible private companies engaged in: agriculture, industrial, manufacturing, research and development, and export services: Real estate developers who are developing sites for eligible private companies.
Tax Increment Financing (TIF) Guarantee Program	Pennsylvania Department of Community and Economic Development				web site: www.newpa.com/programDetail.aspx?id=45	Promotes and stimulates the general economic welfare of various regions and communities in the Commonwealth and assists in the development, redevelopment and revitalization of Brownfield and Greenfield sites in accordance with the TIF Act. The program provides credit enhancement for TIF projects to improve market access and lower capital costs through the use of guarantees to issuers of bonds or other indebtedness. Eligibility: All municipalities and their authorities, including boroughs, townships, towns, counties and home rules that issue TIF bonds to fund local economic development projects.
Water Supply and Wastewater Infrastructure Program (PennWorks)	Pennsylvania Department of Community and Economic Development, Center for Business Financing, Site Development Division		PennWorks Program; Commonwealth Keystone Building 400 North Street, 4th Floor; Harrisburg, PA 17120-0225	PHONE: 717-787-7120	E-mail: ra-dcedcbf@state.pa.us ; web site: www.newpa.com/programDetail.aspx?id=43	A program to ensure safe water supply and proper wastewater infrastructure. Eligibility: Municipalities; Industrial Development Corporations; Municipal Authorities; Investor-owned water or wastewater enterprise.
Appalachian Regional Commission (ARC)	Pennsylvania Department of Community and Economic Development; Southwestern Planning Commission			PHONE: 412-391-5590	web site: www.newpa.com/programDetail.aspx?id=70	The OAD is the conduit for resources provided by the federal government's Appalachian Regional Commission (ARC). ARC is a unique partnership composed of the governors of the 13 Appalachian states and a presidential appointee representing the federal government. Grassroots participation is provided through Local Development Districts (LDDs) – multi-county organizations with boards made up of elected officials, businesspeople, and other local leaders. Eligibility: Economic Development organizations, Non-profit entities, Local government in Appalachia PA
Brownfields for Housing Initiative	Pennsylvania Department of Community and Economic Development			PHONE: 724-847-3889	web site: www.newpa.com/programDetail.aspx?id=87	Provides state-funded grants for affordable housing activities in previously developed areas to those counties that administer Act 137 Affordable Housing Trust Funds. The initiative funds housing activities eligible under the Housing and Redevelopment Assistance Program for new or rehabilitated housing developments, but only on previously developed sites in core communities. Eligibility: Grants for affordable housing activities in previously developed areas for those counties that administer Act 137 Optional County Affordable Housing funds Act.
Community Development Block Grant Program	Pennsylvania Department of Community and Economic Development				web site: www.newpa.com/programDetail.aspx?id=71	Federal program, locally administered. Communities must meet a standard of 51% low to moderate-income levels.
Community Revitalization Program (CRP)	Pennsylvania Department of Community and Economic Development				web site: www.newpa.com/programDetail.aspx?id=72	Provides grant funds to support local initiatives that promote community stability and quality of life.
Early Intervention Program	Pennsylvania Department of Community and Economic Development				web site: www.newpa.com/programDetail.aspx?id=98	Provides matching grant funds to assist municipalities experiencing fiscal difficulties to develop comprehensive multi-year financial plans and establish short and long term financial objectives.
Economic Stimulus Package Technical Assistance	Pennsylvania Department of Community and Economic Development				web site: www.newpa.com/programDetail.aspx?id=73	Technical assistance for local governments as part of the Economic Stimulus Package.
Educational Improvement Tax Credit Program (EITC)	Pennsylvania Department of Community and Economic Development				web site: www.newpa.com/programDetail.aspx?id=62	Tax credits to eligible businesses contributing to a scholarship organization, an education improvement organization, or a pre-kindergarten scholarship organization
Elm Street	Pennsylvania Department of Community and Economic Development				web site: www.newpa.com/programDetail.aspx?id=74	Grant funds for planning, technical assistance and physical improvements to residential and mixed use areas in proximity to central business districts.

Funding Sources & Technical Assistance Support						
Grant	Contact Information					Description and Eligibility
	Agency	Contact Person	Address	Phone / Fax	E-mail / web site	
Emergency Responders Resources & Training Program (ERRTP)	Pennsylvania Department of Community and Economic Development					ERRTP funds may be used for emergency responder improvement projects. These projects must demonstrate a benefit to community activities associated with police, fire, ambulance or related public safety services.
Emergency Shelter Grant (ESG)	Pennsylvania Department of Community and Economic Development					Federal grants funding to assist in creating or rehabilitating shelter space for the homeless.
Employment and Community Conservation (ECC)	Pennsylvania Department of Community and Economic Development					Grants for employment and training opportunities for the poverty and extreme low-income population.
Employment and Community Conservation-Supported Work Program (ECC-SWP)	Pennsylvania Department of Community and Economic Development					Grants to prepare and assist public assistance recipients to obtain unsubsidized employment and work opportunities.
Enterprise Zone Program	Pennsylvania Department of Community and Economic Development			PHONE: 724-728-8610	E-mail: rrice@beavercountycyced.org; web site: www.newpa.com/programDetail.aspx?id=76	Grants to financially disadvantaged communities for preparing and implementing business development strategies within municipal Enterprise Zones. (Big Beaver Borough, pending approval)
Family Savings Account (FSA)	Pennsylvania Department of Community and Economic Development					Grants to designated Community Service Agencies to establish programs that provide matching funds to a low-income persons own savings.
Floodplain Land Use Assistance Program	Pennsylvania Department of Community and Economic Development					Provides grants and technical assistance to encourage the proper use of land and the management of floodplain lands within Pennsylvania.
Heritage and Tourism Cooperative Marketing Grants - Festival Initiative	Pennsylvania Department of Community and Economic Development					Providing marketing grants to Pennsylvania Arts, Cultural and Heritage festivals for marketing that will supplement existing marketing efforts of these festivals.
HOME	Pennsylvania Department of Community and Economic Development					Federally funded program that provides municipalities with loan assistance and technical assistance to expand the supply of decent and affordable housing for low- and very low-income Pennsylvanians.
Home Ownership Choice Program	Pennsylvania Department of Community and Economic Development			PHONE: 717-780-1800	web site: www.newpa.com/programDetail.aspx?id=86 or www.phfa.org	An incentive of the Pennsylvania Housing Finance Agency (PHFA) to finance new, single-family home construction in blighted areas of the Commonwealth.
Housing & Redevelopment Assistance	Pennsylvania Department of Community and Economic Development					Provides state-funded grants for community revitalization and economic development activities at the local level. The program assists the community in becoming competitive for business retention, expansion and attraction.
Keystone Recreation, Park and Conservation Fund	Pennsylvania Department of Community and Economic Development					State grants to improve the physical facilities of public libraries.
Land Use Planning and Technical Assistance Program (LUPTAP)	Pennsylvania Department of Community and Economic Development					Provides grant funds for the preparation of community comprehensive plans and the ordinances to implement them.
Local Government Capital Project Loan Program (LGCPL)	Pennsylvania Department of Community and Economic Development					Low-interest loans to local government for equipment and facility needs. Rolling stock and data processing equipment purchases or the purchase, construction, renovation or rehabilitation of municipal facilities.
Local Municipal Resources and Development Program (LMRDP)	Pennsylvania Department of Community and Economic Development					Grants to municipalities for improving quality of life within the community.
Main Street Program	Pennsylvania Department of Community and Economic Development					Grants to municipalities to help a community's downtown economic development effort through the establishment of a local organization dedicated to downtown revitalization and the management of downtown revitalization efforts by hiring a full-time professional downtown coordinator.
Neighborhood Assistance Program (NAP)	Pennsylvania Department of Community and Economic Development					Tax credit program to encourage businesses to donate capital that can be used to provide eligible services to low-income persons or distressed neighborhoods.
Neighborhood Assistance, Neighborhood Partnership Program (NAP/NPP)	Pennsylvania Department of Community and Economic Development					Corporate tax liability credit for businesses that sponsor a neighborhood organization to develop and implement a neighborhood revitalization plan by contributing a substantial amount of cash per year over an extended period of time.
Neighborhood Assistance, Enterprise Zone Tax Credit (NAP-EZP)	Pennsylvania Department of Community and Economic Development					An incentive program that provides tax credits to businesses investing in or making physical improvements to properties located within designated enterprise zones.
PA Access Grant Program	Pennsylvania Department of Community and Economic Development					Provides grants to low- and moderate-income persons with permanent disabilities, for home renovations to make their homes more handicapped accessible.
Pennsylvania Community Development Bank Loan Program (PCD Bank)	Pennsylvania Department of Community and Economic Development					Debt financing for Community Development Financial Institutions (CDFIs).
Regional Police Assistance Grant Program	Pennsylvania Department of Community and Economic Development					Grants for two or more municipalities that regionalize police operations.
Section 108 Program	Pennsylvania Department of Community and Economic Development					Section 108 enables states and local governments participating in the Community Development Block Grant (CDBG) program to obtain federally guaranteed loans to fund large economic development projects and undertake revitalization activities. Under Pennsylvania's initiative to use Section 108 the loans are guaranteed by the Commonwealth, committing the use of future CDBG funds to pay off the loan in case of default.

Funding Sources & Technical Assistance Support							
Grant	Contact Information					Description and Eligibility	
	Agency	Contact Person	Address	Phone / Fax	E-mail / web site		
Shared Municipal Services Program (SMSP)	Pennsylvania Department of Community and Economic Development					web site: www.newpa.com/programDetail.aspx?id=101	Provides grant funds that promote cooperation among municipalities. Also encourages more efficient and effective delivery of municipal services on a cooperative basis.
Urban Development Program (UDP)	Pennsylvania Department of Community and Economic Development					web site: www.newpa.com/programDetail.aspx?id=81	Provides grants for urban development and improvement projects.
Weatherization Program	Pennsylvania Department of Community and Economic Development					web site: www.newpa.com/programDetail.aspx?id=95	Federal program that works to minimize the adverse effects of high energy costs on low-income, elderly and handicapped citizens through client education activities and by providing weatherization services.
Rivers Conservation Program	Department of Conservation and Natural Resources, Division of Conservation Partnerships			PHONE: 717-787-2316		web site: www.dcnr.state.pa.us/rivers/riverhome	Funding and technical assistance to river support groups and municipalities for planning, implementation, acquisition and development.
Miscellaneous Grant Sources	Department of Conservation and Natural Resources, Division of Conservation Partnerships		PO Box 8475; Harrisburg, PA 17105	PHONE: 717-787-7672		web site: www.dcnr.state.pa.us/brc/grants/	Established on July 1, 1995, the Pennsylvania Department of Conservation and Natural Resources is charged with maintaining and preserving the 116 state parks; managing the 2.1 million acres of state forest land; providing information on the state's ecological and geologic resources; and establishing community conservation partnerships with grants and technical assistance to benefit rivers, trails, greenways, local parks and recreation, regional heritage parks, open space and natural areas. The Community Conservation Partnerships Program is a combination of several funding sources and grant programs: the Commonwealth's Keystone Recreation, Park and Conservation Fund (Key 93), the Environmental Stewardship and Watershed Protection Act (Growing Greener), and Act 68 Snowmobile and ATV Trails Fund. The Program also includes federal funding from the Land and Water Conservation Fund (LWCF) and the Recreational Trails component of the Transportation Equity Act for the Twenty-first Century (TEA-21).
Superfund	U.S. Environmental Protection Agency, Superfund			PHONE: 1-800-424-9346		web site: www.epa.gov/superfund/	A federal agency that provides reimbursement program for emergency services that respond to Haz-Mat incidents.
Environmental Quality Incentives Program (EQIP)	U.S. Department of Agriculture, Natural Resources Conservation Service		P.O. Box 2890, Washington, DC 20013-9770	PHONE: 202-720-1873		web site: www.nrcs.usda.gov/programs/eqip/	Provides voluntary conservation programs for farmers and ranchers to address significant natural resource needs and objectives.
Farmland Protection Program	U.S. Department of Agriculture, Natural Resources Conservation Service		P.O. Box 2890, Washington, DC 20013-9770	PHONE: 202-720-1873		web site: www.info.usda.gov/nrcs/fpcp/fpp.htm	Voluntary program that helps farmers and ranchers keep their land in agriculture and prevents conversion of agricultural land to non-agricultural uses. The program provides matching funds to organizations with existing farmland protection programs that enable them to purchase easements.
Federal Property Reimbursement Program	United States Fire Administration		Emmitsburg, MD	PHONE: 1-800-238-3358		web site: www.usfa.fema.gov/grants/rfff/	Assists local emergency organizations to determine if they are eligible for reimbursement of expenses incurred while providing services on federal property.
Federal Surplus Property Program	Department of General Services			PHONE: 1-800-235-1555		web site: www.dgs.state.pa.us/surp_prop/cwp/view.asp?a=3&q=120991	Congress created the Federal Donation Program to place government property back into community use by eligible organizations.
Five-Star Restoration Program	U.S. Environmental Protection Agency Office of Wetlands, Oceans and Watersheds		(4502F) Ariel Rios Bldg., 1200 Pennsylvania Ave., NW, Washington, DC 20460	PHONE: 202-260-8076		E-mail: pai.john@epa.gov ; web site: www.epa.gov/owow/wetlands/restore/5star/	Provides funds to the National Fish and Wildlife Foundation and its partners, the National Association of Counties, NOAA's Community-based Restoration Program and the Wildlife Habitat Council. These groups then make subgrants to support community-based wetland and riparian restoration projects. Competitive projects will provide long-term ecological, educational, and/or socioeconomic benefits to the people and community.
Flood Mitigation Assistance Program (FMA)	Federal Emergency Management Agency	Mitigation Directorate	500 C Street, SW, Washington, DC 20472	PHONE: 202-646-4621		web site: www.fema.gov/fima/fma.shtm	Helps states and communities identify and implement measures to reduce or eliminate the long-term risk of flood damage to homes and other structures insurable under the NFIP.
Grant Information	Pennsylvania State Association of Boroughs (PSAB)					website: www.boroughs.org/grants/grants.htm	Offers various support services and publications regarding grants and loans.
Multi-Municipal Planning Grant Program	Local Government Academy		800 Allegheny Avenue, Suite 402; Pittsburgh, PA 15233	PHONE: 412-237-3171; FAX: 412-237-3139		web site: www.localgovernmentacademy.org/	The purpose of this program is to support the creation and implementation of multi-municipal plans in conformance with the Pennsylvania Municipalities Planning Code (MPC).
National Fish and Wildlife Foundation General Matching Grants	U.S. Department of the Interior, U.S. Fish and Wildlife Service		1120 Connecticut Ave., NW Suite 900, Washington, DC 20036	PHONE: 202-857-0166; FAX: 202-857-0162		web site: www.nfwf.org/guidelines.cfm	Grants program that awards challenge grants to projects that (1) address priority actions promoting fish and wildlife conservation and the habitats on which they depend; (2) work proactively to involve other conservation and community interests; (3) leverage available funding; and (4) evaluate project outcomes.
Miscellaneous Grant Sources	National Institute of Standards and Technology	Joyce Brigham	100 Bureau Drive, Stop 3460; Gaithersburg, MD 20899-3460	PHONE: 301-975-6329 or 301-975-6478		web site: www.nist.gov	NIST funds industrial and academic research in a variety of ways. Our Advanced Technology Program co-funds high-risk, high-payoff projects with industry. The Small Business Innovation Research Program funds R&D proposals from small businesses. We also offer other grants to encourage work in specific fields: precision measurement, fire research, and materials science. Grants/awards supporting research at industry, academic, and other institutions are available on a competitive basis through several different Institute offices.

Funding Sources & Technical Assistance Support						
Grant	Contact Information					Description and Eligibility
	Agency	Contact Person	Address	Phone / Fax	E-mail / web site	
Partners for Fish and Wildlife Program	U.S. Department of the Interior, U.S. Fish and Wildlife Service Branch of Habitat Restoration, Division of Habitat Conservation		4401 North Fairfax Drive, Room 400, Arlington, VA 22203	PHONE: 703-358-2201; FAX: 703-358-2232	web site: www.fws.gov/partners/	Provides technical and financial assistance to private landowners to restore fish and wildlife habitats on their lands.
PA Humanities Council Grants	PA Humanities Council		Constitution Place, 325 Chestnut St., Suite 715, Philadelphia, PA 19106-2607	PHONE: 1-800-462-0442	E-mail: phc@pahamanities.org ; web site: www.pahamanities.org/	Grants to host exhibitions or events encouraging programs on Pennsylvania traditions
PA Grows	Pennsylvania Department of Agriculture			PHONE: 1-888-724-7697	web site: www.pagrows.com	New Initiative designed to assist agricultural producers in gaining access to the capital they need to begin, continue, or expand their businesses.
First Industries Fund	Pennsylvania Department of Agriculture, PA Grows			PHONE: 717-787-7120 or 1-888-724-7697	web site: www.pagrows.com or www.newpa.com/programDetail.aspx?id=47	Grant and loan program aimed at strengthening PA's agriculture and tourism industries. Part of PA Grows.
Small Business First	Pennsylvania Department of Agriculture, PA Grows			PHONE: 1-888-PAGROWS	web site: www.newpa.com/programDetail.aspx?id=33	Funding for small businesses (100 employees or less), including: low-interest loans for land and building acquisition and construction; machinery and equipment purchases and working capital.
Growing Greener: Environmental Stewardship and Watershed Protection Act	Pennsylvania Department of Environmental Protection			PHONE: 1-877-PAGREEN	web site: http://www.depweb.state.pa.us/growinggreener/site/default.asp	Funding to clean up abandoned mines, restore watersheds, and provide new and upgraded water and sewer systems
Watershed Restoration	Pennsylvania Department of Environmental Protection, Bureau of Abandoned Mine Reclamation			PHONE: 717-783-2267	web site: www.dep.state.pa.us/dep/deputate/minres/bamr/bamr.htm	Technical assistance for development of rehabilitation plan for watershed problems related to mine land impacts
Source Water Protection Grant Program	Pennsylvania Department of Environmental Protection, Bureau of Watershed Management			PHONE: 717-787-5259	web site: www.dep.state.pa.us/dep/deputate/watermgt/wc/Subjects/SourceProt/SourceWaterProtection/default.htm	Grants for the start-up and development of local, voluntary source water protection programs
Nonpoint Source Pollution Control	Pennsylvania Department of Environmental Protection, Bureau of Watershed Management			PHONE: 717-787-5259	web site: www.dep.state.pa.us/dep/deputate/watermgt/wc/Subjects/NonpointSourcePollution/default.htm	Funding for projects that restore or protect impaired waters through education, monitoring or practices to control or reduce nonpoint sources of pollution
Stream Improvement Program	Pennsylvania Department of Environmental Protection, Bureau of Waterways Engineering			PHONE: 717-787-3411	web site: www.dep.state.pa.us/dep/deputate/watermgt/we/streamprogram/main.htm	State provided design and construction projects to eliminate imminent threats due to flooding and stream bank erosion
Stormwater Management Program	Pennsylvania Department of Environmental Protection, Bureau of Watershed Management			PHONE: 717-772-5661	web site: www.dep.state.pa.us/dep/deputate/watermgt/wc/subjects/stormwatermanagement/default.htm	Grants and technical assistance for planning and implementing stormwater control.
Wetlands Replacement Program	Pennsylvania Department of Environmental Protection, Bureau of Watershed Management	Kenneth Reisinger, Chief, Division of Waterways, Wetlands and Erosion Control		PHONE: 717-787-6827	web site: http://www.dep.state.pa.us/dep/deputate/watermgt/wc/subjects/wwec/general/wetlands/wetlands.htm	Funding and technical assistance for the restoration of wetlands.
Pennsylvania Infrastructure Investment Authority (PENNVEST)	Pennsylvania Infrastructure Investment Authority (PENNVEST)		22 S. Third St.: Harrisburg, PA 17101	PHONE: 717-783-6798; FAX: 717-787-0804	web site: www.pennvest.state.pa.us/pennvest/site/default.asp	Provides low interest loans for the design and engineering of drinking water, wastewater and stormwater infrastructure projects. Provides low-interest loans and grants for new construction or for improvements to publicly or privately owned drinking water or sewage treatment facilities. Pennvest can also fund municipally owned stormwater management systems.
Rural Community Fire Protection	Pennsylvania Department of Conservation and Natural Resources, Bureau of Forestry Fire Protection	Gary Frank, Local state forester	158 South Second Ave.: Clarion, PA 16214-1904	PHONE: 814-226-1901	web site: www.dcnr.state.pa.us/forestry/stateforests/kittanning.aspx	State Foresters solicit cost-share grant proposals from fire departments who serve communities of 10,000 people or less. State Foresters review the grant proposals and consider statewide needs when determining awards. At least 50 percent of the funding for RCFP cost-share grant projects must come from non-federal sources.
Section 902 Recycling Grants	Pennsylvania Department of Environmental Protection	Regional Planning and Recycling Coordinators			web site: www.dep.state.pa.us/dep/deputate/airwaste/wm/RECYCLE/document/Grants.htm	Grants for recycling program implementation. Funding is also available to all municipalities and counties for a wide spectrum of equipment, containers, and educational outreach.
Section 904 Recycling Performance Grants	Pennsylvania Department of Environmental Protection	Regional Planning and Recycling Coordinators			web site: www.dep.state.pa.us/dep/deputate/airwaste/wm/RECYCLE/document/Grants.htm	Grants are awarded to provide incentives to counties and municipalities, awarding more money for more successful recycling programs.
State Surplus Property Program	State Surplus Property Program			PHONE: 717-787-4085	web site: www.dgs.state.pa.us/surp_prop/cwp/view.asp?a=3&q=121047	Used equipment available to local governments and volunteer fire companies
Miscellaneous Grant Sources	U.S. Fish and Wildlife Service (USFWS), State Wildlife Grant (SWG)				web site: www.fws.gov/grants/state.html	The Fish and Wildlife Service administers a variety of natural resource assistance grants to governmental, public and private organizations, groups and individuals.

Funding Sources & Technical Assistance Support							
Grant	Contact Information					Description and Eligibility	
	Agency	Contact Person	Address	Phone / Fax	E-mail / web site		
State Wildlife Grants	U.S. Fish and Wildlife Service (USFWS), State Wildlife Grant (SWG)					web site: 12.46.245.173/pls/portal30/CATALOG.PROGRAM_TEXT_RPT.SHOW?p_arg_names=prog_nbr&p_arg_values=15.634	To develop wildlife conservation plans and on-the-ground conservation projects
The National Main Street Center of the National Trust for Historic Preservation	National Trust for Historic Preservation		National Main Street Center of the National Trust for Historic Preservation; 1785 Massachusetts Avenue, N.W.; Washington, DC 20036	PHONE: 202-588-6219; FAX: 202-588-6050		E-mail: mainstreet@nthp.org; web site: www.mainstreet.org	The National Trust Main Street Center is a program of the National Trust for Historic Preservation. In the 1970s, the National Trust developed its pioneering Main Street approach to commercial district revitalization, an innovative methodology that combines historic preservation with economic development to restore prosperity and vitality to downtowns and neighborhood business districts. Today, the message has spread, as the Center advocates a comprehensive approach that rural and urban communities alike can use to revitalize their traditional commercial areas through historic preservation and grassroots-based economic development. It has created a network of more than 40 statewide, citywide, and countywide Main Street programs with more than 1,200 active Main Street programs nationally.
Rehabilitation Investment Tax Credit	The Pennsylvania Historic and Museum Commission	Bonnie Wilkinson Mark		PHONE: 717-787-0772		E-mail: bmark@state.pa.us; web site: www.phmc.state.pa.us/bhp/funding/taxcredit.asp?secid=25	Tax program that encourages private investment in rehabilitating historic properties.
Community Preservation Program	The Pennsylvania Historic and Museum Commission	Michel R. Lefevre		PHONE: 717-787-0771		E-mail: mlefevre@state.pa.us; web site: www.phmc.state.pa.us/bhp/community/overview.asp?secid=25	Preservation is most effective in communities that have historic preservation programs managed at the local government level. The Bureau has technical assistance and preservation guidance available and offers workshops to assist municipalities in designating historic districts, advising on developing historic preservation plans and other strategies, e.g., planning and zoning, and protecting historic properties at the local government level.
US Department of Education Grants	US Department of Education		400 Maryland Ave, SW; Washington, DC 20202	PHONE: 1-800-872-5327; FAX: 202-401-0689		web site: www.ed.gov/fund/landing.jhtml?src=rt	The U.S. Department of Education (ED) is providing about \$38 billion this year to states and school districts, primarily through formula-based grant programs, to improve elementary and secondary schools and meet the special needs of students. ED is providing about \$2.5 billion to help strengthen teaching and learning in colleges and other postsecondary institutions and about \$4 billion to support rehabilitation, research and development, statistics, and assessment.
Volunteer Loan Assistance Program (2% loan program)	Volunteer Firefighter's Relief Associations	State Fire Commissioner's Office		PHONE: 1-800-670-3473		web site: www.osfc.state.pa.us/osfc/cwp/view.asp?a=3&O=244793&osfcNav=%7C	Finance new and used equipment and structures for ambulance and fire companies
Water and Waste Disposal Systems for Rural Communities	U.S. Department of Agriculture, Rural Utilities Service					web site: www.usda.gov/rus/water/program.htm	RUS provides loans, guaranteed loans, and grants for water, sewer, storm water, and solid waste disposal facilities in cities and towns up to 10,000 people and rural areas with no population limits.
Water Quality Cooperative Agreements	U.S. Environmental Protection Agency, Office of Wastewater Management		4203 Ariel Rios Bldg., 1200 Pennsylvania Ave.; NW, Washington, DC 20460	PHONE: 202-260-9545		E-mail: benroth.barry@epa.gov; web site: www.epa.gov/owm/cwfinance/waterquality.htm	Provided to help states, Indian tribes, interstate agencies, and other public or nonprofit organizations develop, implement, and demonstrate innovative approaches relating to the causes, effects, extent, prevention, reduction, and elimination of water pollution.
Watershed Protection and Flood Prevention Program	U.S. Department of Agriculture (USDA), Natural Resources Conservation Service (NRCS)	Stuart Simpson, National Watershed Program Leader	P.O. Box 2890; Washington, DC 20013-9770	PHONE: 202-720-8770 or (202) 720-3534		E-mail: rcollett@usda.gov; web site: www.nrcs.usda.gov/programs/watershed/	Provides technical and financial assistance to address water resource and related economic problems on a watershed basis.
Western Pennsylvania Watershed Protection Program Grants	Western Pennsylvania Watershed Protection Program	John Dawes	RR #1, Box 152; Alexandria, PA 16611	PHONE: 814-669-4847; FAX: 814-669-1323		E-mail: rjdawes@aol.com; web site: www.wpawp.org/html/applying_for_a_grant.htm	Match funding for the preservation and restoration of water resources and watersheds
Community Grants	Department of Conservation and Natural Resources	Central Office Grants Center Department of Conservation and Natural Resources	Bureau of Recreation and Conservation; 6th Floor, Rachel Carson State Office Building P.O. Box 8475; Harrisburg, PA 17105-8475	PHONE: 717-783-2656		web site: www.lewisandclark200.gov/grants/detail.cfm?ID=282	The Community Grants Program assists municipalities in the rehabilitation and development of parks and recreation facilities. The program provides financial assistance for land acquisition, as well as technical assistance.

**INTERGOVERNMENTAL COOPERATION AGREEMENT FOR IMPLEMENTING
THE JEFFERSON MORGAN REGION MULTI-MUNICIPAL COMPREHENSIVE
PLAN**

THIS INTERGOVERNMENTAL COOPERATION AGREEMENT FOR MULTI-MUNICIPAL PLANNING dated as of the ___ day of _____, 2005, by and among MUNICIPALITIES, Pennsylvania, hereinafter referred to as the Participants:

*Clarksville Borough
Jefferson Borough
Jefferson Township
Morgan Township*

SECTION 1: AUTHORITY

Article XI of the Pennsylvania Municipalities Planning Code, 53 Pa.C.S. §§ 11001 et seq. (hereinafter referred to as the MPC), enables governing bodies of municipalities and the county or counties in which they are located to enter into intergovernmental cooperative agreements for the purpose of implementing a comprehensive plan for the geographic area in which the participating municipalities are located.

SECTION 2: PURPOSE

The Participants desire to preserve and enhance community quality of life, encourage beneficial growth and development, effectively establish public infrastructure integral to achieving the prior objectives, and enhance local land use and development regulations. Recognizing that such objectives are best pursued by cooperative involvement and planning, the Participants prepared and adopted, according to the standards of the MPC, the Jefferson Morgan Regional Multi-Municipal Comprehensive Plan (hereinafter referred to as the Plan). This Agreement is established to provide for implementation of the Plan pursuant to MPC Article XI and to afford the Participants legal authorities and effects established for multi-municipal plan participants in the MPC.

SECTION 3: POWERS AND SCOPE OF AUTHORITY

This Agreement provides authority for the Participants cooperatively to implement the Plan in accordance with the MPC and the terms of this Agreement, including specific powers and responsibilities hereinafter set forth, and to do all acts and things necessary or convenient within the scope of reasonable resources to carry out the purpose of this Agreement. The powers and authorities herein conferred shall not usurp the powers, duties, and authorities of the individual Participants and their governing bodies and planning commissions in matters outside of the Plan and the scope of this Agreement.

SECTION 4: ADOPTION OF CONFORMING ORDINANCES

Within two years after the adoption date of the Plan, and any subsequent amendment of the Plan, each Participant will enact a multi-municipal zoning ordinance to be generally consistent with the Plan or subsequent amendment.

SECTION 5: PROCESS FOR ACHIEVING GENERAL CONSISTENCY

Implementing Actions by the Participants shall be subject to a process to ensure that they achieve general consistency with the Plan. Implementing Actions are defined as adoption or amendment of zoning ordinances, subdivision and land development ordinances, or capital improvement plans and capital projects extending service or increasing capacity of public water or sewer systems or highways. The process shall include the following:

- A. Advisory Committee – The Jefferson Morgan Regional Council of Governments (hereinafter referred to as the COG), shall be authorized to continue to function and to make determinations of general consistency of Implementing Actions with the Plan. The COG may consult with the county planning agency or with other parties of relevant expertise, but such consultations are not binding on the Committee.
- B. General Consistency Standards – In making determinations of general consistency, the COG shall apply:
 - 1) The following definitions taken verbatim from the MPC, provided that if such definitions are revised by amendment of the MPC, the Committee shall apply the revised definitions:
 - a) Consistency – An agreement or correspondence between matters being compared which denotes a reasonable, rational, similar, connection or relationship.
 - b) General consistency – That which exhibits consistency.
 - 2) The following additional criteria:
 - a) The Implementing Action furthers or complements, or at least does not interfere with, the goals, policies, and recommended actions and strategies contained in the Plan; and
 - b) The Implementing Action is compatible with the proposed future land uses and densities and/or intensities contained in the Plan.
- C. Review and Determination Process – The process authorized by this section shall include:
 - 1) Notice and information for a proposed Implementing Action shall be submitted to the COG by the Participant proposing the action. The sponsor Participant may also submit a statement with its opinion of the general consistency of the proposed action.
 - 2) The COG shall review the proposed Implementing Action and make a determination that it either is or is not generally consistent with the Plan. The determination shall be written and submitted to the sponsor Participant. The COG shall act in a timely manner, sensitive to schedules and deadlines appropriate to the proposed Implementing Action
 - 3) If the proposed Implementing Action is determined by the COG to be generally consistent, the sponsor Participant may proceed to undertake the Implementing Action.
 - 4) If the proposed Implementing Action is determined by the COG to be not generally consistent, the COG shall state in its determination the reasons and suggested modifications to the action (if any) that would make it generally consistent. In response,

the sponsor Participant shall either modify the proposed action, seek an amendment to the Plan, or submit the matter to the dispute resolution process provided for in this Agreement. Where the sponsor Participant elects to modify the proposed Implementing Action, the modified proposal shall be submitted to the COG for review and determination in accord with this section.

- 5) The sponsor Participant shall not undertake an Implementing Action until the COG has determined the action is generally consistent with the Plan.

SECTION 6: DEVELOPMENTS OF REGIONAL SIGNIFICANCE AND IMPACT

Any development of regional significance and impact (hereinafter referred to as DRI) proposed within Clarksville Borough, Jefferson Borough, Jefferson Township, and Morgan Township shall be subject to a review process set forth herein. The process shall include the following:

- A. Advisory Committee – The COG shall be authorized to review DRIs. The COG may consult with the county planning agency or with other parties of relevant expertise, but such consultations are not binding on the Committee.
- B. DRI thresholds – Any development meeting the following definition and threshold criteria shall be considered a DRI and subject to the review process set forth herein:

- 1) The following definition taken verbatim from the MPC, provided that if such definition is revised by amendment of the MPC, the Committee shall apply the revised definition:

Development of regional significance and impact – any land development that, because of its character, magnitude, or location will have substantial impact upon the health, safety, or welfare of citizens in more than one municipality.

- 2) Criteria to qualify a development as one of Regional Significance and Impact are DRI are as follows:

- a. *DRI because of character of land use or development:*

- i. Sanitary landfills
 - ii. Airports and rail terminals
 - iii. Community water / wastewater plants
 - iv. Hospitals
 - v. Recreational developments or facilities with more than 200 parking spaces
 - vi. Schools
 - vii. Electrical or other power generation facility

- b. *DRI because of magnitude of land use or development:*

- i. Commercial, retail, service, etc. greater than 150,000 sq. ft.
 - ii. Office development, industrial facility or park, a distribution/warehousing facility, etc. greater than 150,000 sq. ft., 100 acres, or creating more than 100 jobs
 - iii. Attractions and facilities with more than 500 parking spaces or capacity for more than 2,000 patrons

- iv. Housing development creating more than 100 lots or units
- v. Any development causing more than 100 acres of earth disturbance
- vi. Any development generating more than 1,000 vehicle trips per day or 100 truck trips per day
- vii. Mining Operations that removes or disturbs more than 100 acres annually, and/or, that has a water consumption of equal to or more than three million gallons per day

C. Review Process – The process authorized by this section shall include:

- 1) Notice and information for a zoning permit application for a DRI shall be submitted within 10 days of receipt by the Participant receiving the application to the COG and to the other Participant.
- 2) The COG shall review the proposed DRI and may make comments to the host Participant. The other Participant may also make comments to the host Participant. Comments shall be in writing and may address consistency of the proposed DRI with the Plan, impacts of the proposed DRI on any Participants, and mitigation measures that may be needed by either Participant such as upgrade and/or installation of public infrastructure and/or services, environmental mitigation measures to minimize noise, lighting, stormwater runoff, pollutants, etc., or other measures to protect public health, safety, and welfare.
- 3) It is acknowledged that, in accord with the MPC, the host Participant retains the decision-making authority to grant or deny the zoning permit and must approve the DRI if it meets all local requirements. Further, despite the DRI review process specified in this Agreement, the host Participant's permit process may take no longer than already provided for in the MPC.
- 4) The DRI host Participant shall notify the COG and the other Participant of any proposal to vary, modify, or waive a local zoning or development regulation on behalf of the DRI.

SECTION 7: DESIGNATION OF GROWTH, FUTURE GROWTH, AND RURAL RESOURCE AREAS

The Participants hereby officially designate as growth areas, future growth areas, and rural resource areas those areas identified in the Plan (as amended) as growth areas, future growth areas, and rural resource areas.

SECTION 8: IMPLEMENTATION ROLES AND RESPONSIBILITIES

The Participants will generally undertake roles and responsibilities for implementation of the Plan as outlined in the recommendations contained in the Plan. In doing so, the Participants will make sincere efforts within reasonable capabilities, schedules, budgets, and resources.

SECTION 9: YEARLY REPORT

By March 1 in each year following the execution of this Agreement the COG will prepare a report describing the activities carried out pursuant to this Agreement during the previous year.

The report shall include summaries of public infrastructure needs in growth areas and progress towards meeting those needs through capital improvement plans and implementing actions, and reports on development applications and dispositions for residential, commercial, and industrial development in each municipality for the purpose of evaluating the extent of provisions for all categories of use and housing for all income levels within the region of the Plan. The report shall be submitted to each Participant and to the county planning agency. Also, the Participants shall request from the county planning agency a report of its activities undertaken in support of implementation of the Plan.

SECTION 10: AMENDMENT AND REVIEW OF THE PLAN

The Jefferson Morgan Regional Multi-Municipal Comprehensive Plan may be amended by consent of all Participants indicated via adopting action of each of the Participants' governing bodies, provided:

- A. Adoption shall follow the procedures and requirements of the MPC.
- B. Additionally, a proposed amendment shall be submitted to the COG at least 30 days prior to the earliest public hearing on the proposed amendment scheduled by one or both jointly of the Participants. The COG may provide comments on the amendment.
- C. The Plan shall be reviewed at least every ten years in accord with procedures and requirements of the MPC. Such review shall consider redefinition of the growth areas, future growth areas, and rural resources areas designated in the Plan. When such review occurs, review and comment shall be solicited from the COG. If warranted by the review, the Participants may propose and adopt by the above procedures amendments to the Plan, or may undertake a comprehensive update of the Plan or development of a new comprehensive plan.

SECTION 11: DISPUTE RESOLUTION

Any disputes between the Participants or one or both Participants and the COG over execution of this Agreement, including but not limited to matters such as consistency review, DRI approval, and roles and responsibilities in Plan implementation, may be resolved as follows:

- A. The disputing parties shall first discuss and negotiate in good faith in attempt to resolve the dispute amicably and informally.
- B. If the dispute cannot be resolved via the preceding means, the disputing parties shall attempt to resolve the dispute in an amicable manner by mediation utilizing a recognized mediation agent, including the county as prescribed in MPC Section 1104(d), as the parties may agree. Unless otherwise agreed, any costs of mediation shall be shared equally by the disputing parties.
- C. The Participants agree to make best efforts to resolve disputes as they arise.

SECTION 12: FINANCES

Each Participant shall be responsible for its costs and expenses incurred in preparing and adopting this Agreement and in carrying out the transactions contemplated by this Agreement to

be performed on the part of the Participant. The Participants shall share costs of operations of the COG.

SECTION 13: EXECUTION, EFFECTIVE DATE & TERM

- A. To enter into this Agreement, the governing body of a Participant must adopt an ordinance approving this Agreement.
- B. This Agreement will become effective on the first day of the calendar month immediately following due adoption by both Participants of an ordinance approving this Agreement.
- C. This Agreement will remain in effect until terminated by the written consent of one or both of the Participants. Upon termination or dissolution, any acquired assets, after all expenses and liabilities are paid in full, shall be divided among the Participants in the same proportion as the Participants shared the expenses related to this Agreement immediately prior to termination or dissolution.

SECTION 14: AMENDMENT OF AGREEMENT

This Agreement may be amended by consent of both Participants indicated via approval action of each of the Participants' governing bodies, provided the amendment is not inconsistent with the Plan.

IN WITNESS WHEREOF, the Participants, intending to be legally bound hereby, have caused this Intergovernmental Cooperation Agreement to be subscribed, as of the date set forth under of the duly authorized signature of each Participant.

CLARKSVILLE BOROUGH

Attest:

By: _____
Chief elected official

Date:

JEFFERSON BOROUGH

Attest:

By: _____
Chief elected official

Date:

JEFFERSON TOWNSHIP

Attest:

By: _____
Chief elected official

Date:

MORGAN TOWNSHIP

Attest:

By: _____
Chief elected official

Date:

Exhibits: Ordinance approving this Agreement