

Montour County

Comprehensive Plan

Goals, Objectives
Recommendations &
Strategies

Montour County
Planning Commission

April 2009



MONTOUR COUNTY COMPREHENSIVE PLAN
Goals, Objectives, Recommendations and Strategies

PREPARED BY
THE EADS GROUP

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Topic	Page
Some Notes on the Process	1
Land Use/Natural Resource Relationship	3
Land Uses of Regional Significance	3
Preservation of Prime Agricultural Land	3
Historic Preservation	4
Real World Applicability	4
County Vision	5
Land Use	8
Implementing Strategies Summary	9
Recommendations	10
Future Land Use Overview	13
Future Zoning Regulatory Framework	15
Montour County Ordinance	15
Mahoning Township Ordinance	18
Valley Township Ordinance	19
Northern Montour Region Ordinance	20
Danville Ordinance	21
Some Overall Issues among Ordinances	23
Village Preservation and Enhancement Zoning and Related	24
Transfer Development Rights	25
Non-Zoning Alternatives	32
Subdivision and Land Development Regulations	35
Montour County Ordinance	35
Mahoning Township Ordinance	36
Valley Township Ordinance	36
Danville Ordinance	37
Northern Montour Region Ordinance	37
Overall Subdivision and Land Development Recommendations	38
Specialized Analysis – Conservation Subdivision	39
Economic Base	47
Implementing Strategies Summary	48
Recommendations	49
Growth Corridor	49
Elm Street Program	49
County Ombudsman	51

MONTOUR COUNTY COMPREHENSIVE PLAN
Goals, Objectives, Recommendations and Strategies

Topic	Page
Physical, Natural and Cultural Resources	52
Implementing Strategies Summary	52
Recommendations	54
Hydrogeological Groundwater Analysis	54
Aquifer Protection Overlay District	55
Resource-Based Regulatory Changes	56
Non-Regulatory Resource Protection Measures	56
Natural Resources Management Plan	57
Cultural Heritage Recommendations	57
Public Utilities	60
Implementing Strategies Summary	61
Recommendations	62
Act 537 Planning	62
Sub-County Regional Sanitary Sewer and Water Issues	62
Other Utility Issues	63
Chesapeake Bay Tributary Strategy	64
Community Facilities and Services	65
Recommendations	65
Regional First Responders	65
Regional Police	65
Implementing Strategies Summary	66
Recreation	67
Housing	69
Implementing Strategies Summary	70
Rehabilitation Activities – Continuation	71
New Construction	73
“Live Where You Work” Initiative	73
Property Maintenance Code	74
Transportation	75
Implementing Strategies Summary	76
Regional Transportation Planning	77
Transportation/Development Planning and Programming Linkage	78
Public Transit Needs Study	80
Summary, Conclusions and Interrelationships	82
Appendices	

GOALS, OBJECTIVES, RECOMMENDATIONS AND STRATEGIES

Based upon the collection and analysis of data describing development as it presently exists and forecasts of anticipated growth and development as it is expected to exist in the future, the Plan was conceived with several overall goals in mind, that being insuring future orderly and balanced growth, conservation of critical resources and development and redevelopment throughout Montour County. Planning is a *process*, and a dynamic one at that. In essence the completion of the Goals and Objectives prepares the way for the delineation of plans and recommendations.

Some Notes on the Process

The process of comprehensive planning is intended to aid in solving current problems and in providing for future needs. The process includes the following:

- ❑ Collection, analysis and interpretation of relevant data, in essence assessing the needs and resources of an area;
- ❑ Providing the opportunity for public engagement and input;
- ❑ Identification and refinement of goals, objectives and recommendations, or forming policies, conclusions and recommended actions based upon the analysis and discussion of the data;
- ❑ Identification of developmental opportunities and constraints and the formulation of development standards and criteria;
- ❑ Consideration of alternatives and impacts on municipalities and the County as a whole;
- ❑ Determination of policy decisions upon selected courses of action;
- ❑ Coordination of local planning in relation to regional and County planning;
- ❑ Formulation, maintenance, and updating of the Comprehensive Plan through the Montour County Planning Committee, an advisory body to the County; and
- ❑ Improvements and activities, structural and non-structural, for implementing the Plan.

Basically, this means that we study the past and present conditions, which helps in the discussion and determination of future conditions, implemented via conscious activities ranging from generalized goals to specific actions. The Pennsylvania Municipalities Planning Code (MPC) identifies the contents of municipal and county comprehensive plans, and these requirements have been incorporated into the Montour County comprehensive planning process. This comprehensive planning process focuses on analyzing the past, present and future of Montour County holistically, its municipalities and other non-political boundaries within the County in relation to the following *functional* areas:

- ❑ Land Use – the most efficient use of land in relation to natural, physical and human-made features, along with locally appropriate means of implementation;
- ❑ Housing – a multi-pronged effort in maintaining the existing housing stock and encouraging well-planned residential development in the future;

- ❑ Transportation – a multi-modal system for transporting people and goods taking into account local and regional transportation patterns;
- ❑ Physical, Historic and Natural Resources – a determination of critical resources for informational purposes that are ultimately incorporated into future land use planning;
- ❑ Community Services - the required basic services including public safety and recreation to sustain the recommended development patterns;
- ❑ Public Utilities – the required water, sewer and other utility services and capacities needed to sustain the recommended development patterns;
- ❑ Economic Base – critical economic base and economic development issues and opportunities

The information is displayed in the above functional areas in terms of goals and objectives. The following definitions apply to these terms:

- ❑ *Goals* are defined as a general value statement of long-range direction or ideal, which identifies desired states of affairs toward which activities and resources can be directed. Goals reflect the community's needs and values and give meaning and direction to the day-to-day planning and development decisions being made by the county and other local decision-makers.
- ❑ *Objectives* are defined as measurable or quantifiable statements, which are somewhat more constrained by time than goals. They are specific in nature and are indicated for accomplishment within specified and limited time frames. The attainment of Objectives will ultimately result in positive progress toward the achievement of a given Goal. These objectives should address basic developmental and preservation issues, such as the timing, character and location of future development.
- ❑ *Recommendations* are specific actions that are recommended to accomplish one or more objectives, and thereby make positive progress toward the achievement of goals. These actions may be structural or non-structural in nature and should be in the form of short- and long-range implementation strategies.

The MPC also requires additional planning responsibilities in the update of a County Comprehensive Plan, including:

- ❑ Identification of land uses as they relate to important natural resources and appropriate utilization of existing minerals;
- ❑ Identification of current and proposed land uses which have a regional impact and significance, such as large shopping centers, major industrial parks, mines and related activities, office parks, storage facilities, large residential developments, regional entertainment and recreational complexes, hospitals, airports and port facilities;
- ❑ Identification of a plan for the preservation and enhancement of prime agricultural land and encourage the compatibility of land use regulation with existing agricultural operations; and
- ❑ Identification of a plan for historic preservation.

Specifically, the Plan addresses the above MPC-mandated planning responsibilities as summarized and described below.

Land Use/Natural Resource Relationship

The Natural Heritage Context section treated natural and physiographic resources in considerable detail. While this is good background information for the county and local planning process, this information was then used to prepare a *Developmental Constraints Map* that frames future land use recommendations (see description later in this section). In essence the major significant resource-oriented constraints are taken into consideration when considering type and density of future land use recommendations. The Natural Heritage Context section also identified limestone as the major mineral resource in the County. Land Use mapping is cognizant of the relevance of this resource and quarrying areas are identified within the Industrial land use classification.

Land Uses of Regional Significance

Consensus on those regionally significant land uses includes the following:

- The PP&L/US Gypsum industrial complex in the Strawberry Ridge area of the Derry Township Growth Area;
- The Geisinger Complex including medical center and allied medical/health care offices in Mahoning Township and Danville;
- The Montour Preserve in Anthony Township;
- The Susquehanna River along the southeastern and southcentral boundary of the County; and
- The I-80 Interchange Area and Route 54 Corridor through Valley and Mahoning Townships into Danville.

The above active land uses help define the Growth Corridors and Growth Area, which in turn help conserve the Montour Preserve and Susquehanna River land uses that area prominent resources in the Proposed Greenway System. The *Conceptual Future Land Use Map* graphically depicts the general locations of the regionally significant land uses.

Preservation of Prime Agricultural Land

Prime Agricultural soils were identified in the Natural Heritage Context section and were collapsed into the “Prime Farmland” classification in the *Developmental Constraints Map*. As noted above this helped frame future land use recommendations. Montour County used a collaborative process in future land use planning and recommendations that included a municipal review and comment on draft Future Land Use mapping. This is a critical step in Montour County since a number of the municipalities exercise local control over land use planning via local or multi-municipal land use planning and zoning. The initial draft Montour County Future Land Use map used the *Developmental Constraints Map* to define the limits of recommended active future development. In nearly all cases the Prime Farmland classification is largely identified as a *Resource*

Production use on the *Conceptual Future Land Use Map* and was sustained during the municipal review process. One area that is in the Derry Township Growth Area proved to be an exception in that the Township review recommended that the industrial area conform to that in the recently completed *Northern Montour Regional Comprehensive Plan*, which would be an expansion of the industrial land use recommendation in and around the PP&L/US Gypsum complex in Strawberry Ridge over that in the draft Future Land Use mapping. The Township noted that this would be incorporated in a revision to the existing Montour Regional Zoning Ordinance. Even with this expansion over that originally recommended the land recommended as industrial still represented a decrease of industrially zoned land in the area as per the current zoning ordinance. The Planning Committee discussed this recommendation and agreed with the comment from Derry Township as a balanced compromise between the need to preserve agriculture and the need to enhance the economic base.

Historic Preservation

The Plan includes a Historic Context section as well as specific cultural heritage recommendations that form a preservation plan for the County. The term “cultural heritage” is broad, encompassing the following themes:

- An industrial heritage that includes manufacturing, especially the iron and rail industry era;
- A transportation heritage that includes the Canal era, bridges and the Susquehanna River;
- A commerce heritage that includes structures dating back to the iron/rail and transportation eras, and involving the provision of public and health services;
- An agricultural heritage involving not only the working farms of central and northern Montour County but the villages and settlements of these sections of the County; and
- A natural heritage that includes significant resources including the Montour Preserve, the Susquehanna River and the Manley Robbins Trail.

Specific recommendations are made within the Cultural Heritage subsection of the Physical, Natural and Cultural Resources recommendations. In addition, historic-related recommendations are included in the Future Land Use and Community Facilities and Services recommendations.

Real World Applicability

Of course the planning process does not occur in a vacuum. Meaningful planning addresses issues of importance to the community and/or county, in addition to meeting the required elements of MPC. In essence, plans must address “real world” problems and opportunities. The participation process

utilized in the update of the Montour County Comprehensive Plan identified a number of key issues to be addressed. These are summarized below:

- ❑ *Family Sustaining Jobs*
- ❑ *Well Planned Development*
- ❑ *Groundwater Issues*
- ❑ *Infrastructure Gaps*
- ❑ *Downtown Revitalization and Village Reinforcement*
- ❑ *Tax Base Issues*
- ❑ *Municipal Cooperation*

The above are directly or indirectly addressed in the Montour County Comprehensive Plan Update. The matrix on the following two pages summarizes each of the key issues and where they are addressed in the various components of the Plan Update.

County Vision

It is difficult to reduce the overall planning goal for Montour County to a succinct statement, but based on the information and input gathered, the following statement appears to accomplish this:

OVERALL GOAL: To attain a balance among residential, economic and agricultural development reflecting the natural capacity and infrastructure of Montour County by guiding growth and development to appropriate areas while preserving agriculture, open space and critical resources in areas appropriate for these uses.

HOW THE PLAN ADDRESSES THE TOP ISSUES

Key Issue	Commentary	Plan Relationship
Family Sustaining Jobs	Build on the County as a “net importer” of jobs/workers especially in the health care, electric generation and supportive businesses.	<i>Growth Corridor/Area</i> concept attempts to encourage strategically located, sustainable and varied economic development.
Well Planned Development	New development should be in or directly adjacent to existing development and built up areas. Residential subdivisions and commercial/industrial land developments should be carefully laid out and fit in with the historic, small-town and rural ambiance of the County communities, and to minimize impacts on the agricultural base so important to the County.	Zoning and SALDO recommendations address agricultural, open space and rural preservation. <i>Conservation Subdivision Approach</i> is a direct way to address context sensitive and well-planned development in relation to preserved resources.
Groundwater Issues	Groundwater availability and yield is an especially pressing need in northern Montour County communities outside of the service areas of the several water supply agencies. The ground water supply in the northern portion of the County (Route 44 – Exchange area north) for residential/business/farming consumption and general household use is currently not adequate for the demand from the existing residences, business, farms, etc.	The recommended Hydrogeological Groundwater Analysis will document the extent of the problem and allow the development of site specific aquifer overlay protection areas. SALDO recommendations place the burden of documentation of groundwater adequacy for developments on the developer.
Infrastructure Gaps	A majority of the County does not have access to public water or sewage, thus limiting the amount and/or density of new development in those areas. Directly or indirectly, these service areas and capacities define “Growth Corridors/Area” that likely will transcend municipal boundaries and the reach of local land use/land development regulations. In addition, new development is seen as needing to sustain the costs for infrastructure needs required or caused by the respective new development.	Regional development/utility task force recommendation links development and utility service within regional context. The <i>Growth Corridor/Area</i> concept can be achieved via water/sewer capacity planning in Washingtonville and Derry Township, resolution of sewer treatment issue in Valley Township and extension of water/sewer service along Rt. 11 Corridor in Cooper Township.

HOW THE PLAN ADDRESSES THE TOP ISSUES

Key Issue	Commentary	Plan Relationship
<i>Downtown Revitalization and Village Reinforcement</i>	Danville and the multi-municipal Route 11 and 54 highway corridors comprise the commerce center of the County. Danville has a viable and historic downtown that would benefit from streetscape, recruitment and traffic calming measures, inherent in its Main Street Program. There are several small “village centers” within the townships and including Washingtonville. All require would benefit from a land use policy and implementation strategies that emphasize them for multi-use traditional development, in-fill and revitalization.	Historic District Overlay and Elm Street concepts reinforce economic impacts of Danville Historic Districts and on-going downtown revitalization approaches. Two of the <i>Growth Corridors</i> reinforce the Danville/Mahoning/Valley subarea as a commerce center. Village zoning recommendation and concepts reinforce villages in several communities
<i>Tax Base Issues</i>	Public sentiment expressed at various junctures in the planning process is that many of the critical economic players in the County are either tax exempt or pay relatively little in taxes, with residents pointing to Geisinger, PP&L and various state facilities as cases in point. Given the fact that the County is a net importer of jobs/workers, whereby many commute here from adjacent counties to work then return home, the benefits to the tax base are not generally felt.	<i>Growth Corridor/Area</i> concept attempts to encourage sustainable private sector economic development. Housing recommendations include effort to attract new taxable residences. Economic base recommendations include a proposed <i>Ombudsman</i> with addressing tax-exempt issues as part of position responsibilities.
<i>Municipal Cooperation</i>	Even though there are only eleven (11) municipalities in Montour County public sentiment is that there is a lack of cooperation among the municipal governments on many issues, with recreation and sewage being the most prominent.	Many of the specific recommendations also hinge on a “regional” approach, given the fact that a given issue transcends municipal boundaries. Transportation, economic base and utility planning are inter-municipal in nature, each requiring a coordinated effort facilitated by the <i>Ombudsman</i> .

Land Use

Of the functional areas and elements of the Comprehensive Plan, the Land Use Plan will have the most direct influence for insuring the future orderly growth and development within the County. The objective of the Land Use Plan is to formulate a proposed pattern of land uses for a 10-year period. By basing this proposed pattern upon sound community planning principles, the most orderly and systematic development of the community is assured, and undesirable land use relationships are prevented.

GOAL: To ensure orderly, appropriate and compatible development that produces economic growth and preserves the agricultural areas in the County

OBJECTIVES:

- ❑ Guide and monitor development in identified Growth Corridors or directly adjacent to existing built-up areas
- ❑ Preserve environmentally sensitive land such as agricultural land, floodplains, wetlands and steeply sloping areas, while encouraging new development and expansion in level areas outside and/or above floodplains.
- ❑ Maintain and enhance recreational opportunities and preserve open space for use by existing and future residents.
- ❑ Avoid and/or mitigate the impacts of land uses and site layout that conflict with the rural/open space profile
- ❑ Facilitate updating of Update Municipal/County Subdivision and Land Development Ordinances (SALDO) for consistency among the plans and also to establish smart growth development practices
- ❑ Facilitate updating of Zoning ordinances for consistency among the plans and also to enhance land use recommendations
- ❑ Implement an education program in the Northern section of the County center around ground water issues.
- ❑ Explore agricultural land use preservation techniques such as conservation easements

IMPLEMENTING STRATEGIES – Land Use (see following text for details)				
Strategic Actions	Priority	Implementing Agencies & Partners	Potential Funding Sources	Notes/Comments
County Zoning Ordinance (ZO) Revision	Medium	MCPC with input from municipalities	Land Use Planning & Technical Assistance Program (LUPTAP) (potential funding priority as multi-municipal project) & County/Local	Agricultural/Residential issue Highway Commercial Revisions Adult Entertainment, Sign Standards Superfluous Districts
Mahoning Township ZO Revision	Medium	Mahoning Township with MCPC consultation	LUPTAP & Local	Agricultural/Residential issue Residential Preservation Issue Misc. Dimensional Requirements
Valley Township ZO Revision	Medium	Valley Township with MCPC consultation	LUPTAP & Local	Agricultural/Residential issue Mapping Floodplain Districts Sign Standards, Village Center District
Northern Montour Regional ZO	High	3 participating municipalities with MCPC consultation	LUPTAP (potential funding priority as multi-municipal project) & Local	Agricultural/Residential issue Misc. Dimensional Requirements Industrial District Revision
Danville Borough ZO	Long	Danville Borough with MCPC consultation	LUPTAP & Local	District Multiplicity, Historic Overlay District Misc. Dimensional Requirements
Consideration of Transfer Development Rights Concept	Long	MCPC, Montour County Conservation District (MCCD), Municipalities	LUPTAP (potential funding priority as multi-municipal project) & Local	Coordination among several ZO's in determining interest, potential sending & receiving areas, etc.
Non-Zoning Alternatives Consideration	On-Going	MCPC, MCCD, County Commissioners	NA	Consider mix of alternatives applicable to County
Montour County Subdivision & Land Development Ordinance (SALDO) Revision	High	MCPC with input from municipalities	LUPTAP (potential funding priority as multi-municipal project) & County/Local	Definitions, Clarifications Special Subdivisions/Developments Groundwater Issues
Mahoning Township SALDO	Long	Mahoning Township with MCPC consultation	LUPTAP & Local	Special Subdivisions/Developments Groundwater Issues
Valley Township SALDO	Medium	Valley Township with MCPC consultation	LUPTAP & Local	Definitions, Groundwater Issues Special Subdivisions/Developments
Danville Borough SALDO	Long	Danville Borough with MCPC consultation	LUPTAP & Local	Minor Subdivisions, Large Scale Developments
Northern Montour Regional SALDO	High	3 participating municipalities with MCPC consultation	LUPTAP (potential funding priority as multi-municipal project) & Local	Definitions, Mobile Home Standards Special Subdivisions/Developments Groundwater Issues
Consideration of Conservation Subdivision Approach	High-Medium	MCPC, MCCD, Municipalities	LUPTAP (potential funding priority as multi-municipal project) & Local	Educational effort may be necessary Incorporated into SALDO Revisions

Note on Priority: High = 0-2 years; Medium 3-5 years; Long = 5+ years

RECOMMENDATIONS

1. Future Land Use Recommendations

Without question, the most important and most complicated of planning recommendations are those involving the future use of land since it involves the interpretation and synthesis of *all of the factors reviewed as existing conditions*. In formulating the Land Use Plan, a number of factors must be considered. Primarily important among these are:

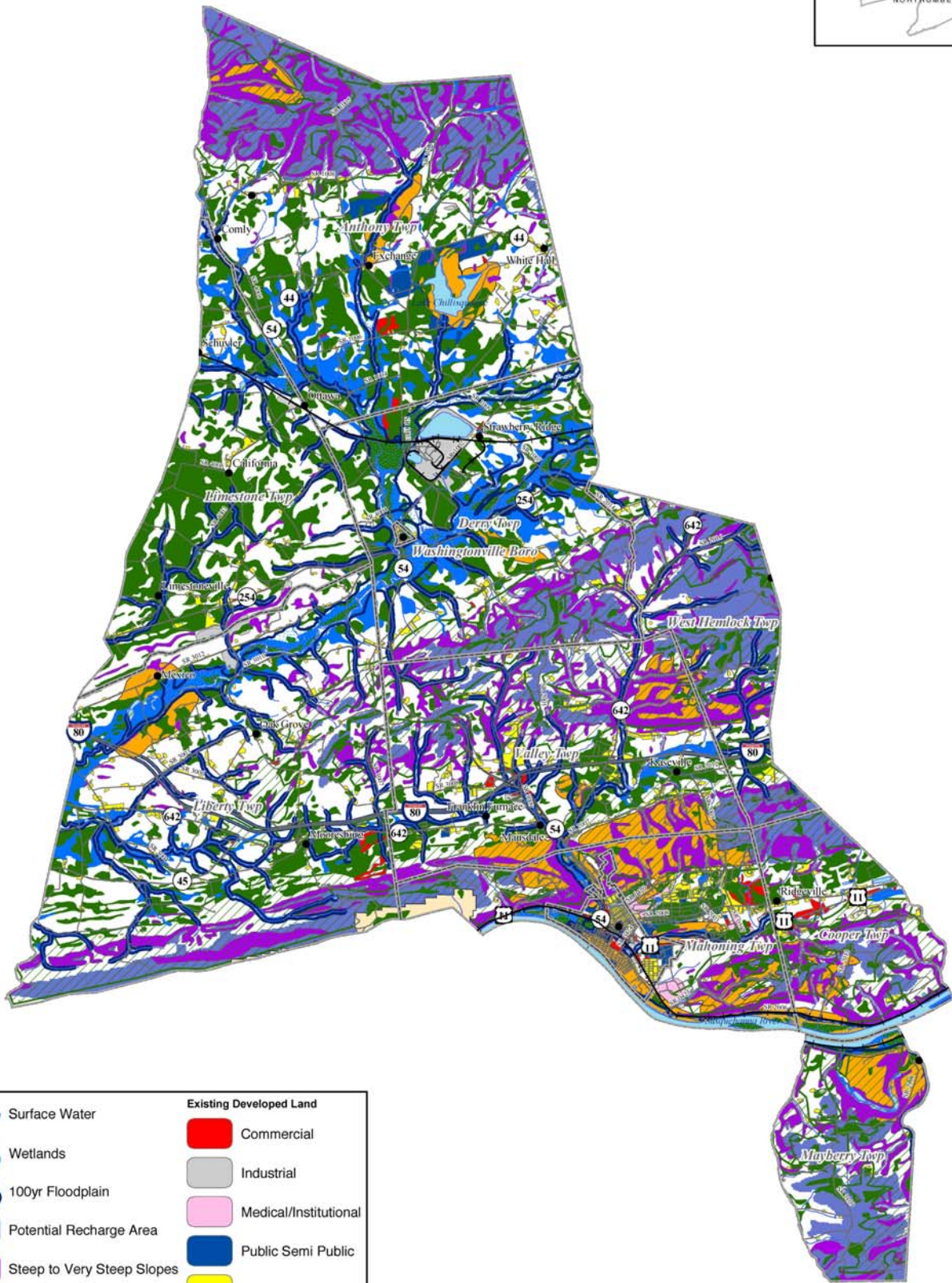
- ❑ location and amount of undeveloped land within the County and potential areas for in-fill development;
- ❑ physical characteristics of the land such as soils, slope, water resources and related features;
- ❑ existing zoning or lack thereof;
- ❑ qualitative impressions of an area;
- ❑ important agricultural land in the County;
- ❑ public infrastructure or lack thereof; and
- ❑ existing and planned transportation network

Physical Limitations

Taken together, the above frame the developmental constraints and opportunities that affect future land use planning. The physical limitations are especially important and a *Development Constraints Map* has been prepared to provide a context for future land use planning. The map graphically depicts the location of *potentially critical* physical constraints that may affect the location and/or areas that may require special measures to accommodate development. The following identifies those physical conditions used in this analysis that were identified in the background studies portion of this planning effort:

Physical Features

- ❑ **Potential groundwater recharge areas** – primarily in the middle to upper elevations of mountains and ridges;
- ❑ **Surface Waters** – major water impoundments include Lake Chillisquaque in the north and the Susquehanna River in the south. A number of larger waterways also cross the County including the Chillisquaque Creek, County Line Branch, White Hall Creek and Mud Creek, Roaring Creek, Mauses Creek and Mahoning Creek.
- ❑ **Prime Agricultural Soils** – the largest concentration of Prime Farmland is in the northern two-thirds of the County, especially in the Townships of Limestone, Derry and Anthony.
- ❑ **Hydric Soils** – there are concentrations of Hydric Soils along Chillisquaque Creek in the central section of the County, as well as along Beaver Run, County Line Branch and their tributaries in northwestern Montour County
- ❑ **100-year floodplain** – a large segment of the central portion of the County is within the 100-year floodplain of Chillisquaque Creek and its tributaries, with the widest floodplains adjacent to the PP&L Plant and Washingtonville Borough.



	Surface Water		Existing Developed Land
	Wetlands		Commercial
	100yr Floodplain		Industrial
	Potential Recharge Area		Medical/Institutional
	Steep to Very Steep Slopes		Public Semi Public
	Hydic Soils		Residential
	Prime Farmland		Transportation
	Landscape Corridor		City or Town
	Critical Natural Area		Montour County
	State Game Land		Municipal Boundary



FIGURE - Developmental Constraints Map
 Montour County Comprehensive Plan
 Montour County Planning Commission
 LUPTAP

- **Potential wetland areas** – as identified on the National Wetlands Inventory mapping, a majority of the cataloged wetlands in the County appear to be impoundments, such as Lake Chillisquaque and the PP&L impoundment, small ponds/impoundments and the Susquehanna River itself.

Special Land Features

- **Landscape Corridors** – the County has three main natural landscape corridors that provide habitat to numerous native species of plants and animals as well as allow for migration of a variety of wildlife through the county
- **Critical Natural Areas** - the County has eight main critical natural areas corridors deemed important for maintaining local and regional biodiversity
- **State Game Land** - there is little in the way of undeveloped State lands in Montour County with the exception of State Gameland #115, a portion of which is in southcentral Montour County.

Each of the above constraints is color-coded, thus the white areas being the tracts or sections thereof without one or more of the limitations. In addition, to provide a fuller context, existing developed areas have been mapped as well.

As the map shows, much of the Study Area poses developmental constraints, with floodplains, Landscape Corridors and Critical Natural Areas being the most prevalent. There are a limited number of concentrations of “white areas” (i.e. areas having no constraints).

The physical constraints need not prohibit development per se, but may (1) raise philosophical questions over the preservation and future role of agriculture, (2) the need for additional flood protection and (3) special construction activities required to sustain some form of development. In other words, future development will require careful planning to accomplish community and economic development within the physical limitations presented. This may require the use of special construction techniques.

Future Land Use Overview

Generalized future land use recommendations have been prepared for the County. The following are key future land use concepts developed through this planning process:

- ❑ Preservation of land in agricultural use
- ❑ Preservation of key natural resources
- ❑ Infrastructure helps define Growth Areas and Corridors
- ❑ Growth Areas/Corridors as focal points for development

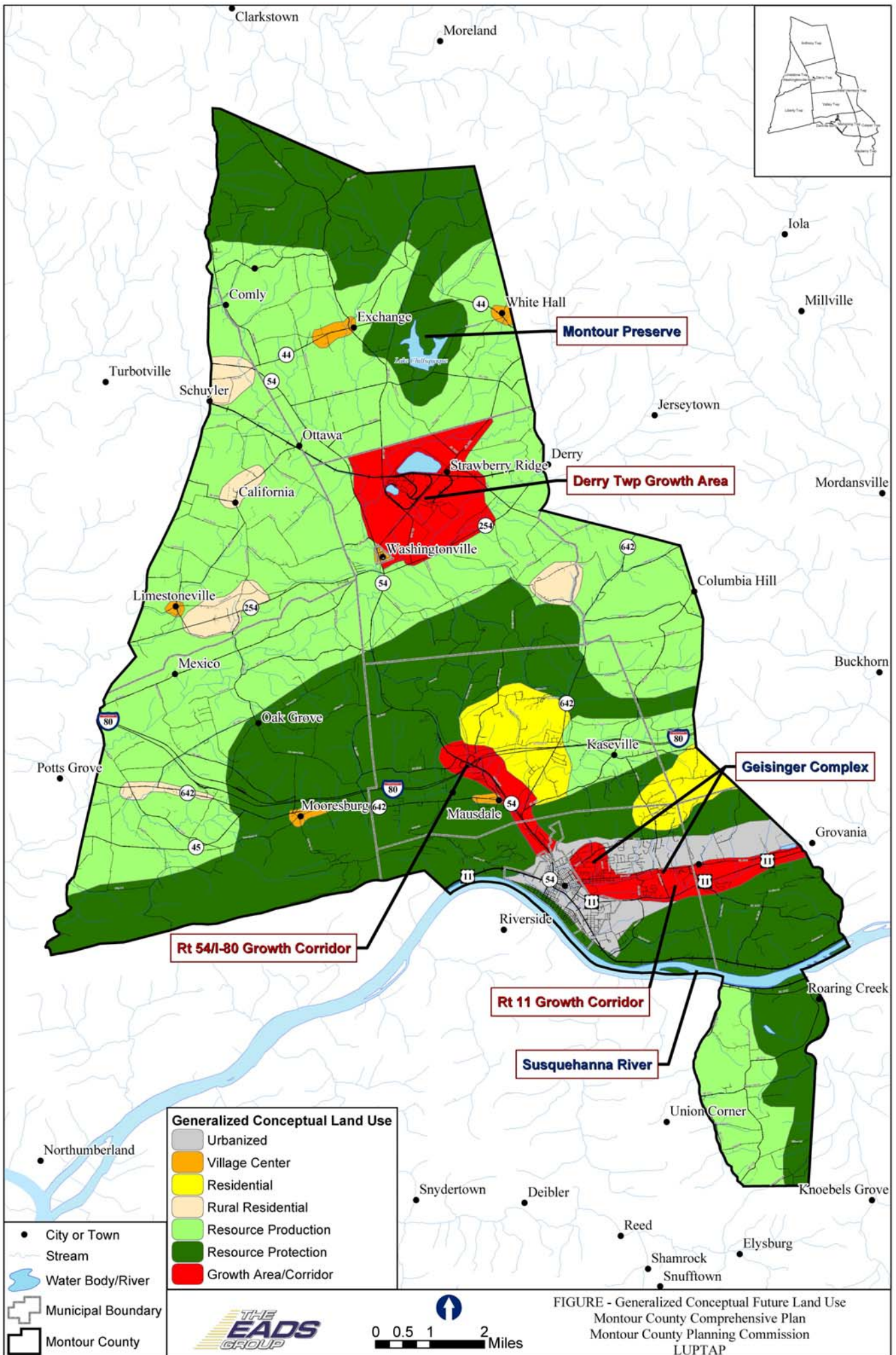
A *Conceptual Future Land Use Map* has been prepared to graphically depict the *recommended land use profile* for Montour County after taking into account the considerations above, and is on the following page. More detailed Future Land Use Maps for a 10-15 year period for each municipality and an overall map for the County appears as an Appendix to this section of the Plan. Drafts of these Future Land Use Maps were reviewed with the Planning Committee, posted on the County website and sent to each municipality for review and comment. The maps in the Appendix represent the revised maps as per this review process. Overall, the approximate combined effects of the Future Land Use Maps on major Existing Land Uses are as follows:

- ❑ A 36% increase in residential acreage
- ❑ An 18% increase in commercial acreage
- ❑ No major changes in public/semi-public or institutional acreage
- ❑ A 10% decrease in agricultural acreage
- ❑ A 5% decrease in forested acreage
- ❑ A 229% increase in industrial acreage

The following summarizes the major recommended Future Land Changes/Concepts:

- ❑ Mixed use "Village Center"
- ❑ Larger minimum lot sizes, setbacks and other dimensional requirements where appropriate but clustering in areas where that is appropriate
- ❑ Major regional industrial district in Derry Township
- ❑ Individual well/groundwater issues
- ❑ Coordination/Duplication/Regional issues
- ❑ Home Occupations and potential problems
- ❑ Defined Growth Corridors/Areas:
 - Rt. 11 Corridor – Danville east through Cooper Township
 - Rt. 54/I-80 Corridor – Danville north into Valley Township to the Interchange
 - Rts. 54/254 Area – Derry Township

There is a distinction between *Future Land Use* and *Future Zoning*, with the former a recommendation on how land should be used as per a planning effort and the latter being one means of attaining the recommended future land use.



Generalized Conceptual Land Use

	Urbanized
	Village Center
	Residential
	Rural Residential
	Resource Production
	Resource Protection
	Growth Area/Corridor

- City or Town
- Stream
- Water Body/River
- Municipal Boundary
- Montour County

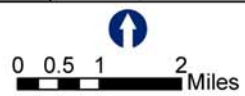


FIGURE - Generalized Conceptual Future Land Use
 Montour County Comprehensive Plan
 Montour County Planning Commission
 LUPTAP

Future Zoning Regulatory Framework

Existing individual zoning regulations along with the County zoning regulations have resulted in varying types of districts, regulated uses and items, instances for special reviews, dimensional requirements and procedures without addressing inter-municipal needs. The EADS Group completed an analysis and comparison of the major elements of each zoning ordinance. The results of this analysis are presented in the Land Use section. A summary of recommendations for each of the zoning regulations follows:

Natural and physical information was gathered to help guide certain land use and developmental decisions that may be affected by the combined natural profile of the County. The *Developmental Constraints Map* graphically depicts the possible result of guiding development away from these resources into what is identified as areas having no constraints. In some cases, local decisions will have to be made on the level of constraint resulting from certain natural features. Local zoning decision-makers will need to balance resources such as landscape corridors, the amount agricultural land and other resources preserved in deciding upon a future developmental orientation.

As noted earlier, Washingtonville Borough and the Townships of Anthony, Liberty, Cooper and Mayberry are under the County Zoning Ordinance while the remaining municipalities including Danville Borough, Mahoning Township, Valley Township and the Northern Montour Region (Townships of Derry, Limestone and West Hemlock) all have some form of local zoning regulations in effect. The following summarizes the approaches and/or changes in zoning practice required to effectuate the future recommended land uses. The Municipal and County Zoning Ordinances should be revised to reflect the following recommendations:

Montour County Ordinance:

- *Agricultural Preservation/Residential Intrusion Issues:* Careful evaluation is recommended of potential residential developments in Prime Agricultural (AP) and Agricultural Conservation (AC) Districts and potential impacts on future agricultural activities and agricultural preservation. District requirements permit residential development with a rather small one (1) acre minimum lot size, and rather narrow setbacks off of the major State roadways. Thus, impact analysis should go beyond the use itself (i.e. single-family residential) and consider larger minimum lot sizes (i.e. 3+ acres) and wider setbacks to inhibit linear sprawl, maintain the rural settlement patterns and anticipate/address on-lot water/sewer issues.
- *Highway Commercial District Revisions:* Presently there are no minimum lot sizes in the zoning ordinance in the Commercial Highway (C-H) District. The C-H District *concept* assumes lots that are typically larger than those in central business districts or villages to provide space for larger or big-box

retailing, on-lot parking, etc. It is recommended that minimum sizes be identified for lots in the C-H District. These may vary between that required in areas having public water/sewer and areas relying on on-lot utilities. Valley Township uses one acre as a minimum size with sewer/water, with larger lots perhaps required to meet on-lot sewer/water permits. This may be a good guide for the County.

- *Adult Entertainment:* The County Ordinance pre-dates the proliferation into small towns/rural areas of and local regulations pertaining to *sexually oriented businesses*. Due to these factors a business of this type may well be eligible for locating in *any* district that allows commercial businesses. Many jurisdictions now exert some influence on these businesses via zoning, defining what constitutes these businesses, where they may locate, whether they require approval by Special Exception or Conditional Use and what types of special or supplemental requirements may apply to their operations. A sample framework for exerting controls on these uses follows:

Definitions:

- Adult Entertainment: All adult oriented businesses or sections of other businesses exceeding fifteen (15) square feet of floor area devoted to the display and selling of materials depicting, describing, or relating to “Specified Sexual Activities” or “Specified Anatomical Areas”, in the form of books, magazines, films, videos, DVD’s, live entertainment or similar trade. This includes but is not limited to adult bookstores, novelty stores and video/motion picture stores/theaters. This type of business also includes adult escort agencies, nude model studios and sexual encounter centers; message parlors, night clubs, bars, taverns, restaurants, arcades, theaters, motels, hotels or similar businesses that provide for entertainment characterized as depicting or displaying “Specified Sexual Activities” and/or “Specified Anatomical Areas”.
- Specified Anatomical Areas: These include less than completely and opaquely covered human genitals or pubic region; human female breast below the top of the areola; and human male genitals in a discernibly turgid state, even if completely and opaquely covered.
- Specified Sexual Activities: These activities include human genitals in a state of sexual stimulation or arousal; acts of human masturbation; sexual intercourse or sodomy; or fondling or other erotic touching of human genitals, pubic region, or female breast.

Supplementary Regulations: Adult Entertainment businesses may be permitted by Special Exception in the [to be determined] District, subject to the procedural requirements for Special Exceptions and the following land use standards and criteria:

- The building or structure of such use shall be located not less than one thousand (1,000) feet from any existing residential use or district; public or private pre-elementary, elementary or high school; church or house of worship; day care center or nursery school; recreation facility; businesses primarily serving or catering to persons under 18 years of age; and public library or any other religious, institutional or educational use.

- No such use shall be located within one thousand (1,000) feet of a similar Adult Entertainment use.
 - No materials sold within shall be visible from any window, door, or exterior of the building.
 - No person under the age of eighteen (18) years of age shall be permitted within an adult commercial store or sold any adult entertainment material.
 - Signage shall be limited to one attached sign no larger than twelve (12) square feet. Signage may be lighted by a covered and recessed fixture located at the top or base of the sign.
- *Sign Standards:* The Ordinance provides some requirements regulating placement, size, setbacks, height and maintenance of signs. It is suggested that additional regulations be considered, including:
- Greater differentiation of permitted signage types (wall, awning, banner, marquee, free-standing, etc.) and requirements *among the Zoning Districts*, with smaller and less intrusive signs in the residential and agricultural districts;
 - In a similar vein, *context-sensitive signage* in the C-H and Village Center (VC) Districts, with the latter being in a more pedestrian scale (i.e. smaller, projecting, etc.);
 - Consideration of *lot frontage* in the calculation of maximum size and/or number of signs in the C-H, VC and Industrial-Limited (I-L) Districts;
 - A definition of *abandoned signage* on a given premises (i.e. 30 days following vacation of premises) to provide a manner of removing irrelevant/outdated signage;
 - A clear definition of *non-conforming signs* and noting their continued use until replacement is necessary, thus clearly stating that “grandfathering” is not indefinite; and
 - Clear *definitions* of the signage types that may include:
 - Free-standing: Any non-movable sign not affixed to a building.
 - Business: A sign that directs attention to a business or profession conducted, or to a commodity or service sold, offered or manufactured or to an entertainment event offered on the premises where the sign is located.
 - Billboard: A sign that directs attention to a business, commodity, service or entertainment conducted, sold or offered at a location other than the premises or land on which the sign is located.
 - Awning: A sign painted on or attached to a removable frame, of the hinged, rolled or folding type, that may have a covering, either combustible or noncombustible.
 - Commercial or Office Center: A directory, on or off premises, used to identify specific enterprises that are located within the commercial, industrial, business or office center.
 - Marquee: A sign painted on, attached to, or consisting of an interchangeable copyreader, on the face of a building, or as part of a freestanding sign.
 - Projecting: A sign other than a wall sign that is attached to and projects from a building face or wall, or from a structure whose primary purpose is other than the support of the sign.

- Wall: A sign fastened to or painted on the wall of a building or structure in such a manner that the wall becomes the supporting structure for, or forms the background surface of the sign and does not project more than ten (10) inches from such building or structure.
 - Window: A sign affixed to the surface of a window, or within the display area of a window, with its message intended to be visible to and readable from the public right-of-way, and/or from adjacent properties.
- *Superfluous Districts:* There are outdated regulations of and references to the Commercial Interchange (C-I) and Industrial-Rural (I-R) Districts in the Ordinance, a holdover from the time when Valley Township (site of the C-I) and Derry Township (site of the I-R) were under County zoning. These townships are no longer under the County Zoning Ordinance due to having local (Valley) or joint (Derry) zoning regulations presently, and these Districts are found nowhere else in the area under County zoning. It is unlikely that the C-I District has any future applicability in the County although and there is no industrial land use recommended in this Plan in sections under County zoning. Therefore, these Districts should be removed from the County ordinance.

Mahoning Township Ordinance

The interplay between agricultural and residential uses constitutes the major suggestions recommended for consideration by the Township.

- *Agricultural Preservation/Residential Intrusion Issues:* The Ordinance permits single-family residential uses on relatively modest sized lots in the Agriculture/Forest (A/F) District. In an effort to maintain the integrity of this District, careful evaluation is encouraged of the potential residential uses, densities and potential impacts on future agricultural activities and agricultural preservation in the A/F District. District requirements permit residential development with a rather small one (1) acre minimum lot size, and rather narrow setbacks (30 feet for front and side). Thus, impact analysis should go beyond the use itself (i.e. single-family residential) and consider larger minimum lot sizes (i.e. 3+ acres) and wider setbacks to inhibit linear sprawl and maintain the rural settlement pattern.
- *Residential Preservation Issues:* Paradoxically the Rural Residential (RR) District permits agricultural uses in an otherwise residential District. In an effort to maintain the integrity of this District, analysis of localized impacts of agricultural uses balanced with an evaluation of the potential for residential uses should be made, with revisions made reflecting this analysis.
- *Dimensional Requirements:* There are relatively narrow setbacks (30 feet front and side) in the Industrial (ID) District, no minimum lot sizes for non-residential development in the Institutional (IN) District and no specific

minimum lot sizes and narrow setbacks (30 feet front/15 feet side) in the Commercial-Highway (C-H) District. The types of development permitted and likely to occur in these districts suggest filling the gap in these respective dimensional requirements, including establishment of some minimum lot sizes in the IN and C-H Districts (i.e. one acre) and wider setbacks in the ID District to mitigate any adjacent land use issues and wider setbacks in the C-H District to provide space for larger retailing and on-lot parking.

- *Organizational:* On-line Zoning Ordinance is part of codified ordinances with no separate table of contents making it difficult to follow. Reorganization with a Table of Contents is recommended in the interest of user-friendliness.

Valley Township Ordinance

There are several suggested recommendations related to conceptual (agricultural) and detailed (floodplain) considerations.

- *Agricultural Preservation/Residential Intrusion Issues:* The Ordinance permits single-family residential uses on relatively modest sized lots in the Agriculture Rural (AR) District. In an effort to maintain the integrity of this District, careful evaluation is encouraged of the potential residential uses, densities and potential impacts on future agricultural activities and agricultural preservation in the AR District. District requirements permit residential development with on a *maximum* but still small one (1) acre lot with a rather narrow 15-foot side setback. Again, impact analysis should go beyond the use itself (i.e. single-family residential) and consider larger minimum lot sizes (i.e. 3+ acres) and a wider side setback to inhibit linear sprawl and maintain the rural settlement pattern.
- *Unmapped District:* The Floodway and Floodplain Districts are noted and defined in the Ordinance but do not appear on the Zoning Map. Floodway/Floodplain mapping/shape files can be readily transferred to a digitized Zoning Map.
- *Sign Standards:* The Ordinance provides some requirements regulating placement, size, setbacks, height and maintenance of signs. It is suggested that additional regulations be considered, including:
 - Consideration of *lot frontage* in the calculation of maximum size and/or number of signs in the Commercial (C-1 and C-2) and Industrial (I) Districts;
 - A definition of *abandoned signage* on a given premises (i.e. 30 days following vacation of premises) to provide a manner of removing irrelevant/outdated signage; and
 - Provision/differentiation of signage for multi-tenant commercial and industrial parks/developments in addition to the businesses therein.

Presently each “property” is allowed no more than two of enumerated types of signs.

- *Village Center Zoning:* Valley Township presently has no district that would reinforce defined village centers, defined as places where residential and defined low-density commercial uses may coexist on smaller lots and correspondingly traditional dimensional requirements. Consideration of this District is suggested for future Township planning in and around the village of Mausdale. Presently the Mausdale area is in two zoning districts, C-1 Commercial (linear strip on north side of PA 642/Liberty Valley Rd.) and R-2 Residential (remainder of village). If considered, discussion on the District may include:
 - *Uses:* Primarily 1 or 2 family residential and low-intensity retailing and personal service businesses as permitted uses, with higher intensity residential and commercial as conditional uses
 - *Dimensional Requirements:* Smaller minimum lot sizes in the range of 7,500 – 12,500 for areas served by water and sewer, setbacks reflecting adjacent existing structures
 - *Supplementary Regulations:* Pedestrian scale signage and adequate off-street parking

Northern Montour Region Ordinance

This ordinance guides development in the Townships of Derry, Limestone and West Hemlock. A Local Future Land Use Map was under preparation during the Update of the County Plan, which will guide revisions to the Ordinance. The County Plan suggests several recommendations for consideration in the revision process:

- *Agricultural Preservation/Residential Intrusion Issues:* The Ordinance permits single-family residential uses on relatively large lots in the Agriculture (A) District. In an effort to maintain the integrity of this District, careful evaluation is encouraged of the potential residential uses and potential impacts on future agricultural activities and agricultural preservation in the A District. District requirements permit residential development with a rather narrow 15-foot side setback and a 50-foot front yard setback. Again, impact analysis should go beyond the use itself (i.e. single-family residential) and wider side setback to inhibit linear sprawl and maintain the rural settlement pattern.
- *Dimensional Requirements:* In addition to the setbacks noted above in the A district, identical (50/15) setbacks exist in the Woodland/Conservation (W) District). Consideration of wider front and side setbacks are recommended to reinforce the stated environmental protection intent of the W District. Conversely, the Village (V) District provides for a minimum of a fifty (50) foot front yard setback, essentially in the village of Limestoneville. New structures/in-fill and additions to existing structures would have to meet this

setback. A narrower or sliding front setback (i.e. keyed to adjacent structures) would be more in keeping with existing setbacks in the village and the concept itself, since few existing structures appear to meet this setback.

- *Industrial District Revisions:* The existing Industrial (I) District presently encompasses a wide swath of Derry Township, including a considerable quantity of agricultural land. It is understood that (1) this is the major concentration of industrial land for the three municipalities and (2) this is in fact an identified Growth Area in this Plan. An early Draft of the County Future Land Use Map showed an Industrial area that while being large was in fact a significant reduction of that originally mapped. At the recommendation of the Derry Township Supervisors the County Future Land Use Map was revised to include some additional industrial areas suggested in a regional Future Land Use Map supplied to the County during this planning process. The Future Land Use Map in this Plan incorporates this recommendation.

Danville Ordinance

- *Multiplicity of Districts:* There are a considerable number of districts in the Borough, including 5 residential and 4 commercial Districts, with just a few differences within these categories. As cases in point,
 - major difference between R1A and the R1B Residential District is allowing medical uses by Special Exception in the latter.
 - major difference between R2A and R2B Residential District is allowing medical uses and mobile home parks by Special Exception in the latter.
 - major differences between C2 and C2A involve signage and off-street parking requirements.

There is nothing inherently deficient in this designation and apparently residents have become familiar with it, although these designations may be somewhat confusing and not terribly user-friendly. Consideration of revising and perhaps reducing these districts is recommended. Some communities merely distinguish among uses and densities in residential districts via R-1, R-2, R-3, R-4, etc.; and among commercial districts similarly via C-1, C-2, C-3, etc. Likewise, in traditional neighborhoods hosting residential and commercial uses, a mixed-use or traditional neighborhood development district is provided that may encourage upper-floor reuse.

- *Historic Overlay District:* The Borough has a free-standing Historic Ordinance that guides construction, renovation and demolition within the identified historic district via an Historic and Architectural Review Board and a review process. Specifically, certain activities involving contributing buildings and structures (i.e. identified on the Danville Borough Historic District Map) are covered and identified as:
 - Changes to roof lines.
 - Changes in the size, style, shape or number of doors, windows or other openings.

- Demolition and/or construction of all porches, fences and walls and the demolition and/or construction of appurtenant elements.
- Structural enlargement or demolition of principle or secondary buildings, or parts thereof.
- All new building construction in the Historic District.

By comparing the Historic District Map with the Zoning Map, the Historic District includes sections of four zoning districts (R-2A, P-1, C-2 and C-2A). Some communities find it helpful to afford their respective historic districts additional protection via an *Historic Overlay District*.

Simply stated, an Historic Overlay may provide for additional land use and dimensional protections that may transcend the underlying conventional districts. To illustrate a potential need in Danville, note the following:

- The Historic Ordinance appears to be oriented towards the identified *contributing structures* in the Historic District, while an Overlay may extend certain controls to *all structures* since changes in land use and dimensional requirements in a non-contributing structure in an Historic District will affect adjacent or nearby contributing structures and the quality of the District itself.
 - There may be land uses that may not be objectionable or inappropriate in the underlying zoning district outside of the Historic District but may be objectionable or inappropriate within the Historic District.
- *Dimensional Requirements:* R-2 and R2-A Districts require 30-foot and the R-3 District 25-foot minimum front setbacks. In these districts, new in-fill development/additions built to these standards may actually not conform to the more traditional setbacks of adjacent or nearby structures. Consideration is suggested to either establishing a *maximum* setback (i.e. the most common deepest existing setback in the districts) or sliding front setback (i.e. keyed to adjacent structures).
 - *Organizational:* The Ordinance has been incrementally updated periodically to address various land use issues including adult entertainment, telecommunications facilities and procedural matters affected by changes to the Municipalities Planning Code. While this updating shows the Borough's intent in keep zoning regulations relevant to changing conditions, the amendments are essentially "attachments" to the body of the Ordinance and thereby somewhat disjoint. A complete revision may be timely, incorporating these incremental amendments and considering the recommendations made in this Plan.

Some Overall Issues among Ordinances

- *Large Lot Sizes:* Consideration of larger minimum lot sizes (i.e. 3-5 or more acres) in areas relying on individual wells as a water supply. In the interest of agricultural and/or resource protection some communities have adopted very large (i.e. 40-50 acre) minimum lot sizes in certain relevant districts.
- *Conservation Overlay Zoning:* This would help preserve existing/potential greenways and trails, identified landscape corridors, stream buffer protection areas and other physical/natural limitations. The *overlay concept provides a level of protection that transcends the underlying zoning districts.* In addition, given the fact that these features generally transcend municipal boundaries, regional coordination in implementing ordinance requirements would be necessary.
- *Common Components:* Development of common district types, definitions and supplemental regulations among the five (5) ordinances countywide. These common components may address:
 - Residential Districts – essentially includes low-density/rural residential, low-density/suburban residential, moderate-density/suburban and high-density/urban; with varying density requirements and specialized requirements
 - Commercial Districts – essentially a central business district, a highway commercial district, a neighborhood commercial district and a village center district; with varying density requirements and specialized requirements
 - Definitions – key terms clearly defined related to uses, special requirements and related zoning matters.
 - Special Regulations – common requirements and regulations related to adult entertainment, mobile home parks, seasonal housing, signage, off-street parking and environmental/natural resources protection standards (i.e. noise, glare, steep slopes, water resources, woodlands, landscaping/screening, etc.)
- *Home Occupations:* Several ordinances (i.e. Danville, Northern Montour and Montour County) treat home occupations as *accessory uses*, or uses inherently permitted as a secondary use to the permitted principal residential use, subject to identified definitions, performance standards and/or thresholds. Consideration of *permitting home occupations as a Special Exception*, subject to certain standards and thresholds is suggested, thereby facilitating the burden of enforcement. Presently, enforcement may be after the fact and difficult to judge due to the lack of a priori definitions/conditions. As a Special Exception Use the burden shifts to the applicant who must identify the parameters of the home business (i.e. type of services, employees, parking, business hours, portion of property to be used as business, etc.) as a part of the Special Exception application and/or

acceptance of conditions made part of the approval by the Zoning Hearing Board.

Village Preservation and Enhancement Zoning and Related

In Pennsylvania, villages are typically unincorporated settlements within townships. In general, the “village” has a certain nostalgic and iconic place in American life, conjuring up images of houses relatively close to tree-lined streets, small shops and businesses accessible by pedestrians, a village green, a house of worship and other public places and slower traffic, as well as being surrounded by agricultural land or open space. In essence, an image of a slower pace and sense of place emerges. All too often though, the image is related to the village as a tourist attraction rather than a place where people may live and work. In fact, the Brookings Institution Study *Back to Prosperity (2003)* noted that in the 1990’s while nearly 75% of the new housing in Pennsylvania was built in rural townships, less than 10% was in the villages. In addition, generic strip commercial development at the gateways and even the business areas of villages and new housing with inappropriate setbacks and spacing have threatened the integrity of the village. Clearly, zoning and other planning tools are needed to preserve, enhance and revive villages.

- *Village Zoning*: Anecdotal thought suggests that due to the wording of many zoning ordinances, it would be impossible to rebuild a village if it burned down. *Perhaps the image of what it would take to rebuild a village should guide the requirements of a village zoning district.* Post-WWII zoning encouraged the separation of land uses such as residential and commercial uses as part of an attempt to segregate potentially conflicting uses and protect public health and safety. A bi-product of this zoning philosophy was that the traditional village concept suffered, since traditional villages included a mixture of each. Rural residential development was encouraged on relatively large lots (1-3 acres) along highways and in agricultural areas and commercial development on the edge of villages or also along roadways. However, “new” thinking in planning, in “Smart Growth” and “traditional neighborhood development” has more recently shown recognition of the value of mixed use villages. Zoning regulations need to reflect this revival. Distinguishing characteristics of village zoning may include:
 - A mix of residential and light commercial uses within a defined village district. Limitations on the maximum square footage for retail establishments are a possible way of defining “light commercial”, as would be the requirement for such uses to be permitted as Special Exceptions or Conditional Uses. In some locales, several types of zoning districts may be delineated (i.e. residential, conservancy, retail, etc.), but this approach appears to be suited for larger villages that do not exist in Montour County;

- Smaller minimum lot sizes as infrastructure or soil limitations for sewer and water permit, with the requirement for additional lot size for businesses than residences (i.e. 20% increment) to allow for parking, access, etc.;
 - Village-friendly sign regulations that may include a prohibition of off-premises signage (i.e. billboards), smaller maximum square footage thresholds, shared parking standards for businesses, permitted means of illumination, permitting pedestrian scale hanging (i.e. perpendicular) signs on commercial establishments and even providing design standards for signage; and
 - Village-specific setbacks for new in-fill development and expansions to existing structures, including consideration of *maximum setbacks* that again reflect what presently exists in the village.
- *Other Zoning:* Since in Pennsylvania villages are usually within townships and thereby often governed by a Township-wide zoning ordinance, coordination with other zoning districts within the respective townships (or County for instances of County Zoning) essentially reserving areas surrounding rural villages for agricultural uses, open space or very large lot (i.e. 40-50 acre minimum) residential development. This can focus certain types of development on the village.
 - *Other Approaches:* A *village growth boundary* can be established that may not only deal with uses and dimensional requirements but identifies the confines of new publicly funded water and sewer lines and service areas. *Design standards* guiding the appearance of structures may also be enacted. *Streetscape enhancements* that reinforce the village “feel” are other structural measures.

All zoning ordinances in effect in Montour County that include a village district should be reviewed to assure that the above concepts are addressed in some fashion. The Valley Township Ordinance presently does not include a village district as noted above. A recommendation for the revision to include this concept was noted earlier.

Transfer Development Rights (TDR)

Nationally, current concern over the rapid and increasing loss of farm land has led to explorations of ways to protect our valuable land resources. When Montour County farmers were asked in a survey in early-2008 what major impediments to their farming operations are they experiencing, the top responses were as follows:

- 61% perceive interference from encroaching residential uses;
- 48% perceive development pressure to convert farmland to non-agricultural uses;
- 48% perceive Local/County regulations/ordinances

Thus, conversion of agricultural land is seen as a local issue due to market forces and regulations. Simply stated, a TDR is a method that provides a landowner with the ability to transfer (sale) their right to develop their land to a different parcel of land. A TDR may be designed to accomplish multiple County priorities including farmland protection, conservation of environmentally sensitive areas and preservation of historic landmarks. Typically, TDR's may be incorporated into local and county zoning regulations. In the context of farmland protection, TDR programs prevent non-agricultural development of farmland, reduce the market value of protected farms and provide farmland owners with liquid capital that can be used to enhance farm viability.

Background

The TDR is not a new concept, having been used throughout the country for the preservation or protection of open space, natural resources, farmland, and urban areas of historical importance. The TDR approach is most suitable in places where large blocks of land remain in farm use. More than 20 states have enacted or amended statutes accommodating the TDR concept. Currently, seven states have TDR statutes specific to farmland protection. A brief explanation of the general principles of TDRs and their current use is essential to understanding how they could be used to protect farmland, natural resources, and open space.

Property ownership can be described as a bundle of individual rights. The ownership of land includes rights pertaining to minerals, timber, agriculture, riparian rights, surface and ground water, air, and development, to name the most common. Use of these rights is not absolute. Governmental entities do have the right to constrain, to a certain extent, a property owner's use of these rights and thus the economic value that the property owner can derive from the property. The most commonly used restraint has been on the exercise of the individual's use of development rights primarily through zoning.

The concept of TDRs provides for *financial compensation to property owners* while society imposes land-use regulations to control growth and development. This approach involves severing the right to develop an area that the public wishes to preserve in low density or open space and transferring those rights to another site where higher than normal density would be tolerated and desirable. The development right is independent of land ownership. The development right becomes a separate article of private property and can be shifted from one area to another and can have economic value.

Concept and Purpose

TDRs are regulatory tools designed to facilitate land use planning. Unlike most community comprehensive plans, the transfer of development rights requires much more certainty of where development will happen and where it will not. TDR programs do more than preserve farmland, natural resources, and open space; they change the way development occurs in a community. However, TDR programs cannot be established in the absence of a comprehensive plan. Implementation of a TDR in the absence of true comprehensive planning represents a failure to recognize that development credit values depend on a stable and predictable real estate environment.

The parcel of land where the rights originate is called the “sending” parcel. When the rights are transferred from a sending parcel, the land is restricted with a permanent conservation easement. The parcel of land to which the rights are transferred is called the “receiving” parcel. Buying these rights generally allows the owner to complete residential/commercial developments at a higher density than ordinarily permitted by the base zoning.

Private developers or local governments purchase the development rights from within the sending areas and transfer them to an area to be developed the receiving area. The owner of the preserved site retains existing use rights while receiving compensation for the development value of the land. As a result, the development potential of the property is, in effect, frozen. By lessening the economic impact of protectively zoned property and enabling the owner to recoup the economic value of the property's frozen potential, the TDR is designed to minimize the objections to such zoning.

Thus, TDR makes it possible for there to be a free exchange (i.e. buying and selling) of development rights without having to buy or sell land. The down zoning (changing of the allowed density to a higher number of acres per unit, i.e., going from one unit or home per five acres to one unit or home per 40 acres) a government entity may impose on a sending area does not necessarily reduce the economic value of the property within that area, because the development rights remain in the landowners' hands and can be used on other properties of the owner or sold to others for use elsewhere.

The most common TDR program allows the landowner to sell the development rights to a developer who then uses those development rights to increase the density of houses on another piece of property at another location (i.e. going from 1/4 acre per unit to 1/6 acre per unit). A variation of that type of a TDR would be a situation in which the developer transfers the development rights from one property to another property the developer owns. The higher density that developers are able to realize is the incentive for them to buy development rights.

Components

There are several main elements of a TDR that must exist in all successful programs:

- A designated preservation zone - sending area
- A designated growth area - receiving area
- An array of development rights that are legally severable from the land.
- A procedure by which development rights are transferred from one property to another.

Without these components, landowners will have trouble finding a buyer for their development rights. The lack of a market for landowners who are mandated to sell their development rights to realize the economic development value of their property could be grounds for legal action. Under a voluntary TDR program, the lack of a receiving area would result in development occurring in the sending area just as before and with little land being protected.

It is essential that developers have an *incentive* to purchase development rights, such as a “density bonus”. As part of the comprehensive plan, a TDR program must provide incentive for the government to increase the building capacity within the receiving zones when TDRs are used. This extra capacity is approved only after the developer transfers the development rights he or she may own or purchases those rights from landowners in the sending areas. It is important to note that receiving areas do not have to be contiguous to the sending area nor do they have to be in one large mass. However, wherever the receiving/sending areas are, the use of TDRs should be consistent with a community's comprehensive plan, future land-use map, zoning, and capital improvement program.

Success Factors

TDRs are very complex and can be very difficult to administer. They can be an effective tool in the preservation of farmland and natural resources; however, they are appropriate only in very limited areas and circumstances. Several features are important in determining the effectiveness of a TDR program are summarized below:

- **Ease of understanding:** A TDR should be simple and easy for landowners and the public to understand. There must be a strong commitment to the TDR approach by the political leadership of the community.
- **Managed Growth:** The TDR should be part of a growth-management program. The county, municipality, or regional planning area must have a solid comprehensive plan and tight zoning ordinances in order to support a TDR approach. The ultimate purpose of a TDR program is to create

more efficient growth patterns. However, it is just as important for there to be long-term growth expectations to assure landowners in the sending area that there is value in their development rights. *TDRs are not suited for very rural areas where there is little or no development pressure on the area to be preserved.* Within the receiving areas, the county, municipality, or regional plan must include policies, zoning ordinances, and capital improvement programs that will assure communities in the designated growth areas that a public facility overload will not result from the TDR density bonus.

- Adequate Incentives: Farmers need adequate incentives to sell their development rights just as developers need adequate incentives to purchase the development rights. Also, the density bonus in the receiving areas must be attractive enough for developers to want to purchase the development rights. The value of the development rights should be predictable and should adequately reflect the true value of the development rights in order to encourage farmers to participate.
- Careful Management: A well-trained planning staff must carefully manage the program. Staff members must be well-skilled not only in the fundamentals of planning but also in public relations to explain the program to politicians, landowners, developers, and the public.

Advantages and Disadvantages

There are opportunities and problems associated with the TDR approach in general. The major benefits of a TDR approach are as follows:

- Protects farmland permanently, while keeping it in private ownership.
- Participation is voluntary and landowners are never required to sell their development rights.
- Promotes orderly growth by concentrating development in areas with adequate public services.
- Allow landowners in agricultural protection zones to retain their equity without developing their land.
- It is market-driven with private parties paying to protect farmland and more land is protected when development pressure is high.
- Can accomplish multiple goals, including farmland protection, protection of environmentally sensitive areas, the development of compact urban areas, the promotion of downtown commercial growth and the preservation of historic landmarks.

Some negative aspects of the TDR approach are as follows:

- The concept is technically complicated and requires a significant investment of time and staff resources to implement.

- It is a relatively unfamiliar concept, with a lengthy and extensive public education campaign required to explain it to citizens.
- The pace of transactions depends on the private market for development rights. Thus, if the real estate market is depressed, few rights will be sold and little land will be protected.

Local Applicability

On the surface, A TDR approach may appear to be well-suited for Montour County as there are large agricultural areas and an identified desire of the farmers and citizens alike to preserve existing agricultural land. A free-standing TDR ordinance could supplement existing land use regulations, resource protection efforts and open space protection initiatives and to encourage increased residential and commercial development density in appropriate areas. Another approach would be to incorporate the TDR approach into zoning regulations, an alternate with a share of obstacles to confront as noted below.

Although, potential receiving areas may be identified as the designated *Growth Corridors/Area* and sending areas have generally been identified as the *Resource Protection/Production Areas*, Montour County will need to work with the municipalities to sell the TDR program. This can be harder than it sounds.

- The receiving areas must have the physical capacity to absorb new development and residents of those areas must be willing to accept higher density development. In essence, the receiving areas must have the infrastructure necessary to sustain the development “sent” from other areas, a factor that inhibits places such as Cooper and Valley Townships from acting as a receiving area presently without water/sewer improvements noted later.
- There are five separate zoning ordinances within Montour County, three of which (Valley, Mahoning and Danville) are individual ordinances covering that respective municipality. The County and Northern Montour ordinances are “multi-municipal” in nature, with the County covering five (5) municipalities (Washingtonville and Anthony, Liberty, Cooper and Mayberry Townships) and the Northern Montour covering three (3) municipalities (Limestone, Derry and West Hemlock Townships). A TDR approach incorporated into zoning regulations must either limit the “sending and receiving” areas within the respective zoning boundaries of each ordinance or include a thorough coordination of zoning incentives for “sending” and “receiving” areas across the confines of the zoning ordinances. As illustrations:
 - A TDR approach where development is sent from Anthony Township (Resource Protection and Resource Production Areas) to Cooper Township (Growth Corridor) can be accommodated within a revision to the County Ordinance, since both townships are within the County zoning jurisdiction.

- Likewise, a TDR approach where development is sent from Limestone Township (Resource Production) to Derry Township (Growth Area) can be accommodated within a revision to the Northern Montour Ordinance, since both townships are within the Northern Montour zoning jurisdiction.
 - A TDR approach where development is sent from Anthony Township (Resource Protection and Resource Production Areas) to Valley Township (Growth Corridor) would require a coordinated revision to both the County and Valley Township Ordinances, since the townships are under distinct zoning jurisdictions.
- Residents of potential receiving areas must be persuaded that the benefits of protecting farmland outweigh the costs of living in a more compact and densely developed areas. Residents of sending areas must be persuaded that the benefits of new development are outweighed by the benefits of protecting farmland. This persuasion process becomes even more of a challenge when the “sending” and “receiving” areas are in different municipalities, due to tax base and developmental considerations

Developing a TDR program is a challenging process. A difficult aspect of developing the TDR ordinance will be deciding on the right mix of incentives. Farmers must have enough incentive to sell their development rights instead of building lots themselves or selling their land to a developer. On the other hand, developers must have a financial incentive to buy development rights instead of building houses and/or commercial projects according to the existing zoning standards. Thus, the County must understand the supply of and demand for development rights in the real estate market in order to establish an appropriate cost for the development rights. In addition, the following technical items will need to be addressed:

- Consensus on specific areas in the County that should be protected;
- The type of transfers should be permitted and allocation of development rights;
- Consensus on where development should be transferred and at what densities;
- Changing zoning in the sending area to create more of an incentive for landowners to sell development rights; and
- Changing zoning in the receiving area to create more of an incentive for developers to buy development rights.

Non-Zoning Alternatives

Future land use may be accommodated by a number of alternatives outside of the conventional approach of zoning, which essentially provides for certain uses and densities in specifically defined districts. The County should continue to coordinate with the County Conservation District to Develop an Agricultural Preservation Strategy covering methods such as:

- ❑ Creating additional Agricultural Security Areas (ASA)
- ❑ Signing voluntary Conservation Easements
- ❑ Expanding CRP/CREP Programs
- ❑ Stream Buffer Protection/ Resource Protection

Agricultural Security Areas (ASA)

ASA's are areas of rural land reserved for agricultural pursuits and protected from other uses and development. An ASA is created after a petition is submitted to the municipal authorities by farmers who collectively own at least 250 acres of viable farmland. These areas are reevaluated every seven years. New parcels may be added to an established ASA at any time, and ASA's may include non-adjacent farmland parcels of at least ten acres. The creation of an ASA is a tool for strengthening quality farmland and protecting it from the urbanization of rural areas. Participants in the ASA program benefit from protection against condemnation, some nuisance ordinances, and hazardous waste sites. Presently, ASA's exist in the Townships of Anthony, Cooper, West Hemlock, Limestone, Liberty and Mayberry.

Purchase Agricultural Conservation Easement (PACE) Program

Amendments to the ASA Law in 1988 authorize a statewide program to purchase agricultural conservation easements from farm landowners who have joined an ASA. The Pennsylvania Purchase Agricultural Conservation Easements (PACE) program provides an option to farmers who want to continue farming but are impacted by nearby nonagricultural development. By voluntarily selling agricultural conservation easements to the Commonwealth and/or County, farmers will be paid a portion of the nonagricultural development value of the property and will not have to sell the farm for conversion to non-farm uses. The land, with a conservation easement placed upon it to prevent development, can continue to be farmed. The purpose of the PACE Program is long-term preservation of productive farmland. However statewide, while PACE is viewed as a popular and proactive agricultural preservation effort, the need always exceeds the funding available for these purchases.

Conservation Easements

A conservation easement is a legal agreement between a landowner and a land trust or government agency that permanently limits uses of the land in order to protect its conservation values. It allows enjoyment of the land to a certain degree, although when a conservation easement is donated to a land trust some land rights are given up. The recipient land trust is responsible for making sure the easement's terms are followed, and there are no governmental regulations/procedures involved. Conservation easements can offer a degree of flexibility, as examples an easement on property containing rare wildlife habitat might prohibit any development while one on a farm might

allow continued farming and the building of additional agricultural structures. An easement may be donated or sold typically to a land trust. By removing the developmental potential of land, the easement lowers market value that in turn lowers the estate tax.

Conservation Reserve Program (CRP)

CRP provides technical and financial assistance to eligible farmers and ranchers to address soil, water, and related natural resource concerns on their lands in an environmentally beneficial and cost-effective manner. The program provides assistance to farmers and ranchers in complying with Federal, State, and tribal environmental laws, and encourages environmental enhancement. This is a USDA program, funded through the Commodity Credit Corporation and administered by the Farm Service Agency, with the Natural Resources Conservation Service providing technical land eligibility determinations, conservation planning and practice implementation. The CRP strives to reduce soil erosion, protect the Nation's ability to produce food and fiber, reduce sedimentation in streams and lakes, improve water quality, establish wildlife habitat, and enhance forest and wetland resources. It encourages farmers to convert highly erodible cropland or other environmentally sensitive acreage to vegetative cover, such as tame or native grasses, wildlife plantings, trees, filter-strips, or riparian buffers. Farmers receive an annual rental payment for the term of the multi-year contract.

Conservation Reserve Enhancement Program (CREP)

CREP is a voluntary land retirement program that helps agricultural producers protect environmentally sensitive land, decrease erosion, restore wildlife habitat, and safeguard ground and surface water. The program is a partnership among various governmental levels and in some cases, private groups. CREP is an offshoot of CRP, the country's largest private-lands environmental improvement program. Like CRP, CREP is administered by USDA's Farm Service Agency. By combining CRP resources with state, tribal, and private programs, CREP provides farmers and ranchers with a financial package for conserving and enhancing the natural resources of farms.

CREP addresses high-priority conservation issues of both local and national significance, such as impacts to water supplies, loss of critical habitat for threatened and endangered wildlife species, soil erosion, and reduced habitat for fish populations such as salmon. CREP is a community-based, results-oriented effort centered on local participation and leadership. CRP and CREP contracts require a 10- to 15-year commitment to keep lands out of agricultural production. CREP provides payments to participants who offer eligible land. For the landowner, CREP is not just a cost-effective way to address rural environmental problems and meet regulatory requirements; it can provide a viable option to supplement farm income as well. Land must also meet cropping history and other eligibility requirements. CREP supports increased conservation practices such as filter strips and forested buffers. These conservation practices help protect streams, lakes, and rivers from sedimentation and agricultural runoff.

Stream Buffer Protection

A stream buffer also called a Riparian Zone is a vegetated area that may include trees, shrubs and herbaceous vegetation, which exists or is established to protect a stream system, water body, wetland and/or 100-year floodplain. Aquatic buffers serve as natural boundaries between local waterways and existing development and help protect resources by filtering pollutants, providing flood control, alleviating streambank erosion,

mitigating stream warming, and providing room for lateral movement of the stream channel. While there is often overlap between the role of buffers and conservation areas, buffers differ in that they are a specific planning tool to protect stream quality and aquatic habitat.

The aquatic corridor where land and water meet may require special protection in the form of buffers. It is recommended that a buffer be placed along a stream, major water body shoreline, wetland and 100 yr floodplain. A buffer has many uses and benefits. Its primary use is to physically protect and separate a stream, lake, or wetland from future disturbance or encroachment. It can also provide aesthetic and passive recreational opportunities. In general terms, 200-ft minimum buffer extending out from the shoreline of the major water bodies including Lake Chillisquaque and the Susquehanna River is recommended. A 100-ft buffer extending on either side a stream is recommended. Wetlands and 100-yr floodplains should be protected to their natural boundaries.

The basic structure of a stream buffer is broken up into three zones, each with different functions, width, vegetative targets, and allowed uses.

- ❑ The streamside zone should be maintained as mature forest, with strict limitations on all other uses. It also produces the shade and woody debris that is so important to stream quality and biota.
- ❑ The middle zone is typically 50 to 100 feet usually targeted toward a managed forest with some allowable clearing.
- ❑ The outer zone, usually about 25 feet, encourages forest, but also can include turf.

The three-zone buffer is variable in width and should be increased to allow for protection of special areas such as wetlands and the floodplain as appropriate. Some counties and local governments in the nation have enacted stream buffer ordinances with the intent to:

- ❑ establish minimal acceptable requirements for the design of buffers to protect the streams, wetlands and floodplains;
- ❑ protect the water quality of watercourses, reservoirs, lakes, and other significant water resources;
- ❑ protect riparian and aquatic ecosystems; and
- ❑ provide for the environmentally sound use of land resources.

This type of ordinance can and should be coordinated with local floodplain, subdivision/land development and zoning regulations.

Subdivision and Land Development Regulations

Subdivision and Land Development Ordinances (SALDO) comprise another element of the regulatory framework affecting future land use in Montour County. While zoning deals with the type and location of land uses, dimensional requirements and specialized land use requirements, a SALDO is oriented towards the layout of residential subdivisions and residential/non-residential land developments. Subdivisions and land developments in Montour County are subject to various SALDO's, with individual ordinances in the Townships of Valley, Mahoning, Northern Montour (i.e. Townships of Derry, Limestone and West Hemlock) and Danville Borough. The County SALDO covers the remaining municipalities, specifically Washingtonville and the Townships of Anthony, Liberty, Cooper and Mayberry.

Montour County SALDO

The following recommendations are suggested in revising the County SALDO:

- ❑ *Definitions:* The definitions are overall rather detailed although some are vague and discretionary (i.e. small scale development) and others scattered or repeated in other sections (i.e. campgrounds). A clear and complete definitions section is recommended.
- ❑ *Inconsistencies:* Parking/Loading space ratios differ at places between those required in the County Zoning and County SALDO. Obviously, they should be coordinated and consistent.
- ❑ *Vagueness:* Some discretionary judgment is inherent in application of various standards and regulations (i.e. screening in residential developments). Revised requirements should as specific as possible with little left for discretionary judgment by the County official.
- ❑ *Special Subdivisions/Land Developments:* There is a very brief section of clustered development but little in the way of requirements. Consideration of the *Conservation Subdivision Approach* (see below) is recommended.
- ❑ *Groundwater Issues:* There is minimal attention to groundwater issues in the requirements, and a number of the municipalities covered are experiencing groundwater issues. Section 4.082 allows the Planning Commission ("may require") to request the applicant to demonstrate reliable groundwater supply, but does not require it. It is recommended that the applicant be required to submit documentation (i.e. hydrogeological study) that groundwater is available and adequate to sustain the proposed subdivision or land development, for development relying on individual wells.

Mahoning Township Ordinance

Overall, the Township SALDO is very detailed. The following recommendations are suggested for consideration by Mahoning Township:

- ❑ *Special Subdivisions/Land Developments:* There are very detailed standards and requirements for clustered residential development. As an alternative, consideration of the *Conservation Subdivision Approach* (see below) is recommended.
- ❑ *Groundwater Issues:* There is minimal attention to groundwater issues in the requirements. Section 4.05(C) allows the Township (“may require”) to request the applicant to demonstrate reliable groundwater supply, but does not require it. It is recommended that the applicant be required to submit documentation (i.e. hydrogeological study) that groundwater is available and adequate to sustain the proposed subdivision or land development, for development relying on individual wells.
- ❑ *Organizational:* On-line SALDO is part of codified ordinances with no separate table of contents making it difficult to follow. Reorganization with a Table of Contents is recommended in the interest of user-friendliness.

Valley Township Ordinance

Overall, the Township SALDO is fairly detailed. The following recommendations are suggested for consideration by Valley Township:

- ❑ *Special Subdivisions/Land Developments:* There is no discussion of clustered development in general. Consideration of the *Conservation Subdivision Approach* (see below) is recommended. In addition, there are no regulations and standards guiding mobile home park and seasonal home developments. Consideration of articles identifying relevant standards and requirements for these developments is recommended.
- ❑ *Groundwater Issues:* There is minimal attention to groundwater issues in the requirements. Section 4.05(B) allows the Township (“may require”) to request the applicant to demonstrate reliable groundwater supply, but does not require it. It is recommended that the applicant be *required* to submit documentation (i.e. hydrogeological study) that groundwater is available and adequate to sustain the proposed subdivision or land development, for development relying on individual wells.
- ❑ *Definitions:* The definitions are overall rather detailed although some do not match those in the MPC (i.e. mobile home, land development exclusions, etc.). For those definitions appearing in MPC consistency is recommended.

Danville Borough Ordinance

As is the case with many SALDO's in built-up areas, the "land development" requirements are probably at least or more important than requirements related to subdivisions.

- *Minor Subdivisions:* The Borough SALDO defines a minor subdivision as involving fewer than five (5) lots. One would expect that such subdivisions would perhaps be more common in built-up boroughs than larger subdivisions, giving existing development and developmental pressures. However, there are minimal requirements and standards for Minor Subdivision in the Borough. Design standards and performance standards are suggested to be included in a revised SALDO tailored towards the minor subdivision.
- *Large Scale Developments:* The Borough recognizes the need to guide higher density or intensity development even though the SALDO does not identify specific design or performance standards associated with these types of developments. Major identified components of "Large Scale Development" in the SALDO are complete communities (undefined) or neighborhood units (undefined) or other developments of 10 acres or more, with no detailed definition. In fact the entire subsection is both brief and vague:
 - "Subsection 118.8 Large-scale developments - The standards and requirements of this chapter may be modified by the Borough Council in the case of plans for complete communities or neighborhood units or other large scale developments of ten (10) acres or more which, in the judgment of the Borough Council, achieve substantially the objectives of the regulations contained herein and which are further protected by such covenants or other legal provisions as will assure conformity to and achievement of the plan".
 - Consideration is suggested to develop specific and appropriate design and construction standards for these developments, clear definitions of the types of development included and any special site planning requirements associated with parking lots, screening, outdoor lighting, etc.

Northern Montour Ordinance

The Northern Montour SALDO is fairly detailed, with the following recommendations suggested in a future revision:

- *Definitions:* While the definitions are detailed, the definition of conversion apartments mentions "family" and does not define it; leaving the potential for conversions for non-family households to be outside of the regulatory framework. Simply substituting the word "household", with a definition inclusive of single- and multiple-person households, for "family" would resolve this gap.
- *Groundwater Issues:* There is minimal attention to groundwater issues in the requirements. Section 4.05(C) allows the Township ("may require") to request the applicant to demonstrate reliable groundwater supply, but does

not require it. It is recommended that the applicant be *required* to submit documentation (i.e. hydrogeological study) that groundwater is available and adequate to sustain the proposed subdivision or land development, for development relying on individual wells.

- *Mobile Home Standards:* There are rather detailed land development standards in the SALDO but no separate Mobile Home Park standards instead relying on the zoning ordinance for Mobile Home Park standards, which are fairly detailed (i.e. detailed lot, utilities, parking, etc.). Consideration of Mobile Home Park as a land development with specific requirements and a separate Article is suggested. Placement in the Zoning Ordinance essentially places appeals under the jurisdiction of the Zoning Hearing Board while placement in the SALDO gives that role to the Planning Commission and ultimately the municipalities.
- *Special Subdivisions/Land Developments:* There is no discussion of clustered development in general. Consideration of the *Conservation Subdivision Approach* (see below) is recommended.

Overall Subdivision and Land Development Recommendations

Certain land development planning recommendations transcend the confines of single ordinances and relate to more generalized land planning. These recommendations include:

- Encourage the *Conservation Subdivision Approach* in residential subdivision planning that works with identified primary and secondary natural features/resources, especially suited for subdivisions in areas having public or community water and sanitary sewer systems.
- Encourage municipalities to revise/adopt stormwater requirements that reflect the Pennsylvania Stormwater Best Management Practices (BMP) Manual.
- Develop and implement an Education/Outreach Program focused around educating developers, farmers, sellers and buyers about the local ground water issues. Promote a similar type program for use in School Districts.
- In areas not supplied by a public water system, *require* that subdividers/land developers carry out a hydrogeological that demonstrate a reliable water supply.

Specialized Analysis – Conservation Subdivision

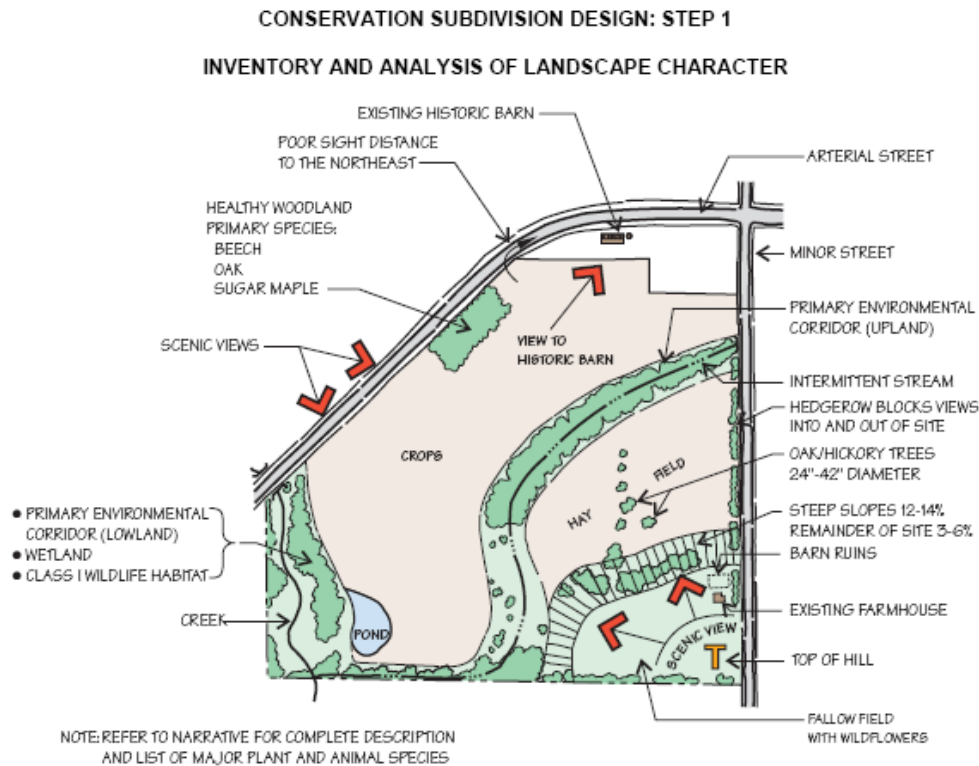
A detailed illustration of the Conservation Subdivision Approach follows:

Definition: Conservation subdivisions are characterized by common open space and clustered compact lots. The purpose of a conservation subdivision is to protect farmland and/or natural resources while allowing for the maximum number of residences under current community zoning and subdivision regulations. In some cases a greater density (density bonus) may be offered in the local ordinance to encourage this approach to residential development planning.

Background: Conservation subdivision design, sometimes referred to as cluster development design, involves the grouping of dwellings on a portion of a development parcel in order to preserve the remainder of the parcel in open space. Management options for the open space areas include, among others, preservation of existing natural features, restoration of natural conditions, and continued agricultural use. The open space may be owned by a homeowners association, the local municipality or County, the State, a land trust or other private conservation organization, or the original landowner. Conservation easements and deed restrictions should be used to protect the common open space from future conversion to more intensive uses.

Comparisons: In comparison to conventional subdivision designs, conservation subdivisions afford greater opportunity for preserving open space and maintaining the natural resources of the parcel being developed. When properly designed, the visual impact of new residential development from surrounding streets and adjoining parcels can be minimized and significant natural features and agricultural lands can be protected from development. Public infrastructure maintenance costs may be reduced due to shortened street and utility lengths. Generally, conservation subdivisions are *density neutral* (except where a density bonus is offered). Density neutrality means that the same numbers of lots are built in a conservation subdivision as would be built in a conventional subdivision. Thus, a conservation subdivision maintains the same level of density as a conventional subdivision, where lot-by-lot subdivisions spread development evenly throughout a parcel without consideration to environmental or cultural features. Thus, the primary difference between conservation and conventional subdivisions involve the location of the homes on one part of the parcel.

Site Analysis: The design of a conservation subdivision around the area to be preserved first requires a proper site analysis. The analysis should identify existing features that determine the landscape character of a site and analyze those features to determine the desirability of preserving them. A site analysis should also identify features that present obstacles that must be considered and overcome in the design. The inventory of existing conditions should include all natural and human-made features of a site. Some of these (primary features) will be natural areas protected by regulations such as floodplains, wetlands and water bodies. Other areas (secondary features) that are developable but contain certain features that may lend character to the rural landscape should also be identified. Such areas could include hedgerows along an abutting road or dividing two fields, a stand of trees atop a rise, diverse woodlands, meadows, farm fields, wildlife habitats, scenic viewsheds, steep slopes, historic buildings or ruins and fencerows. Other site features that must be accommodated in the design may include power line rights-of-way, transmission towers, utility easements, and drainage ways.



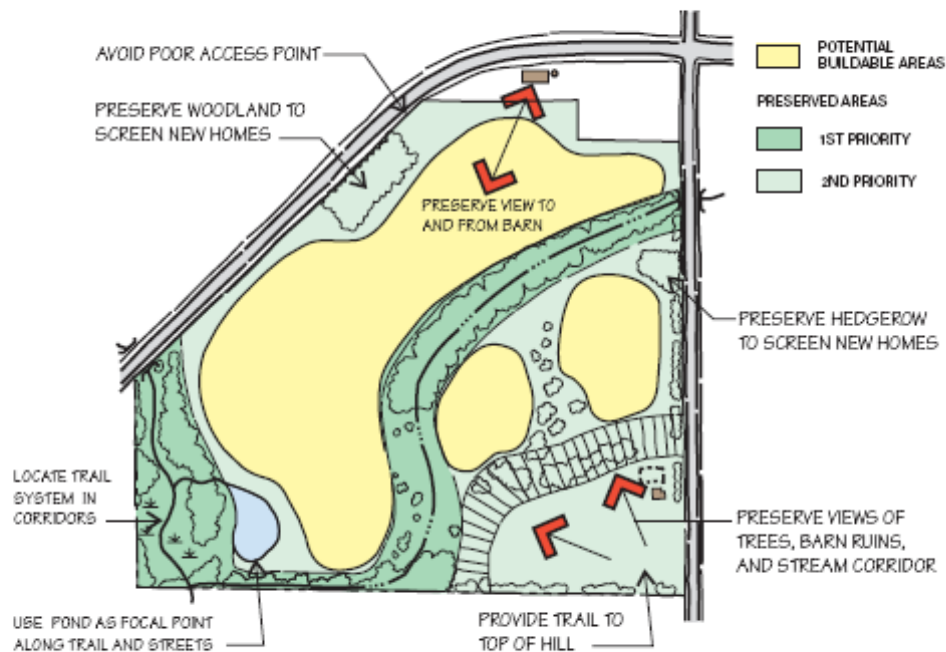
A site analysis for the purpose of conservation subdivision design would supplement and precede the engineering information normally required for a conventional subdivision. When the approval process moves to the preliminary plat stage, the conservation subdivision layout would then be adjusted to accommodate engineering considerations.

Source: SEWRPC.

Delineation of Preservation Areas: After determining the existing conditions on a site, the next step is to determine which areas should be preserved. Areas of primary and secondary priority for preservation should be identified. The more open space areas are connected, the more valuable they become. The concept of connectedness is very important when trying to preserve meaningful open space. Fragmented open space areas lead to disrupted wildlife migration paths, nonfunctional wildlife corridors, inefficient farming operations, and piecemeal trail systems. Areas of disconnected open space preserved on a variety of development parcels, while valuable to some degree, cannot have the same impact on preservation of landscape character as continuous open space does. When areas of open space in conservation subdivision developments on adjacent parcels abut each other, the impact on landscape character is greater than if they are separated by visible development.

CONSERVATION SUBDIVISION DESIGN: STEP 2

PRESERVED AREAS PLAN



Areas of first and second priority for preservation should be identified and preservation areas should be connected.

Source: SEWRPC.

After designating first priority areas for preservation, regulated environmentally constrained areas and areas that provide connections to offsite open space, areas of second priority are added. These would include other developable areas with natural features that have been identified as contributing to the particular rural landscape character of the site, as seen from adjacent roads and other public ways, as well as from within the site. Some judgments may have to be made at this stage as to the desirability of preserving certain areas of marginal

value. For example, a hedgerow with weak-wooded or diseased trees may not be desirable for preservation, while retaining open areas to eventually be landscaped to screen new homes is desirable.

Conceptual Design: When preservation areas are set aside, their outlines give shape to the building areas. On many development parcels, the areas available for building will be larger than the area needed to accommodate the permitted number of lots. Thus, the third step in the conservation subdivision design process is to determine more specifically the preferred locations of building lots and how best to provide access to them with street, as graphically depicted for the hypothetical sample used here on the following page.

CONSERVATION SUBDIVISION DESIGN: STEP 3

STREET AND LOT LAYOUT



After areas for preservation are identified, specific locations for building lots and streets are determined.

Source: SEWRPC.

While general municipal engineering principles should be followed, no detailed site engineering is done at this stage, although relevant zoning and subdivision regulations should be met consulted to determine the feasibility of the proposed development concepts. It is beneficial for both the developer and the municipality to reach a consensus on a conceptual sketch plan before the developer incurs the costs of preliminary engineering. During review of the sketch plan, design changes are easier to make by the developer. Thus, there may be general agreement before detailed site planning and submissions occur.

Ideally, the result of this process will be that streets and houses blend into the landscape in a natural way that protects the character of the site as seen inside and outside of the site. This is the exact opposite of “conventional” design with houses being forced onto the landscape in a form determined by rigid lot sizes and the configuration of parcel boundaries.

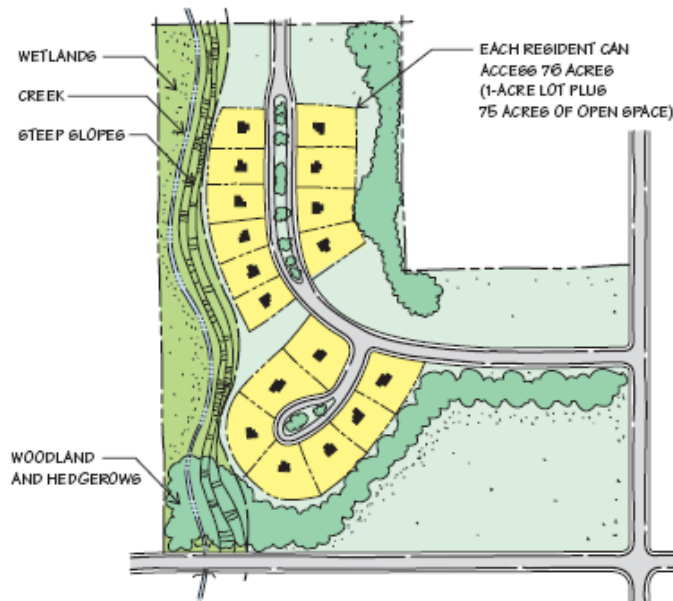
Examples of Designs: There are a number of illustrations of the results of the Conservation Subdivision design process. A comparison with examples of the “conventional” approach is instructive as well, and appears on the following pages. While each is different, the common threads are smaller lot sizes (eased in areas having water and sewer) and retention of certain resources.

CONVENTIONAL SUBDIVISION DESIGN



Acre: 104
 Lots: 17
 Density: 1 Dwelling Unit / 6 Acres
 Average Lot Size: 5 Acres
 Common Open Space: 0%

CONSERVATION SUBDIVISION DESIGN



Acre: 104
 Lots: 17
 Density: 1 Dwelling Unit / 6 Acres
 Average Lot Size: 1 Acre
 Common Open Space: 75%

Through a reduction in lot size, open space can be created without losing density.

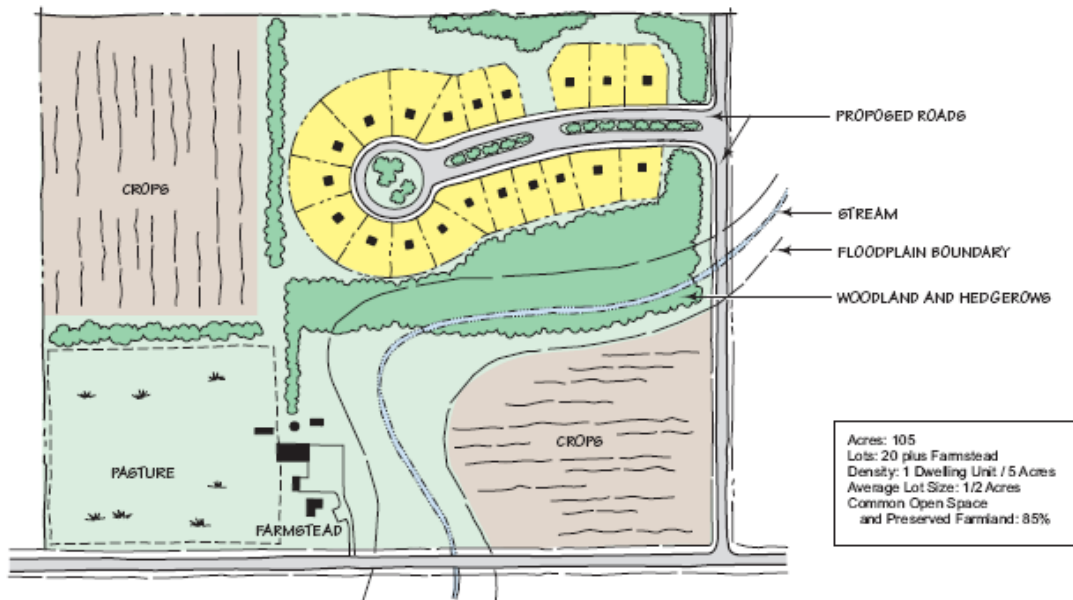
Source: SEWRPC.

In the above design both lay out a 17-lot subdivision on 104 acres. The Conservation subdivision achieves this via smaller lot sizes (1 ac), while preserving more of the site surrounding the lots as open space and avoids rear of houses facing fronting roadway.

CONVENTIONAL SUBDIVISION DESIGN



CONSERVATION SUBDIVISION DESIGN

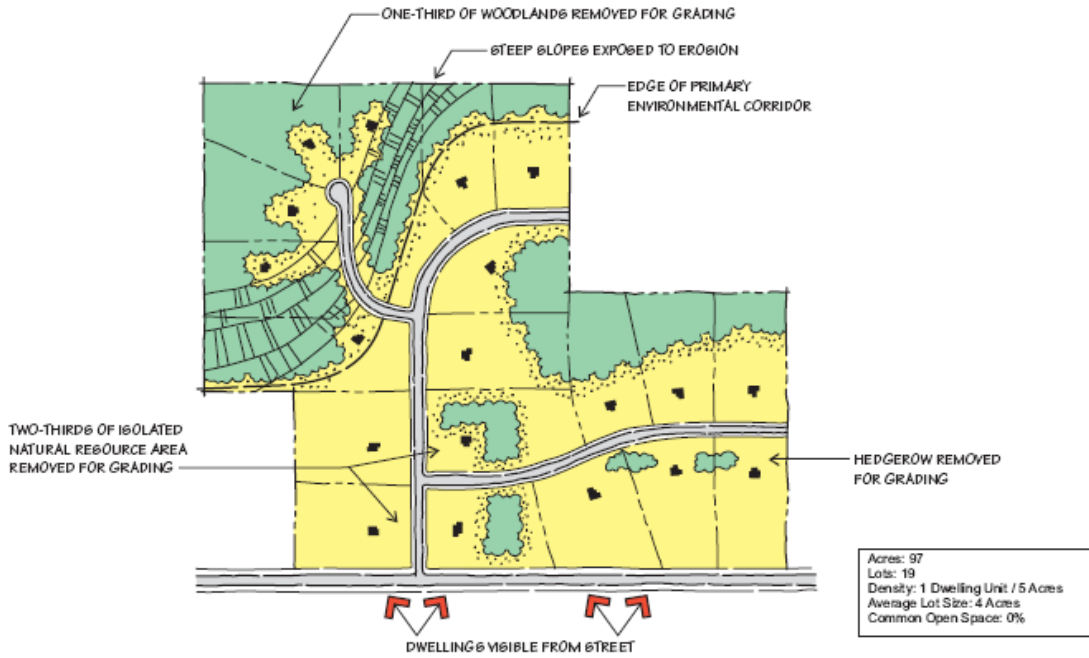


Conservation subdivision development can help preserve farming activities.

Source: SEWRPC.

In the above example, both yield 20 lots and retain a farmstead while the Conservation Subdivision layout also retains considerable agricultural activities, avoids lot intrusions by and ownership of water features and imposition of suburban style of cul de sac.

CONVENTIONAL SUBDIVISION DESIGN



CONSERVATION SUBDIVISION DESIGN



Conservation subdivisions can preserve environmental features and views.

Source: SEWRPC.

The above yield 19 lots on 97 acres, while the Conservation Subdivision design preserves natural features and views from the fronting roadway.

Economic Base

The economic base of a community or region is a vital part of everyday life, providing commerce, disposable income and reinforcing the area as a destination. The Montour County economy has been transitioning from one historically anchored in manufacturing to one anchored in services, especially health care and social services. In fact, health care and allied services clearly dominate now, making the County a “net importer” in relation to employees and job opportunities. Simply stated, many persons commute to the County to work. Meanwhile, commercial offerings are fairly diverse in and around Danville, and the Central Business District is relatively intact and historic. At the same time a distinct industrially-oriented development site is emerging in Derry Township, while agriculture remains vibrant in many sections of the County. Certainly the County has the “raw materials” necessary for a strong economic base into the future.

GOAL: To retain and appropriately expand the economic base of the County

OBJECTIVES:

- ❑ The health care segment provides numerous benefits for the County, such as stable employment, family-sustaining and effectively makes the County a “destination”. It is critical that this segment be maintained and expanded; however, it is prudent to encourage continued growth in sectors not reliant on the health care/social service sector. A more diverse economic base is needed to enhance the economic future of the County and make it less reliant upon one or a few sectors.
- ❑ Focus industrial related economic and employment opportunities in and around the PP&L and US Gypsum operations in Derry Township.
- ❑ Encourage development of “growth corridors”, embracing commercial, industrial, services, health care, educational and tourism development at the appropriate locations having the access and infrastructure to attract and maintain it. Growth Corridors have been identified along the Rt. 11 Corridor, Rt. 54/I-80 Corridor and Rts. 54/254 Area in Derry Township.
- ❑ Designate remaining sections of the County agricultural and open space as Resource Protection/Production areas, focusing on agricultural and natural preservation and scattered less intensive residential development.
- ❑ Explore methods to overcome tax exempt businesses.
- ❑ Pursue the *Elm Street Program* (PADCED) for residential/mixed use areas adjacent to the Danville Central Business District in Danville and Mahoning Township.

IMPLEMENTING STRATEGIES – Economic Base (see following text for details)

Strategic Actions	Priority	Implementing Agencies & Partners	Potential Funding Sources	Notes/Comments
Adopt the Growth Corridor approach for strategic developmental efforts	High	MCPC, Danville, Derry, Valley, Cooper & Mahoning	LUPTAP – non-structural USDA/RUS - Business and Industry Guaranteed Loans; Rural Business Enterprise Grants; Rural Business Opportunity Grants; Rural Economic Development Loans/Grants PADCED - Community Economic Development Loans; First Industries Fund; Opportunity Grant Program	Includes non-structural activities such as revisions to Zoning/SALDO, linking sewer & other infrastructure Part of the coordinated regional land use and development planning approach
Elm Street Program	Medium	Danville & Mahoning	DCED Elm Street Program; especially Residential Revitalization Component	Keyed to specific corridors – Bloom, Walnut & West Market
County Ombudsman	Medium	County Commissioners & MCPC	County; potential administrative funds from secured grants	Technical assistance for municipalities and County with position assigned to MCPC

Note on Priority: High = 0-2 years; Medium 3-5 years; Long = 5+ years

- OTHER POTENTIAL SOURCES - Economic Development
 Community Development Block Grant (DCED)
 Community Economic Development Loan Program (DCED)
 Community Revitalization Program (DCED)
 Housing/Redevelopment Assistance Program (DCED)
 Industrial Sites Reuse Program (DCED)
 Main Street Downtown Anchor Building Grant (DCED)
 Main Street Downtown Revitalization Grant (DCED)
 Main Street Program (DCED)
 Pennsylvania Small Business First Program (DCED/EDA)

RECOMMENDATIONS

Growth Corridor

Implement a developmental approach focused on the Growth Corridor concept.

Background: The “Growth Corridor” concept focuses development to rather confined areas and pursues a policy of limited, light intensity or no development in other areas. This Plan talks primarily in terms of residential, commercial and industrial expansion with the Growth Corridors identified on the *Generalized Conceptual Land Use Map*.

- ❑ The Route 11 Corridor from Danville east through Mahoning and Cooper Townships is an emerging business center capable of sustaining health care and allied services, office development and retail commercial development;
- ❑ The Route 54/I-80 Corridor from Danville north into Valley Township, primarily on the eastern side of Rt. 54, capable of sustaining office and highway-retail oriented commercial; and
- ❑ The Routes 54/254 Growth Area in Derry Township sustaining industrial development.

Summary: The end result of this conceptual developmental approach is of course to plan higher intensity growth and development for those areas having the natural and infrastructural ability to sustain it, thereby removing developmental pressures elsewhere. The upshot of this focused developmental effort would be to preserve other appropriate areas sustaining agriculture, forest resources and scenic/natural resources.

Elm Street Program

Development of an application for the *Elm Street Program* for submission to the Pennsylvania Department of Community and Economic Development covering residential/mixed use areas adjacent to the Danville Central Business District in Danville and Mahoning Township. Candidate areas for consideration are suggested for the following:

- ❑ The Bloom Street Corridor in Danville and Mahoning Township;
- ❑ The Walnut Street Corridor in Danville; and
- ❑ West Market Street and the remainder of the Historic District in Danville.

Background: Elm Street is relatively new DCED program, primarily involved in Residential revitalization, with the following goals:

- ❑ Revitalization of residential corridors that approach the downtown commercial districts by improving exterior appearance of buildings and streetscape;

- ❑ Formalize the connection between the residential neighborhoods and downtown revitalization;
- ❑ Prevent neighborhood decline by developing a plan that includes a sustainable community organization that will implement the 5-year strategy; and
- ❑ Assist municipalities in preparing and implementing a revitalization strategy in proximity to a Main Street Program/commercial district;

The reasoning behind the program is that restored downtown commercial areas will be far more attractive to visitors and customers if the neighborhoods adjacent to them are just as appealing. Elm Street follows a five-point approach (i.e. organization, promotion, design, clean/green/safe activities and neighborhood restructuring) similar to the Main Street four-point approach.

Local Applicability: In this case, the existence of mixed residential/commercial areas in Danville and Mahoning Township and the historic structures/district in Danville pose an opportunity for a concerted Elm Street approach that offers financial incentives for minor exterior revitalization and associated streetscape enhancements. The Program provides Residential Reinvestment Grants that may be used to carry out physical improvements within an established residential neighborhood that is characterized as follows:

- ❑ within ½ mile from a commercial district
- ❑ pedestrian-oriented and dominated by traditional older buildings, preferably within a local historic district or National Registered Historic District which has existed as a residential neighborhood since before 1961
- ❑ in need of revitalization
- ❑ there is a connection between the planned activity and the downtown or the Main Street revitalization the community must have an acceptable Comprehensive Strategic Plan in place that includes the proposed project as a priority

Programmatic Issues: Typical grant sizes are in the range from \$50,000 to \$250,000 but could be higher depending on the project and other factors. Leveraging with other funds makes the project more competitive. Overall, eligible activities are projects that help eliminate decline within the community's traditional residential district and may include:

- ❑ Infrastructure and structural improvements including but not limited to streets, street lights, trees, exteriors of buildings and sidewalks or other pedestrian oriented features.
- ❑ Structural improvements of buildings for mixed use;
- ❑ Acquisition of properties that could have historical significance through a subsidized loan program in conjunction with local financial institutions to encourage increased home ownership;
- ❑ Facade improvement grants for exteriors, such as painting, siding, coverings, design assistance, and historically accurate improvements, limited to \$5,000 per property. Façade improvements are possible for non-residential buildings and rental properties but must be matched. There are some matching requirements for homeowners whose income is 115% of the median income for the community.

- ❑ Other activities including acquisition, demolition, code violation, corrections and improvements, emergency housing repairs, ADA ramps, passive “pocket parks” and others.

Summary: The Elm Street Program can address many issues in residential/mixed-use areas via multi-year State funding. The program includes minor aesthetic improvements to housing units (i.e. painting, minor code) with assistance up to \$5,000 per unit, physical streetscape improvements (i.e. sidewalks, benches, lighting, etc.) and traffic calming techniques (i.e. signal improvements, raised crosswalks, etc.). It does require focused program planning, public engagement and coordination with downtown and other on-going revitalization efforts.

County Ombudsman

Montour County is comprised largely of rural townships and a small urbanized area comprised of Danville, Mahoning Township and a portion of Valley Township. The communities and even the County have limited staff capacities, with some staff members “wearing several hats” at any given time. There are significant issues and opportunities facing the County, including limited financial resources, serious existing and anticipated groundwater issues and tax base issues resulting from large tax exempt institutions. For these reasons, the establishment of a *County Ombudsman* is recommended as a point of coordination among various communities, developmental officials, County agencies and the economic players.

Classically, an ombudsman fields citizen complaints in relation to governmental actions/programs and tries to find an equitable solution. As such, she/he is a “go-between”. In the case of Montour County, the position may include this role but takes on a little different meaning. This “intermediary” is not only a point of contact but ideally a point for technical assistance and coordination. As a paid professional, the ombudsman is outside the “political” realm and may be viewed as a point of technical assistance especially in regional matters. Some functions may include:

- ❑ Leading and maintaining discussions with tax exempt enterprises on a meaningful “fair share” payment in-lieu of taxes program that reflects the financial implications and impacts as well as tax funded services received by them.
- ❑ Representing the needs of the County and serving as a liaison between the County needs and funding sources
- ❑ Acting as technical staff to local governments and civic/social agencies in programmatic and funding activities.

Physical, Natural and Cultural Resources

A considerable base of information was gathered providing a context for planning in Montour County, and in fact was the basis for the preparation of a *Developmental Constraints Map* that identified specific areas that sustain significant physical constraints for development, which can be translated into resource conservation areas with certain restrictions that become part of zoning requirements or free-standing ordinances (i.e., stream buffer ordinance). Significant resources affecting planning on development and preservation include prime farmland, water resources, landscape corridors and critical natural areas among others. Perhaps the most visible resource-based issue that was raised during the planning process is the groundwater issue that is especially salient in the northern and central sections of the County, affecting not only residential development but potentially the development in and around the Routes 54/254 Growth Area in Derry Township. The major mineral resource is limestone, which primarily underlies western and central portions of the County.

GOAL: To preserve and conserve critical natural and environmental features that defines the County

OBJECTIVES:

- ❑ Preserve water resources – surface, ground and springs
- ❑ Preserve and maintain water resource areas such groundwater recharge areas typically in the northern section of the County.
- ❑ Encourage development in or directly adjacent to existing built-up areas and the preservation of the agricultural sections of the County.
- ❑ Preserve the existing concentrations of Prime Agricultural Soils and other land currently in productive agricultural use.
- ❑ Encourage sound water supply and wastewater management planning/activities
- ❑ Encourage low impact nature-tourism at the Montour Preserve
- ❑ Preserve 100-year floodplains and preserve wetland areas so that they can perform their natural functions.
- ❑ Natural gas extraction and other resource production opportunities
- ❑ Preserve and enhance vegetated linear riparian buffers areas along surface waters providing stream bank and channel stabilization, reducing erosion and pollution, storing nutrients and managing runoff, while providing for passive recreational opportunities.

IMPLEMENTING STRATEGIES – Physical, Natural and Cultural Resources (see following text for details)				
Strategic Actions	Priority	Implementing Agencies & Partners	Potential Funding Sources	Notes/Comments
Carry out Hydrogeological Groundwater Analysis	High	County, MCPC and impacted municipalities	Local/County; estimated \$50,000+/-	Focus on groundwater capacities, supplies and delineation of wellhead protection areas/aquifer protection overlay district for zoning
Implement resource-based changes to local regulations	Medium	MCPC and municipalities w/local zoning/SALDO; requires coordination via MCPC	LUPTAP	Incorporation of large lot sizes in appropriate rural districts, overlays for certain resources and TDR
Non-regulatory resource protection measures	On-Going	MCCD, local farmers & landowners	NA	ASA's, Conservation Easements & CRP, CREP
Development of a Natural Resources Management Plan	Long	County, DCNR, area environmental agencies	TBD – mix of private, State, Federal & foundations as potential	Educational & regulatory elements related to the management of forest & water resources
Cultural Heritage - Overall	On-Going	Montour County Historical Society & Columbia-Montour Visitors Bureau	Local, foundation, PHMC, DCNR & DCED	Continuation of education, preservation & promotion associated with industrial, transportation, commerce, agricultural & natural heritage themes;
State Heritage Area designation	High	Counties of Montour, Snyder, Union, Northumberland & Columbia	DCNR – State Heritage Area Program, County, private & local	Formal SHA designation or regional heritage-oriented region

Note on Priority: High = 0-2 years; Medium 3-5 years; Long = 5+ years

- Developing a balanced countywide forest management approach that would establish the procedures and methods for managing the County's forest resources.
- Encourage best management practices in forestry, agriculture, stormwater management.

RECOMMENDATIONS

County and Municipal roles vary from direct action, such as incorporating preservation and developmental areas into local zoning or stream buffer ordinances and/or applying for State funds for trails and sidewalks that are part of the trail system, to more indirect roles such as encouraging farmers and other landowners to participate in certain conservation programs or implement conservation easements.

Hydrogeological Groundwater Analysis

There is considerable concern within the County over the use and capacity of the groundwater resource. Officials from several northern townships relate stories of very low groundwater yields and concerns over the drawdown of the resource by water intensive industries. It is recommended that the County complete a specialized hydrogeological study on groundwater to address:

- Supplies and capacities in the areas having groundwater problems (i.e. draw down testing, sources, yields, etc.); and
- Identify "wellhead protection areas" that would be used in zoning and SALDO reviews.

Hydrogeological studies may investigate regional areas within water district boundaries, river drainage basins, or multi-county aquifers. These investigations typically require the collection and analysis of large amounts of hydrogeological information, including well logs, water right allocations, geologic maps, precipitation records, groundwater levels, stream flows, and water use. Analysis of this information results in the preparation of hydrogeological cross sections and water table maps, definition of aquifer system boundaries and characteristics, and conceptualization of groundwater flow systems.

Proposals and qualifications can be solicited from qualified engineering and hydrogeological consultants. Rather than proposing a structured "scope of work" and requesting a firm budget within a Request for Proposals it is suggested that the County include the following in a Request for Qualifications:

- State the problem in general terms and the expectation that the completed study will be used to amend zoning/SALDO regulations and processes;

- Request the interested consultants to submit their respective *general approaches* in analyzing the groundwater situation in Montour County;
- Provide the qualifications of (a) the firm and (b) staff members who would be assigned and (c) provide billable hourly rates for those staff; and
- Provide references for similar studies carried out and submit a sample completed study.

After a review, the submissions would be rated and ranked by an appointed screening committee, which will then begin more detailed discussions with the top-ranked firm focusing on the detailed scope and costs, as well as potential outside funding sources for all or part of the study. If an agreement emerges with that firm on scope and price, the funding applications and/or study could commence. If an agreement satisfactory to both sides does not emerge, negotiations with the next ranked firm would commence. This process may be continued until a satisfactory agreement is finalized. This system allows the County to get sound technical advice before contractual commitments are made and not have to make a choice of firms based on limited knowledge.

Aquifer Protection Overlay District

It is recommended that Montour County, and especially those townships outside of the purview of the County Zoning Ordinance relatively dependent on individual wells, pursue an *Aquifer Protection Overlay District (APOD)* and accompanying regulations in order to protect, preserve and maintain potential groundwater supplies and related groundwater recharge areas within the County. This can take the form of an Ordinance or amendment to the zoning ordinance(s) mandated to protect groundwater resources via land use regulations that may be imposed in addition to those currently imposed by existing zoning districts or other county regulations and special hydrological study requirements. This can also be accomplished through the following:

- *Public Education Program* – Public education can consist of brochures, pamphlets or seminars designed to present wellhead area problems and protection efforts to the public. This method of implementation promotes the use of voluntary protection efforts and builds support for a municipal wellhead protection. It also provides for the dissemination of information regarding wellhead protection program and informs residents of their responsibilities to comply with program requirements.
- *Purchase of Property* – The purchase of property is an option used by some localities to ensure complete control of land uses in or surrounding a wellhead area. This protective measure may be preferable if regulatory restrictions on land use are not politically feasible and the land purchase is affordable.

Of course, this is dependent on the successful completion of the proposed *Hydrogeological Groundwater Analysis* recommended above. Data from this study should be specific enough to facilitate the demarcation of an APOD. Development within this District may require meeting certain localized thresholds

in lot size, distance from adjacent structures, intensity of development and other dimensional or use requirements.

Resource-Based Regulatory Changes

Numerous zoning and SALDO revisions were detailed earlier under Land Use recommendations. An overview of these recommendations directly related to identified natural resource protection follows, especially as they relate to recharge. It is recommended that Zoning Ordinances are revised to address:

- ❑ Large minimum lot sizes individual well-dependent groundwater areas (3-5+ acres) for sites not appropriate for clustering;
- ❑ Overlay district for stream buffer to protect local water resources;
- ❑ Overlay district for identified greenways and open space;
- ❑ Overlay district for floodplains; and
- ❑ Consideration of the transfer of development rights concept in future ZO revisions to help retain agricultural land

It is recommended that the SALDOs be revised with language specifically geared at water supply capacities in applications/reviews/approvals. Simply stated, in areas not supplied by a public water system, require that subdividers/land developers carry out a hydrogeological that demonstrate a reliable water supply. Furthermore, it is recommended that Municipal/County SALDOs be revised in terms of the following:

- ❑ Encourage the Conservation Subdivision Approach in residential subdivision planning that work with identified primary and secondary natural features/resources
- ❑ Encourage municipalities to revise/adopt stormwater requirements that reflect the Pennsylvania Stormwater Best Management Practices (BMP) Manual.
- ❑ Develop and implement an Education/Outreach Program focused around educating developers, farmers, sellers and buyers about the local ground water/development relationship and issues.

Non-Regulatory Resource Protection Measures

The ASA/PACE/CRP/CREP programs are premised on voluntary participation, as are other forms of these conservation easements and protection measures. Local and regional efforts are confined to encouraging participation by farmers, offering education and training and providing technical assistance. Continued coordination with the County Conservation District to Develop an Agricultural Preservation Strategy covering methods such as:

- ❑ Creating additional Agricultural Security Areas
- ❑ Signing voluntary Conservation Easements
- ❑ Expanding CRP/CREP Programs

The above measures were more fully described in the Land Use section.

Natural Resources Management Plan

This Plan gives considerable attention to *Resource Production* (i.e. farming) as a land use and a segment of the County economy and *Resource Protection* (forests, waterways, etc.) essentially as an abstract land uses. Resource Protection transcends preserving scenic areas and viewsheds and should address the proper use or preservation of these resources and development within these resource areas. It is recommended that the County facilitate, either directly or through a third party, a *Natural Resources Management Plan* covering several key resources, including:

- Forest Management – directly relevant to the Landscape Corridors, natural habitat issues and the renewable forest resource in general;
- Water Resources - including floodplains, wetlands, recharge areas and stream buffer corridors

The Plan would have both educational and regulatory components.

Cultural Heritage Recommendations

Increasingly a link between a region's heritage and its position in tourism has strengthened. Likewise, tourism has become more recognized as a part a region's economic base. The components of these linkages are all served by a historic preservation effort that includes:

- Industrial heritage - including manufacturing, especially the iron and rail industry era
 - Development of a mining and manufacturing museum in the historic YMCA building by the Montour County Historical Society (MCHS)
 - Development of a website for the MCHS that offers information, historical data, photographs and interactive itinerary capacity on industrial heritage sites. NOTE: Some small communities and organizations have had success in the utilization of secondary school students in this regard as on-going class projects; (i.e. www.smethporthistory.org)
 - Continuation of the Iron Heritage Festival
 - Incorporation of local heritage into school curricula
- Transportation heritage - including the Canal era, bridges and the Susquehanna River
 - Complementing the existing "Covered Bridges of Columbia and Montour Counties" included as a PDF on the Columbia-Montour Visitors Bureau website with a user-friendly interactive display of the covered bridges

- Inclusion of the roles of the North Branch Canal and the Susquehanna River in the industrial heritage of the County within the proposed mining and manufacturing museum
- Historic Marker at the site of the Danville Lock (#6) near the Susquehanna River in Mahoning Township noting location and role of the Canal
- Commerce heritage - including structures dating back to the iron/rail and transportation eras, and involving the provision of public and health services
 - Consideration of Local Historic Markers for critical sites and structures analogous with either the PHMC Markers and the Danville Historic Plaques for sites/structures not marked by either of these
 - Inclusion of the history and impact of Geisinger on the County and Mahoning/Danville communities within the proposed MCHS website and the CMVB website
 - Implementation of the Historic Overlay District within Danville (See Land Use Recommendations)
- Agricultural heritage - -involving not only the working farms of central and northern Montour County but the villages and settlements of these sections of the County
 - Agricultural preservation initiatives noted in the Land Use Recommendations including agricultural and village zoning
 - Inclusion of the history and impact of agriculture on the County and rural communities within the proposed MCHS website and the CMVB website
 - Continuation of the *Down on the Farm - Agritourism Tours* sponsored by CMVB
- Natural heritage - including various resources such as the Montour Preserve, the Susquehanna River and the Manley Robbins Trail
 - Implementation of the proposed Greenway System that includes linking critical natural resources via trails and corridors
 - Open space preservation within the multi-county Susquehanna Greenway Corridor

While local heritage is important for many local residents as an end in itself, it is also an important component for visitors. According to Roger Brooks of *Destination Development, Inc.* certain factors need to be remembered:

- The top tourism activity worldwide includes shopping, dining and entertainment in a pedestrian-friendly setting, with a critical mass of food, specialty retail and stores open after 6:00, when 70% of spending occurs;
- Tourists are active 14 hrs/day with only 6 hours in the primary activity that brought them to a place and secondary or “diversionary activities” accounting for 80% of visitor spending

- ❑ Curb appeal accounts for 70% of most recreation accommodations/food services sales
- ❑ Steps for success recognize that overnight visitors spend three times more per day than day-trippers, thus the secret is to get visitors to stop and spend time, preferably overnight

Many communities and regions have found that effectively capitalizing on tourism requires a large-scale multi-county effort, in Pennsylvania often in the form of a *State Heritage Area (SHA)*. In essence, a SHA is a large geographic region or corridor of the Commonwealth that spans two or more counties containing a multitude of cultural, historic, recreational, natural and scenic resources of state and national significance that collectively exemplify the industrial heritage of Pennsylvania. Presently there are twelve (12) SHA's in the Commonwealth. The identified industrial heritage themes are as follows:

- ❑ Iron and Steel
- ❑ Coal
- ❑ Textile
- ❑ Transportation
- ❑ Machine and Foundry
- ❑ Lumber
- ❑ Oil
- ❑ Agriculture

Through regional partnerships and public grassroots planning strategies, these resources are identified, protected, enhanced and promoted to strengthen regional economies through increased tourism, creation of new jobs and stimulation of public and private partnerships for new investment opportunities. SHA's are formally designated by the Governor after successfully completing a formal Planning Process that includes feasibility studies and follow-up planning.

The Historic Context section of this Plan suggests that at least 5 of the 8 themes are critical to the industrial heritage of Montour County and these and others are relevant to most surrounding counties as well. Key Person interviews during the County Comprehensive planning process noted that Montour County along with the Counties of Snyder, Union, Northumberland and Columbia are interested in becoming a SHA. Designation as a SHA or at least the delineation of a multi-county heritage region is recommended and will ultimately aid Montour County and its neighboring counties in better positioning themselves for heritage tourism.

Public Utilities

The profile of the public utilities infrastructure not only has an impact on existing community life but affects future development and preservation. One key concept underlying the *Growth Corridors/Areas Concept* is the developmental focus on areas within or directly adjacent to sanitary sewer and public water service areas. This recognizes the facts that not every part of the County could or should have these utilities, and in fact the lack of these utilities will reinforce the rural nature that many residents cherish. However, the realization of the *Growth Corridor/Area Concept* requires careful planning and intermunicipal coordination in addressing regionalized infrastructure issues. There are several instances of formal intermunicipal cooperation within the County, but a public view that this should be expanded as municipalities try to provide adequate services and facilities in the future.

GOAL: To provide an adequate level of public utility services appropriate for the rural-urban profile of the County

OBJECTIVES:

- ❑ Encourage intermunicipal/regional cooperation to provide cost effective utility service delivery.
- ❑ Expand regional efforts towards resolving area sewage issues and problems.
- ❑ Ensure that new seasonal/year-round development has adequate water, sewer and other utility services and capacities.
- ❑ Encourage appropriate updating aged or rejected Act 537 plans.
- ❑ Encourage consistent overlap of public water services where there is public sewer service.
- ❑ Encourage sound water source/service and wastewater planning.
- ❑ Preserve and maintain groundwater recharge areas in the northern section of the County.
- ❑ Encourage development in utility-served areas.

IMPLEMENTING STRATEGIES – Public Utilities (see following text for details)

Strategic Actions	Priority	Implementing Agencies & Partners	Potential Funding Sources	Notes/Comments
Update Act 537 Plans	Medium	Townships of Anthony, Derry, Limestone, Mahoning, Mayberry & W. Hemlock; Danville & Washingtonville	PADEP Act 537 Plan (50% local cash share)	Plans date from early-1970's; several relate directly to the Growth Corridor/Area
Address Sub-County Regional Sanitary Sewer Issues	High	Danville, Mahoning, Cooper & Liberty; Washingtonville & Derry	Drinking Water, Wastewater and Stormwater Loans (PennVest); Water Supply and Wastewater Infrastructure Program (PennWorks); local	The resolution of the moratorium affecting Valley Township directly impacts a centerpiece of this Plan in the form of the Rt. 54/I-80 Growth Corridor. Based on Planning Committee discussion and discussion at the Community Workshop, a regional authority was seen as the most appropriate approach.
Alternative Energy	On-Going	MCPC, local businesses, developmental agencies	Sustainable Energy Fund (SEF)	County role more in terms of educational with businesses, commercial establishments, government and non-profit agencies

Note on Priority: High = 0-2 years; Medium 3-5 years; Long = 5+ years

- OTHER POTENTIAL SOURCES – Public Utilities
- Broadband Loan and Loan Guarantee Program (USDA/RUS)
 - Clean Water State Revolving Fund (DEP/PennVest)
 - Opportunity Grant Program (DCED)
 - Research and Development Tax Credits [for telecommunications providers] (Pa Dept. of Revenue)
 - Shared Municipal Services Program (DCED)
 - Telecommunications Loan Program (USDA/RUS)
 - Water and Waste Disposal Loans and Grants (USDA/RUS)

RECOMMENDATIONS

The recommendations are in many ways regional requiring local level cooperation by the municipalities and having the County as a central point focus and direction, with the likelihood of positive action directly related to its role in establishing and maintaining a regional forum.

Act 537 Planning

The Pennsylvania Sewage Facilities Act (Act 537), administered by the Pennsylvania Department of Environmental Protection (DEP), requires that all Commonwealth municipalities develop and implement comprehensive official plans that provide for the resolution of existing sewage disposal problems, provide for the future sewage disposal needs of new land development and provide for the future sewage disposal needs of the municipality. These municipal plans are known by various names, such as, "Act 537 Official Plan," "Official Plan," "Base Plan" or simply "Act 537 Plan." It is recommended that an update of Act 537 Wastewater Plans in the eight (8) communities having older Plans (see Table U-5) occur, identifying localized sewer problem areas, potential public sewer service areas and enhanced on-lot system enforcement. Typically, DEP provides a 50% reimbursement for the preparation of Act 537 Plans. While the actual cost of completing these plans vary among municipalities due to community size, need, existing sewage conditions and other factors, they typically range from \$20,000 to \$40,000.

Sub-County Regional Sanitary Sewer and Water Issues

Sanitary sewer service areas, capacity and conveyance issues transcend municipal boundaries, as do water supply and groundwater issues. It is recommended that the County take the lead in convening a regional authority to facilitate coordinated planning and implementation of water and sewer service. The initial focus is recommended to include regional water service and sanitary sewer capacity and treatment issues involving Danville Borough and Mahoning, Cooper, Valley and Liberty Townships in southern Montour County. A later activity is recommended to include water and sewer planning and implementation in central Montour County, involving Washingtonville Borough and Derry Township

The resolution of infrastructure issues and the maintenance of local systems are the linchpins for County land use recommendations that are in effect municipally interdependent. In essence, adequate industrial water in Derry Township and sanitary sewer capacity in Valley Township encourages growth and may preserve farmland in Limestone Township or natural resources in Anthony Township.

System capacity is a critical and immediate local and regional issue in and around Valley Township. That portion of the township surrounding the I-80

Interchange and PA Route 54 is a critical part of an identified Growth Corridor. The present restrictions at the Valley Township plant directly impact development in and around this area. Not addressing the capacity concerns may put developmental pressures on land sustaining agricultural uses. Thus, there is a link among infrastructure enhancement, development and preservation considerations. Finding an amicable solution is in the interest of Valley Township and all area municipalities, given the strategic location of this Growth Area. The multi-municipal approach must find a resolution to sewage treatment issues in Valley Township, either in the form of expansion of local Valley Township Wastewater Treatment Plant or conveyance to the Danville Plant that has the reserve capacity to serve this portion of the region. In addition, extension of water and sanitary sewer service is recommended for that portion of Cooper Township within the *Route 11 Growth Corridor*, with treatment ultimately via the Danville Plant. Again, the nature of this component requires a multi-municipal approach.

Likewise, the increasing demand on groundwater withdrawals to sustain new development and the increasing concern over the groundwater resource itself suggests the need for the Hydrogeological Groundwater Analysis noted in the Natural and Physical Resources section above. A regional approach is critical to its ultimate success and applicability.

Other Utility Issues

Residents expressed interest in the County and municipalities facilitating a “green energy” approach, especially in the case of wind energy facilities. On the one hand, the County and municipal zoning ordinances and/or SALDO’s may be revised to address any anticipated commercial wind energy siting or related standards. At the same time, the county and local regulatory framework (zoning and SALDO) should be made flexible enough to include consistent residential wind energy standards. As such the regulations may have standards for commercial wind energy conversion and residential wind energy conversion systems.

Sustainable Energy Fund (SEF), a private, nonprofit, financial organization, offers commercial loans for new or retrofit energy-related projects to established commercial, industrial, municipal, and nonprofit entities, with a focus in eastern and central Pennsylvania inclusive of Montour County. Types of energy-related projects can include building envelope improvements (e.g. windows, doors, insulation), lighting systems and lighting controls, energy control systems, power factor improvements, motors, HVAC, geothermal, renewable energy systems, and more. As long as the project (a) reduces energy consumption, (b) replaces a “dirty” fossil fuel with a clean (or cleaner) energy source, or (c) produces clean energy (e.g. from renewable sources), then SEF will consider financing the project. SEF does require that the energy savings or energy production be documented as a condition of the loan. Minimum loan amount is \$10,000; the

maximum loan amount is \$1,000,000. Loan rates are very competitive with commercial banks, and there are flexible in loan collateral requirements.

Chesapeake Bay Tributary Strategy

A major unknown facing the Montour County sanitary sewer systems, and other systems in Central and Southern Pennsylvania, is the ultimate scope and cost of meeting Pennsylvania's *Chesapeake Bay Tributary Strategy*, part of a multi-state effort to reduce nutrient and sediment reductions in the Potomac and Susquehanna Watersheds. Discussion by the Planning Committee during this planning process estimated the cost for the area system to meet the Strategy requirements in the \$18 - \$32 million range.

PADEP notes that its proposed point source plan does not require capital upgrades to plants, and instead provides facilities with non-structural alternatives that may be more cost effective, such as investing in agricultural best management practices through nutrient trading, sharing the cost of a single nutrient upgrade with neighboring communities, septic system offsets and increasing spray irrigation. PADEP emphasizes in programmatic information that Pennsylvania's Chesapeake Bay compliance plan does not require sewage treatment plants to undertake capital upgrades of nutrient reduction technology. It does require nutrient reductions using any of the above alternatives or a combination of approaches. PADEP is presently working with municipalities to achieve their respective cap limits, with phased compliance dates through 2013.

Community Facilities and Services

Certain services and facilities are directly supportive of community life and reflective of the vitality of the County. Montour County is blessed with numerous community, cultural and public services.

GOAL: To provide an adequate level of community services appropriate for the rural-urban profile of the County

OBJECTIVES:

- ❑ Maintain cooperation and dialogue with local fire companies and emergency services providers to maintain and improve services, access funding from Federal and State sources, and periodically review regional delivery and/or consolidation of services as manpower and equipment needs dictate.
- ❑ Encourage the linkage of existing local recreational facilities and encourage the development of new local trails and facilities.
- ❑ Encourage intermunicipal/regional cooperation to provide regional recreation opportunities.

RECOMMENDATIONS

Recommendations focus primarily of public safety and recreational services and opportunities.

Regional First Responders

The police and fire protection and EMS providers serving Montour County provide diligent and valuable services to residents and businesses. Economic factors may strain budgets and many volunteer based organizations may face dwindling numbers in the future. Therefore, public safety services planning should anticipate these issues and also recognize their multi-municipal role and impacts. It is recommended that the County take the lead in establishing a regional fire/first responders task force focusing on coordination and avoidance of duplicative services.

Regional Police

Local Police service exists only in Mahoning Township and Danville, a system that appears to “work” presently. Development outside of these two municipalities may raise the issue of local or regional law enforcement in the longer term. Otherwise there appear to be no major public safety service gaps in the County. On occasion, discussion has arisen over some form of regional police service, involving Danville, Mahoning and nearby Riverside, although financial and related matters usually cause the topic to be dropped. As the topic reappears in public discussion, DCED funding to carry out a local police service

IMPLEMENTING STRATEGIES – Community Facilities and Services (see following text for details)

Strategic Actions	Priority	Implementing Agencies & Partners	Potential Funding Sources	Notes/Comments
Regional First Responders Task Force (RFRTF)	Medium	County Commissioners Office, Montour County EMA, local emergency/public safety agencies	No/Low-cost activity; DCED Shared Municipal Services Program for multi-municipal service provision	Creation and maintenance of a forum to regular discuss and regionally address problems/issues in a regional fashion
Regional Police Discussion	Long	Danville, Mahoning & Riverside Police Depts., proposed RFRTF, municipal official	DCED/Local Gov't Services - Regional Police Feasibility Study; DCED/local Gov't Services - Regional Police Assistance Grant Program (grants up to \$99,000 for a period of up to 3 years)	Revisiting the regional police issue periodically as needs & conditions change; requires a regional approach
Recreation Plan Implementation	On-Going	Montour Area Recreation Commission & municipalities	DCNR - C2P2 implementation funds; typically requires 50% local match (Small community grants less than \$60,000 w/no local match); DCNR Rails-to-Trails Program (50% local share) DCNR Recreational Trails & Snowmobile/ATV grants (variable local match 20%-50%); local; user fees DCNR - Community Conservation Partnership Program (C2P2) planning funds (less than \$50,000)	Planned projects for implementation over multi-year period: <ul style="list-style-type: none"> ▪ Susquehanna Riverfront Park – Master Plan, Susquehanna Greenway Corridor and trails & recreation/water access ▪ Greenway corridors – Old Iron Ore, Reading Rail, Montour Ridge, Rail with Trail, Scenic Bikeway, Ribbons of Green and Chillisquaque Creek Corridors ▪ Local parks in Limestone, Derry, West Hemlock, Liberty, Mayberry, Cooper, Danville and Washingtonville; ▪ Continuation/financing of Danville Area Community Center as indoor recreational hub ▪ Joint use of school facilities and Danville State Hospital; and ▪ Countywide programming, funding and administration

Note on Priority: High = 0-2 years; Medium 3-5 years; Long = 5+ years

needs study may be available, focusing on regional police or purchase of services from adjacent communities.

Recreation

There are a number of existing active and passive recreational opportunities available within Montour County. The *MONTOUR Recreation Plan* reviews existing and proposed facilities and programming within Montour County and is incorporated into the County Plan. In this regard, continued implementation is recommended of the *MONTOUR Recreation Plan* that includes local/regional parks/recreation recommendations within context of a countywide system, including:

- Susquehanna Riverfront Park – including a Master Plan, Susquehanna Greenway Corridor and trails, linkages with existing/proposed recreation/water access facilities;
- Several other greenway corridors – including Old Iron Ore, Reading Rail, Montour Ridge, Rail with Trail, Scenic Bikeway, Ribbons of Green and Chillisquaque Creek Corridors that together unify County recreation;
- Local recreation parks in Limestone, Derry, West Hemlock, Liberty, Mayberry, Cooper, Danville and Washingtonville;
- Continuation of Danville Area Community Center as premier indoor recreational facility;
- Additional programming/reuse in the form of joint use of school facilities and Danville State Hospital; and
- Countywide programming, funding and administration

Even though there are numerous public and private recreational facilities in the County, recreational facilities and programming is one area that appears to be appropriate for an intermunicipal approach. There are several instances of formal intermunicipal cooperation within the County, but a public view that this should be expanded as municipalities try to provide adequate services and facilities in the future. Examples of areas for closer cooperation include the Montour Area Recreation Commission and the Danville Area Community Center. In the latter instance, a Key Person interview noted a general lack of municipal financial support for the Community Center, with some support from Geisinger, the Danville Area School District and Danville (via \$3,000 in memberships for low/moderate income resident's memberships). Other resources have been declining at a time of certain needs, such as \$1.3 million in pool improvements. Clearly more predictable financial resources are required for improvements including local shares required for State/other grants.

The map on the following page graphically depicts the major recreation facility recommendations.

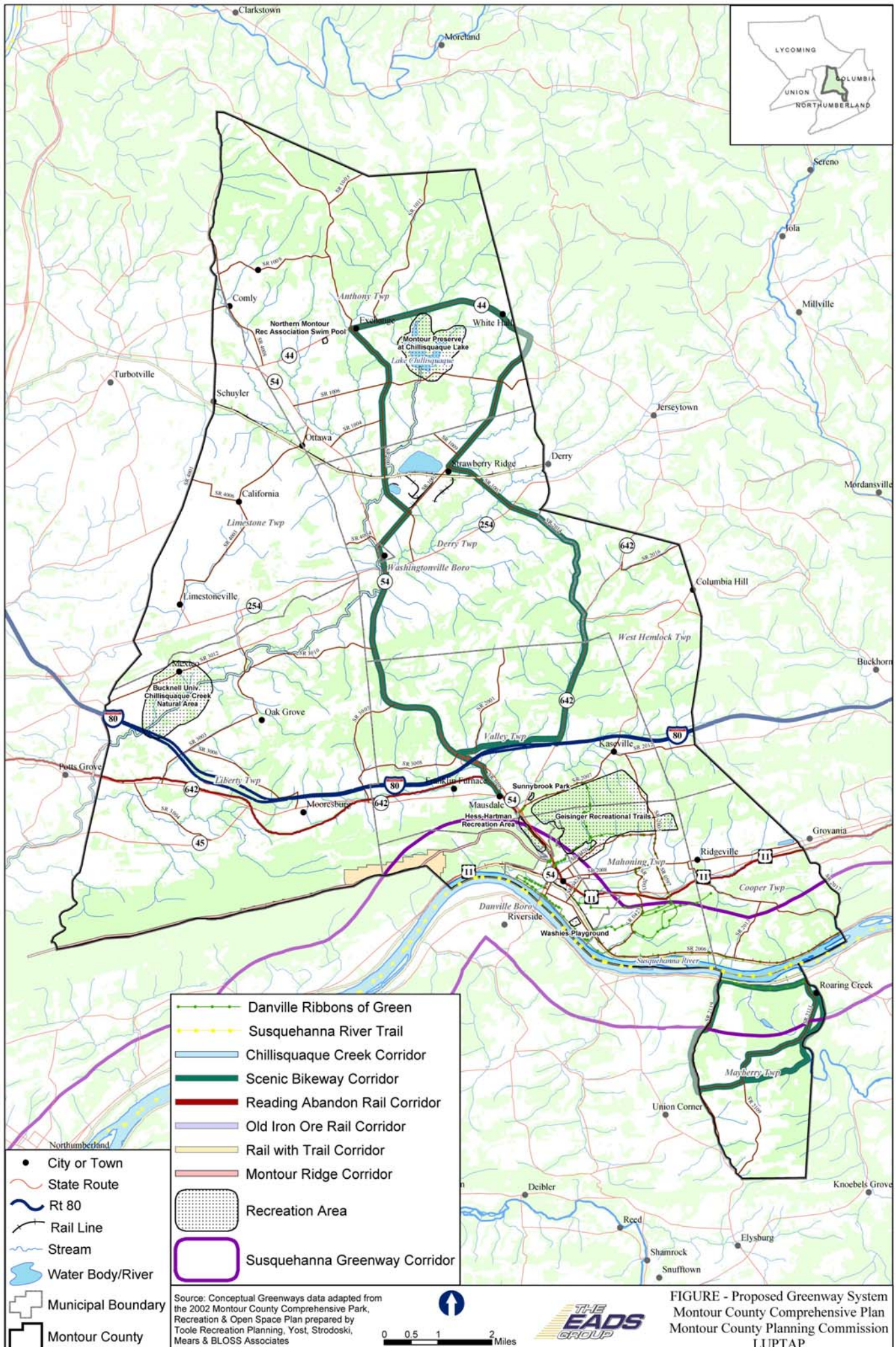


FIGURE - Proposed Greenway System
 Montour County Comprehensive Plan
 Montour County Planning Commission
 LUPTAP

Housing

Montour County has a varied housing stock including country estates, urbanized residential neighborhoods, suburban subdivisions and farmsteads, just to name a few. The sub-prime mortgage issue became critical nationwide during the update of this plan, although information suggests no areas of the County having undue concentrations of these mortgages. Overall, all County municipalities exhibit sub-prime mortgages in the range of 20%-40% of all mortgages.

There are a myriad of actions for implementation by local officials and municipalities, acting individually, or preferably, regionally. The underpinning is the provision of an adequate housing stock *and* housing choice within the County. This is not to say that all types of housing (i.e. single-family, duplex, multi-family), tenure (rental and homeowner), use (seasonal and year-round) and density (i.e. low, moderate and high) need to be provided in *each of the* communities. Rather, it is more important that a choice of units be available *somewhere* in the County. It may very well be the case that “starter homes” are available in only one or two communities, rental in another, moderate density development in still another, and low-density in another.

A sound housing strategy includes sustaining the existing housing stock while providing places for well-planned new residential development. New housing can be on expansive large lots, in “suburban” subdivisions or occur on small sites on an in-fill basis in fairly built up communities. In addition, the housing stock should be maintained.

GOAL: To assure the availability of an adequate supply and choice of housing

OBJECTIVES:

- ❑ Encourage development of housing stock in and around Danville to retain health care professionals.
- ❑ Focus new moderate/higher-density residential developments in the identified Growth Corridors.
- ❑ Ensure that identified growth corridors have adequate water, sewer and other utility services and capacities.
- ❑ Promote the rehabilitation of dilapidated housing via code enforcement measures.
- ❑ Encourage the correction of blighting influences.

IMPLEMENTING STRATEGIES – Housing (see following text for details)				
Strategic Actions	Priority	Implementing Agencies & Partners	Potential Funding Sources	Notes/Comments
Rehabilitation Program Activities				
▪ First-Time Homeowner and Rehabilitation Activities	On-Going	Montour County Housing Authority & SEDA-COG	DCED – HOME; Community Development Block Grants; Housing & Redevelopment Assistance USDA/RHS - Direct Loan/Loan Guarantee Program; Housing Repair & Rehabilitation Loans/Grants	Continuation of creative efforts to encourage homeownership while rehabilitating the housing stock; consideration of expansion to other built-up areas in the future
▪ Residential Revitalization	Medium	Danville & Mahoning	DCED Elm Street Program; especially Residential Revitalization Component	Keyed to specific corridors – Bloom, Walnut & West Market
New Construction Supportive Activities				
▪ Growth Corridor/Area - Regulatory	High - Medium	MCPC, Danville, Valley, Mahoning, Northern Mahoning Region	LUPTAP, County & local	Zoning Revisions required for future land uses identified in <i>Land Use</i> section; SALDO updates identified in <i>Land Use</i> section
▪ Growth Corridor/Area - Structural	Medium	Danville, Mahoning & Valley	Drinking Water, Wastewater and Stormwater Loans (PennVest); Water Supply and Wastewater Infrastructure Program (PennWorks); local	The resolution of the moratorium affecting Valley Township directly impacts residential development within & around the Rt. 54/I-80 Growth Corridor
“Live Where You Work” Initiative	On-Going	County, Geisinger, Columbia Montour Chamber, Danville, Mahoning, Valley & Cooper	Local & private	Regional marketing effort augmented emphasizing quality of life issues & linkages with real estate listing
Property Maintenance Code	Medium	Council of Governments and/or interested municipalities	DCED Shared Municipal Services – grants available typically in \$10,000-\$20,000 range w/50% match; funding of multi-municipal programs	Localizing/refining national codes, for adoption and enforcement via municipalities and/or inter-municipal agreements

Note on Priority: High = 0-2 years; Medium 3-5 years; Long = 5+ years

- Encourage higher density residential development around those areas with public sewer and water service as a means to help preserve the agricultural areas in the County.

RECOMMENDATIONS

Rehabilitation Activities - Continuation

One key component is the maintenance of the County's assisted housing rehabilitation program targeting low/moderate income homeowners who may receive assistance in bringing their homes up to code compliance. It should be noted that housing rehabilitation is a complex process involving the identification of potential applicants, applicant screening, inspections and work write-ups, addressing lead-based paint issues, financial management and following HUD/DCED procedures, all likely beyond the capacity and interest of municipal officials individually. This type of program is typically funded *via the HOME Program* and other State and Federal sources. Presently, a partnership between the Montour County Housing Authority and SEDA- COG operates a First-Time Homeowner/Rehabilitation Program with SEDA-COG doing the rehabilitation activities (i.e. write-ups, inspections, etc.) and the Authority acquiring and selling of homes primarily in Danville.

In a similar vein, there are a number of incentives generally available to First-Time Homeowners, ranging from tax credits, to down payment assistance, to special loans, summarized below:

- *First-Time Home Buyer Tax Credit:* This is a Federal Income Tax Credit available for first-time home buyers only. The maximum credit amount is \$7,500 and the program is available for homes purchased on or after April 9, 2008 and before July 1, 2009. Single taxpayers with incomes up to \$75,000 and married couples with incomes up to \$150,000 qualify for the full tax credit. The tax credit works like an interest-free loan and must be repaid over a 15-year period.
- *PHFA HOMEstead Program:* The Pennsylvania Housing Finance Agency (PHFA) provides up to \$14,999 in down payment and closing cost assistance in the form of a no-interest, second mortgage loan. HOMEstead funds are forgiven at 20 percent per year over five years. The minimum loan amount is \$1,000. The first mortgage is provided by PHFA at the same rate as the Keystone Home Loan PLUS program. A fee of one percent plus \$300 is applicable, but may be financed by the HOMEstead loan. The purchase price limit for Montour County is \$200,100 and the upper income limits for households varies by size, as an illustration is \$34,800 for a 2-person household to \$47,000 for a 5-person household.
- *Homebuyer Down Payment Assistance Program:* Some jurisdictions fund down payment assistance via State and County. For example, a moderate-sized County provides up to \$2,500 to qualifying families who are purchasing a primary residence and who are low/moderate income. The monies, in the form of a

deferred loan which is forgiven after 5 years, can be used for a down payment, settlement, and closing costs associated with the purchase of the property. Eligible costs include appraisal fees, title search and insurance, document preparation, property taxes, attorney fees, recording costs and related expenses.

- *Bank Sponsored Incentives:* Many private financial institutions have crafted and offer certain special types of assistance for first-time homeowners, which may include low down payment, lower interest rate, and application fee waiver with purchase price and income restrictions, although recent gyrations in the housing market nationwide may affect these types of incentives.
- *Keystone Home Loan Program:* This PHFA program is offered by numerous banks and financial agencies. Typically, it provides 30-year, fixed-rate home mortgage loans to predominately first time homebuyers at lower-than-market interest rates with certain income and purchase price maximum limits. In Montour County the purchase price limit is \$289,000 and the upper income limit for a 2-member household is \$72,000 and for a 3+ member household it is \$84,000. At least one bank in the County lists this among their offered mortgages.

An additional source for minor rehabilitation may be via the DCED Residential Revitalization Program noted in the Economic Base section under the Elm Street Program with the residential portion emphasized here. In this case, the existence of mixed residential/commercial areas and some historic structures pose an opportunity for a concerted Elm Street approach that offers financial incentives for minor exterior revitalization and associated streetscape enhancements. The Program provides Residential Reinvestment Grants that may be used to carry out physical improvements within an established residential neighborhood that is characterized as follows:

- within ½ mile from a commercial district
- pedestrian-oriented and dominated by traditional older buildings, preferably within a local historic district or National Registered Historic District which has existed as a residential neighborhood since before 1961
- in need of revitalization
- there is a connection between the planned activity and the downtown or the Main Street revitalization the community must have an acceptable Comprehensive Strategic Plan in place that includes the proposed project as a priority

Typical grant sizes are in the range from \$50,000 to \$250,000 per municipality but could be higher depending on the project and other factors. Overall, eligible rehabilitation activities are projects that help eliminate decline within the community's traditional residential district and may include facade improvement grants for exteriors, such as painting, siding, coverings, design assistance, and historically accurate improvements, limited to \$5,000 per property. There are some matching requirements for homeowners whose income is 115% of the median income for the community.

New Construction

The role is essentially guiding the development of new housing first in terms of location (a function of zoning) then in terms of layout (a function of SALDO) and finally in terms of construction (a function of codes and design standards). There are a number of recommendations related to this function, including revisions to zoning ordinances and subdivision/land development regulations that were reviewed in the Land Use section.

In addition, the *Growth Corridor/Area Concept* encourages new residential developments in the identified Growth Corridors/Areas. Existing public sewer and water service will guide the development of these growth corridors. Development in these locations will help to alleviate development pressures on agriculture and natural resource lands. Other recommended efforts to encourage development in these Corridors/Areas include incentive programs for new residential development geared for young professionals coming to the County drawn to the area for the health care industry and natural features, by targeting the existing First-Time Homeowner program and encouraging market rate rental housing.

In addition, the resolution of the Valley Township Wastewater Treatment Plant/Sewer issue (see Public Utilities section) is critical for that portion of the Growth Corridor to achieve its potential. System capacity is a critical local and regional issue. The restrictions at the plant directly impact development in and around Valley Twp. Not addressing the capacity concerns may put developmental pressures on land sustaining agricultural uses. Thus, there is a link among infrastructure enhancement, development and preservation considerations.

“Live Where You Work” Initiative

There is a high number of persons who work in Montour County and reside elsewhere as reflected in the difference between employment levels for residents (8,700 +/-) and for persons who work in the County (17,000 +/-). A housing plan aimed specifically at retaining these individuals is recommended and will be beneficial to the County. The County is encouraged to take the lead in an effort with officials from Geisinger, the Columbia Montour Chamber of Commerce and the municipalities of Danville, Mahoning and Cooper to develop a strategy to retain those working in the health care industry to live in the County. The details would be worked out in conjunction with those involved but at a minimum should include:

- “Live Where You Work” marketing effort
- Links to local real estate firm listings
- Walk/Bike to Work marketing efforts

Property Maintenance Code (PMC)

Develop a sample property maintenance code localizing and refining national codes, for adoption and enforcement via municipalities and/or inter-municipal agreements. This Code can deal with a range of maintenance issues including exterior structural conditions, exterior property conditions (i.e. weeds, trash accumulations, etc.) and certain interior conditions. A starting point can be the *International Property Maintenance Code* that can address the following;

- *Exterior property areas:* exterior sanitation, grading and drainage, weeds and plant growth, rodent harborage, accessory structures (i.e. detached garages, fences and sheds, etc.), swimming pools, abandoned vehicles and other conditions.
- *Exterior structure:* exterior surfaces, (i.e. doors, door and window frames, cornices, porches, structural members, foundation walls, trim, balconies, decks and fences) maintenance (i.e. wood surfaces, siding, metal surfaces, etc.), exterior walls, roofs and drainage, stairways/decks/porches, chimneys, and window glazing.
- *Interior structure:* load bearing capacities of structural members, interior surfaces, stairs and walking surfaces and interior doors.

This type of code is separate and distinct from the *Uniform Construction Code* that regulates new construction and renovations. The PMC is just that, regulating how owners and tenants maintain property. There is considerable leeway in which sections of the International PMC is determined to be relevant, with the final determination and standards included in an ordinance. Coordinated enforcement is possible, as noted above with a regional code enforcement officer. Potential partial funding may be available via Shared Municipal Services Program (SMSP), which provides grant funds that promote cooperation among municipalities and encourages more efficient and effective delivery of municipal services on a cooperative basis. Sample eligible projects in the Program Guidelines specifically mention regional code enforcement. Eligible applicants include two or more local government or a Councils of Governments (COGS). Typically, grants range between \$10,000 and \$25,000 and require a 50% match.

Transportation

The transportation serving Montour County is relatively diverse. Although somewhat oriented towards the automobile, the system also has to deal with a diversity of issues related to Amish buggy traffic, heavy truck traffic exiting I-80 and accessing the industries in Strawberry Ridge, pedestrian traffic especially in Danville and neighboring sections of Mahoning Township, and commutation and visitation traffic related to the Geisinger complex. In addition, trails are gaining greater utilization by hikers, bikers and even commuters. This diversity requires coordinated planning and programming of transportation improvements.

Traffic volumes are high in and around the I-80 Interchange, along Route 54 to and through Danville and along US Route 11. There are periods of congestion within Danville and abutting sections of Mahoning Township. Otherwise, there are areas of heavy truck traffic particularly along I-80, the I-80 Interchange Area and near the PP&L Power Plant/US Gypsum Plant.

GOAL: To assure that a safe, efficient and context-sensitive transportation network is maintained and improved

OBJECTIVES:

- ❑ Encourage traffic and pedestrian enhancements on existing state and local roads
- ❑ Encourage traffic law enforcement especially involving speed and truck traffic
- ❑ Encourage planning and programming of bridge rehabilitation/replacement for public safety
- ❑ Ensure that new development minimizes impacts on the existing roadway network and public safety
- ❑ Work and partner with private and public partners to maintain and enhance freight rail service especially for industrial users and potential industrial sites in and around the Washingtonville – Strawberry Ridge area
- ❑ Develop and complete a balanced pedestrian, buggy and bicycle transportation networks, including hiking trails, bikeways, greenways, special travel lanes/signage for buggies and related areas to result in a network that serves the Danville area and the more rural areas of the County
- ❑ Encourage additional public transportation opportunities for more rural areas of the County
- ❑ Study Public Transit from other nearby communities for Geisinger employees

IMPLEMENTING STRATEGIES – Transportation (see following text for details)				
Strategic Actions	Priority	Implementing Agencies & Partners	Potential Funding Sources	Notes/Comments
Regional Transportation Planning				
▪ Bridge Programming	On-going	MCPC w/municipal input	Routine regional transportation planning & advocacy Funding/programming via the PennDOT Transportation Improvement Program (TIP) process	30 potential rehabilitation or replacement candidate bridges noted in Plan (See Table T-2 & T-3)
▪ Regional transportation enhancements projects	On-going	MCPC w/municipal input		Balance OF transportation projects inside and outside Growth Corridors/Area
▪ North Shore Railroad projects	On-going	SEDA-COG Joint Rail Authority		Specialized PennDOT programs supportive of rail service include the Rail Freight Assistance Program & Rail Transportation Assistance Program (Rail TAP)
Transportation/Development Planning and Programming Linkage				
▪ Growth Corridor Transportation Planning	Medium	MCPC; Danville, Mahoning, Valley, Derry, Washingtonville	PennDOT TIP process	<p>Suggested project areas include:</p> <ul style="list-style-type: none"> ▪ Rt. 11 Corridor – Danville east through Mahoning and Cooper Townships focused on traffic volumes and pedestrian flow by road segment; turning movements at key intersections; private driveways/access roads; and alternatives, costs and priorities for improvements ▪ Rt. 54/I-80 Corridor – Danville north into Mahoning and Valley Townships to the Interchange focused on access drives and PA Route 642 intersection in Valley Township ▪ Rts. 54/254 Area – Washingtonville and Derry Township: intersections & State highway segments <p>Begins with analysis of the intersections and road segments in terms of traffic type, current & future turning movements; alternative developmental types/densities, truck traffic access and businesses Interstate access, followed by project programming.</p>
▪ Public Transit Needs Study	Medium	MCPC, Danville, Mahoning, major private employers	PennDOT TIP process, private & local funds	An alternative to traffic volume reduction with non-structural traffic calming.

Note on Priority: High = 0-2 years; Medium 3-5 years; Long = 5+ years

OTHER POTENTIAL SOURCES – Transportation
 Transportation Enhancements Program (USDOT/PennDOT)
 Transportation, Community and System Preservation Program (USDOT/USEPA/PennDOT)
 Pennsylvania Infrastructure Bank (PennDOT)

RECOMMENDATIONS

Regional Transportation Planning

It is recommended that the County maintain its role in regional transportation planning, through the creation and maintenance of a regional transportation committee to:

- A number of State and Local bridges have sufficiency ratings that will require rehabilitation or replacement in the coming years. While two or parts of two closed bridges are presently programmed for improvements, it is obvious that the State, Local and Federal resources are not available to resolve all problems in the 10-year planning period. Available resources should be prioritized for the most pressing problem areas. Facilitate inter-municipal planning and coordination with PennDOT, municipal officials, interested developmental and transportation agencies/official and others to focus on bridge safety and replacement, starting with the 30 possible bridge rehabilitation/replacements as identified in this Plan (See Tables T-2 and T-3) ;
- Balanced focus on transportation enhancement and improvement projects, within the identified Growth Corridors/Area, as outlined in this Plan and potential highway improvement and enhancement projects outside of the Growth Corridors/Area;
- Shortline rail service is critical for certain types of development. The North Shore Railroad provides this needed service and is an incentive for the attraction of rail oriented industries. In the near term, rail traffic is expected to increase, which may contribute to periodic congestion at grade crossings in Danville and the immediate area. Norfolk Southern also is in the rail picture, capable of serving the PP&L Power Plant as well as nearby areas from its Watsonstown Secondary track. Many rural areas and small towns have lost rail service. This is clearly not the case for sections of Montour County. It is critical that especially short-line rail service be maintained that sustains area manufacturers and other shippers Identify freight rail service to designated areas. During 2007-10, the Capital Budget for the SEDA-COG Joint Rail Authority lists several projects for the North Shore Railroad
 - Continued Grade-Crossing enhancements - \$1.018 million (system-wide; 4-year total)
 - Bloomsburg-Berwick Rail replacement - \$1.0 million
 - Bloomsburg Flood Protection – undetermined costs (railroad portion);

- Develop alternative transportation systems including trails and bicycle routes, public/mass transit and coordinate with related recreational and developmental activities; and
- Coordinate with SEDA-COG in programming/updating lists for the Twelve Year Transportation Program of PennDOT

PennDOT resources include the Rail Freight Assistance Program (RFAP) and the Rail Transportation Assistance Program (Rail TAP). RFAP provides financial assistance for investment in rail freight infrastructure. The intent of the Program is to (1) preserve essential rail freight service where economically feasible, and (2) preserve or stimulate economic development through the generation of new or expanded rail freight service. Rail TAP is also known as Capital Budget, is available to those having a line item in the current Capital Budget Bill. The maximum state funding for any project is \$700,000, or no greater than 70% of the actual total project cost, whichever is less. The funding for the construction portion of any project cannot exceed \$250,000.

Transportation/Development Planning and Programming Linkage

The linkage between transportation and development has long been recognized, and this linkage is critical in the Growth Corridor/Area concept underlying this Plan. In this regard, it is recommended that the focus of major transportation planning, programming and improvements (i.e. driveways, intersections, turning lanes, signalization, etc.) be in segments within the growth Corridors/Area. These are graphically depicted on the Transportation Recommendations Map on the following page, and summarized below:

- Rt. 11 Corridor – Danville east through Mahoning and Cooper Townships: This also embraces SR 2008 (former Route 11) that parallels US Route 11 and embraces the land between these two routes. Segments of these roadways presently experience congestion at peak periods. The Future Land Use Map designates mixed commercial, institutional and residential development along these roadways. Planning must consider:
 - Traffic volumes and pedestrian flow by road segment
 - Turning movements at key intersections on SR 2008 (Bloom) including Ferry, Pine, Church, Academy, Jade, Meadow, Schoolhouse, Woodbine, Ridgeview, Hartman and County Line;
 - Private driveways and access roads; and
 - Alternatives, costs and priorities for improvements such as signalization and turning lane expansion and enhancements

During the preparation of this Plan, the Mahoning Township Transportation Study was initiated (see Transportation Section) involving Geisinger and Mahoning Township, focusing on 19 intersections

- within the Township, thus resulting in addressing certain of the above components. Recommended improvements are summarized below:
- Turning lanes on Bloom Road (SR 2008) and intersecting streets (Academy/Railroad) including a northbound lane on Railroad St., a southbound left turn lane on Academy Ave, eastbound and westbound left turn lanes on Bloom Road and signal retiming;
 - Optimizing traffic signal at Montour Blvd. (Rt. 11) and Woodbine Lane;
 - Improvements to pedestrian crossings involving pavement markings, raised crosswalks, channelization, lighting and signing along Red Lane;
 - Public meetings on potential of one-way patterns on Upper, Lower and Middle Streets; and
 - Monitoring other locations where auxiliary left/right turn lanes are warranted (i.e. Northumberland/Bald Top; Bloom and Schoolhouse, Elementary Drive and Woodbine; Red Lane/Red Oak and Montour Blvd/Woodbine)
- Rt. 54/I-80 Corridor – Danville north into Mahoning and Valley Townships to the Interchange: Significant surface, a pedestrian bridge and safety improvements have occurred on this corridor in recent years. There is a split intersection with PA Route 642 in Valley Township with the eastern and western legs of Route 642 separated by approximately 3,000 feet. Planning Committee members note that this segment has experienced numerous accidents over the years. The Future Land Use Map recommends commercial development along Red Roof Road. Added development will likely further add to potential cross traffic conflicts at this intersection. A concentrated analysis of this intersection and segment of PA Route 54 (Continental Blvd.) is recommended analyzing current traffic movements and also analyzing potential volumes with increased development in this Growth Corridor loaded in.
- Routes. 54/254 Area – Washingtonville and Derry Township: The development of the US Gypsum plant adjacent to the PP&L Power Plant, and the identification of a significant portion of Derry Township as a Growth Area suggests the need for a concerted analysis of potential impacts especially within Washingtonville, at the signalized intersection of Routes 54 and 254, and on the segment Route 254 between Rt. 54 and SR 1003. Added to these potential impacts is the fact that planning activities designate Route 254 is a major Amish buggy route as well. The expanded use of nearby rail for input materials and output goods will affect demands on the highway system.

Simply stated, interrelationships create certain demands on the transportation system. The first of course is the interrelationship between “Growth Corridors/Area” and “Resource Production and Protection Areas”. Both concepts are important to County residents and are interrelated. *Without the former there will be developmental pressure on the latter.* Another relationship involves the linkage among future land use, development and transportation, which go hand-

in-hand. In essence, for the Growth Corridors/Area to achieve their potential, surface transportation enhancements will be required. The analysis of the above three areas will be individualized considering numerous existing and anticipated factors including such seemingly disparate items as:

- type of traffic (i.e. pedestrian, truck, rail, buggy and other non-motorized)
- turning movement and anticipated changes in volumes of movements
- varied developmental types/densities (i.e. health campus in Danville/Mahoning, commercial in Valley and industrial in Derry)
- ready access for truck traffic serving County farms and businesses to the Interstate and other components of the regional highway network.

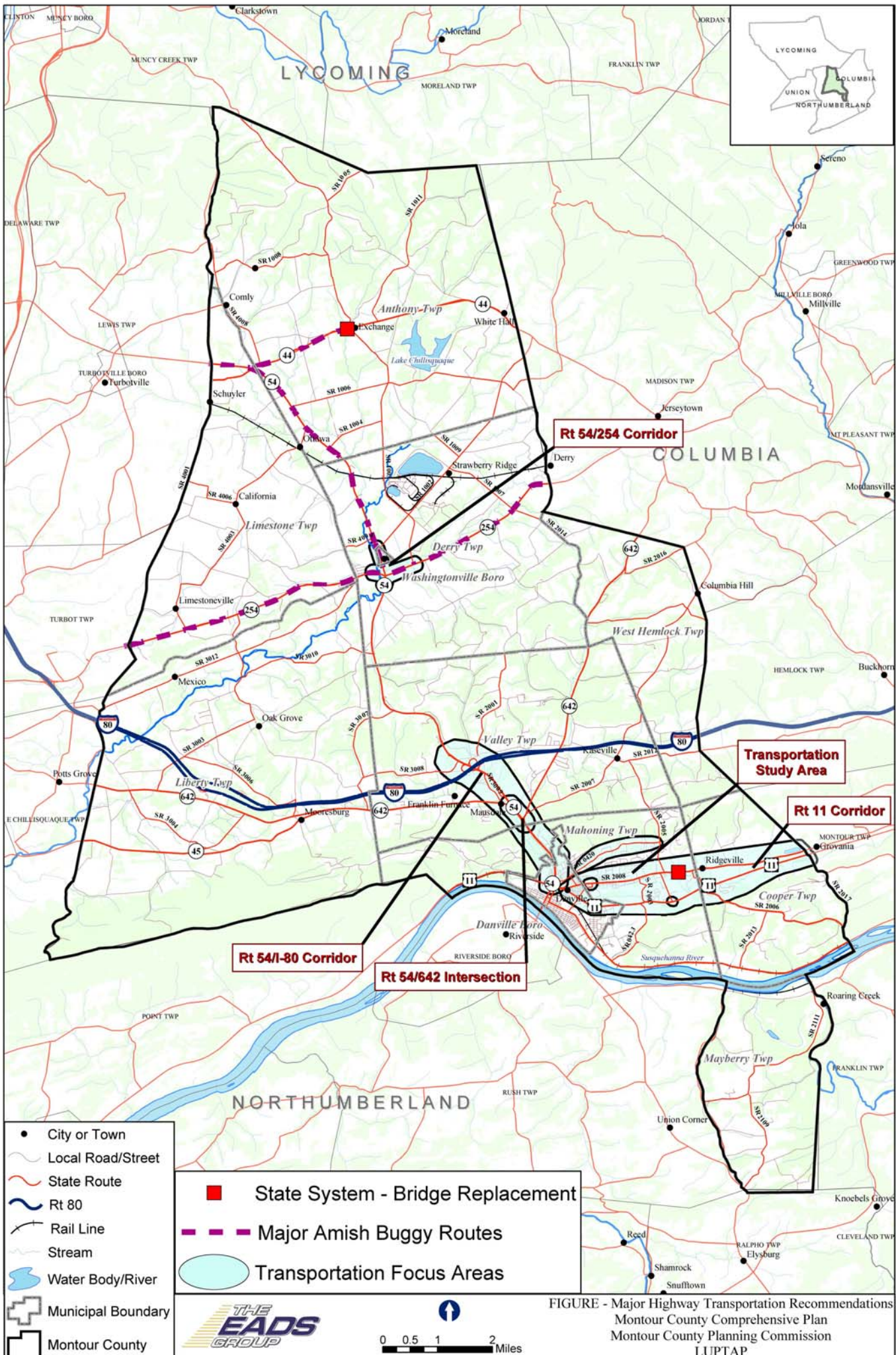
Careful planning and analysis is anticipated to document the following localized issues in each of the Growth Corridors/Area, and identify and prioritize enhancement projects:

- ❑ In the Route 2008/US 11 Intersection, pedestrian and signalization enhancements at critical intersections, bicycle routes, added service roads and less reliance on driveway cuts for development along US 11;
- ❑ Consideration of structural changes to the Route 54/642 intersection, including intersection realignment and additional signalization; and
- ❑ Intersection geometry and signalization enhancements at the Route 54/254 intersection and potential roadway/cartway improvements to Route 254 to sustain additional truck traffic while accommodating automobile and non-motorized traffic flow.

Another linkage among the above is the fact that the areas encompassed each involve a multi-municipal region, these, the County may be best suited to guide this multi-municipal transportation planning effort.

Public Transit Needs Study

Area residents at the Community Workshop expressed the opinion that the Study Area is presently too “rural” to require fixed-route public transportation. However, long-range planning requires communities to look beyond present needs and conditions. In this regard commutation to the area by Geisinger employees from places such as Sunbury, Lewisburg, Bloomsburg, Shamokin and other nearby communities suggest the need for the regional analysis and monitoring of potential public transit needs. Increased transit usage and corresponding decreased reliance on vehicles will help alleviate periodic traffic congestion problems and decrease off-street parking needs. It is recommended that the County encourage the completion of a regional Transportation Study of the potential need for/usage of public transit from Sunbury, Lewisburg, Bloomsburg, Shamokin and other nearby communities for Geisinger employees



- City or Town
- Local Road/Street
- State Route
- Rt 80
- Rail Line
- Stream
- Water Body/River
- Municipal Boundary
- Montour County

- State System - Bridge Replacement
- Major Amish Buggy Routes
- Transportation Focus Areas

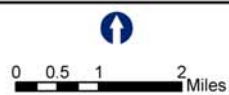


FIGURE - Major Highway Transportation Recommendations
 Montour County Comprehensive Plan
 Montour County Planning Commission
 LUPTAP

SUMMARY, CONCLUSIONS AND INTERRELATIONSHIPS

The purpose of this chapter is to summarize and tie together the various functional areas of the Plan. As such, the proposed plan for the Study Area, within the comprehensive planning process for Montour County, was developed to provide guidance, recommendations and policies for the Study Area during this planning period.

Central Concepts – Regional/Local Impacts and Significance

There are several concepts and issues that recur in the planning process or are intrinsic to the findings and recommendations. These concepts can be regional and yet have highly local implications for the Study Area and certain ones are particularly local in nature. These are summarized below:

- *Growth Center:* There are areas in the County that appear to be most appropriate for and more likely to experience development, due to their location relative to existing development, the regional transportation network, the community infrastructure and the regulatory framework. “Growth Centers” are of extreme importance in the future County Land Use Plan and philosophy and include the Study Area. The growth center concept is a *key developmental* component for the County as well. The “growth center” is the conceptual recognition of the intimate relationship among transportation, land use and developmental components and issues. The concept itself may be quite broad, embracing such sub-concepts as clustering, reinforcement of mixed-use village centers, in-fill development, commercial development, industrial development, renewal of downtowns, continuation of new development adjacent to existing development and business expansion areas.
- *Preservation of Critical Resources:* The reverse side of the “growth center” concept is the protection of rural resources. Simply stated, the more development is confined to designated growth centers, such as the County’s “growth center”, the more the rural sections retain their special environment and allow them to play a critical role in outdoor recreation, nature tourism, agricultural and timber industries. Rural resource preservation addresses environmental stewardship issues, future water supply and resources and reinforces the outdoor recreation/nature-tourism component of the County’s economy. And the more urbanized and developed growth centers provide the necessary amenities such as shopping, dining and accommodations.
- *Land Use and Land Development:* The Study Area shares the wide-ranging land use and land development regulatory framework that exists in Montour County, regulating land use and land development. The Study Area’s zoning regulations provide a good starting point but require some refinements to better address changing land use issues, changing state regulations and encourage appropriate development within the *region*. Uses, procedures, special uses and requirements presently vary greatly among the individual communities and require concerted attention. The guiding principals of this attention include the reinforcement of the various commercial, industrial and residential areas within the Study Area; the allowance of certain mixed-use areas as a way to pragmatically preserve a number of historic structures and traditional village and

downtown settlements; and differentiation of at least different types and densities of residential and commercial areas that serve the local and larger region.

- *Coordinated Economic Development, Transportation and Renewal Planning:* Planning activities and committee/public input point to a multi-faceted developmental effort comprised of a combination of downtown renewal and highway commercial development, provision of a wide assortment of housing choices, industrial retention and expansion and transportation enhancements as major needs and a part of an interrelated developmental strategy. There are a number of vacant and underutilized structures and in-fill developmental potentials in the business districts, places for residential development in subdivisions and scattered in a semi-rural pattern as well as housing revitalization opportunities, few large “Greenfield” development opportunities but areas for land use transfers within the Study Area. In addition, the sheer volume of traffic along US 220 and Route 150 creates potential customers *and* congestion. The core of the Study Area has the infrastructure necessary to sustain in-fill development and renewal but requires improvements in vehicular and pedestrian traffic flow.

Land Use/Transportation/Development Interrelationship

There is an interaction and relationship between transportation and land use – development sites and patterns, natural and cultural resources, and community life – all affected by improved access and mobility. This requires careful attention to the combined effects of transportation, land use and development decisions, by evaluating:

- Environmentally sensitive features
- Local land use regulations
- Historical and architectural resources
- Existing settlement and development patterns
- Available public utilities, public facilities and public services
- Current and future traffic flow and patterns
- Public and local agency input

Planning for the mutual effects of transportation and land use may be reactive or proactive. Reactive planning often occurs “after the fact” and focuses on addressing mistakes or shortcomings. Proactive planning occurs in anticipation to changing development or transportation considerations. In actuality, this plan is a little of both proactive in an infill/redevelopment approach that capitalizes on certain assets of the Study Area, reactive in attempting to address long-standing traffic congestion and regulatory issues.

The conceptual policy orientation intrinsic in this planning effort understands the dynamic relationship among transportation, land use and development, including the following:

- Transportation enhancements are primarily designed to improve access and mobility but may have unintended impacts on developmental potentials;
- Increased or improved access to land may raise its developmental potential creating development that generates additional travel demand;
- Transportation enhancements not accompanied by sound land use planning decisions can result in sprawl;

- ❑ Transportation enhancements can induce new development or merely change existing development patterns;
- ❑ Development project and prospects are most cost effective when existing or planned infrastructure – highways, utilities, services, etc. – are included in the planning and implementation decision-making process; and
- ❑ Land use decisions are best made when this same existing or planned infrastructure guides the process, in effect making best use of infrastructure investments.

The Future Land Use plan and recommendations for the Study Area take these considerations into account. In the County Plan, sections of the County are identified as designated Growth Centers while much of the remainder of the County is identified as either a Rural Resource Production or Rural Resource Protection Area. In essence, the extension of the above considerations result in conceptual land uses that encourage compact and balanced communities, a mixture of types and intensity of uses within the County and Study Area reflecting infrastructure and likely development pressures, pedestrian-friendliness within the transportation system, and the efficient use of the existing transportation network, especially in relation to near-term fiscal constraints. The Study Area's Future Land Use Map takes these concepts into account, especially in terms of types and densities of commercial, mixed and residential land uses.

Interrelationship among Plan Components

The planning process consists of the analysis of certain categories of community factors, in this case, the following:

- ❑ Land Use
- ❑ Economic Base
- ❑ Historic and Cultural Resources
- ❑ Physical and Natural Resources
- ❑ Public Utilities
- ❑ Community Facilities and Services
- ❑ Housing
- ❑ Transportation

The planning process analyzes these factors separately for the sake of undertaking a *manageable* community planning process, even though the relationships and impacts of each factor on the others are recognized. The preceding chapter reviews the findings and trends in relation to these categories and attempts to provide a *translation* of what the findings reveal, and the *recommendations* in that same chapter place the outcome of the synthesis into doable tasks and activities.

Plan components may be directed towards certain specific functional ends, such as the extension of utilities or other community facilities or the enhancement of the local economy via redevelopment activities. These improvements address certain problems or issues, such as providing a basic community infrastructure, addressing economic base issues and improving access to/from certain facilities respectfully. However, they also have relationships and impacts on other planning components, such as making a newly served community more developable, creating pressures for new demands on municipal governments and enhancing the developmental potential of presently undeveloped land.

From a general perspective this planning process has identified some over-riding themes and issues related to Montour County, namely:

- ❑ Residents and others tend to view the area as a pleasant place and want to retain these qualities, enjoying the rural countryside, outdoor recreational opportunities and the small town flavor of communities in much of the County and the general quality of life in the area as a whole;
- ❑ At the same time, residents and others see the need to deal with some critical challenges in retaining the quality and ambiance of the area, while at the same time revitalizing the economic base and enhancing the basic community infrastructure;
- ❑ Young and old appear to agree that new types of job opportunities and leisure activities must be brought to the area, while the essential components of the sense of place of the area should be retained; and
- ❑ There is a recognition of the need to carry out development, renewal and/or revitalization efforts in the Business Districts/Areas while encouraging new

residential and non-residential development on appropriate vacant and developable land.

The balancing of these seemingly contrasting issues is a challenge facing the community.

Interrelationships

The planning recommendations contained in the previous functional sections are made for specific reasons, as means to implement activities required to attain identified goals and objectives. These in turn either attempt to resolve identified problems and issues, affect an identified trend, and/or build on an identified strength. Recommendations are segregated in the seven functional areas, but obviously impact other areas and recommendations. In this way, the recommendations transcend their functional area. The matrix on pages 88-9 summarizes these relationships with the recommendations in the horizontal column affecting the areas displayed vertically. In effect:

- *Land Use* recommendations encourage the preservation of key cultural and natural resources, build on existing developmental patterns, reinforce the concept of focused economic development, understand and implement appropriate growth areas for residential and non-residential development and encourage a centrally focused infrastructure.
- *Economic Base* recommendations recognize heritage tourism, outdoor recreation and nature-tourism as components of the local economic base and economic development strategy; realize the importance of an adequate supply, condition and diversity of housing in sustaining an economic base; reinforce the growth center development approach for commercial and industrial of development; and reinforce the concept of a strategically central focused infrastructure.
- *Cultural Resource* recommendations are related to natural resource and land use recommendations, suggest sensitive rehabilitation of older structures units, reinforce the role of agriculture and recognize the economic role of heritage.
- *Physical and Natural Resource* recommendations reinforce the idea of land use protection via zoning from a regional viewpoint, recognize the economic role of agriculture and outdoor recreation in the area economy and encourage infrastructure and housing in well planned and clustered developments.
- The major *Public Utility* recommendation is for a regional sanitary sewer entity to address a web of long-standing and serious sanitary sewer service and capacity issues. This directly relates to preserving natural and sensitive resources, the growth center and village center concepts, nonconventional/clustered subdivisions, agricultural preservation and land use recommendations in general.
- *Community Facilities and Services* recommendations recognize the fiscal and manpower limitations inherent in public safety services, the importance of these facilities and services in relation to the growth center concept and the multi-municipal nature of recreation and leisure activities as well as their interface with tourism and cultural resources.

- *Housing* recommendations recognize the historic nature of older housing units in the County and encourage rehabilitation where needed; work against linear development and focus new housing in areas having the proper infrastructure; and are affected by sanitary sewer limitations especially in Valley Township.
- *Transportation* recommendations encourage the retention of cultural and natural resources by focusing on incremental upgrades and maintenance of roads and bridges; address multi-modal transportation necessary for residential and recreational concerns; and reinforce the growth center concept for residential and non-residential development.

These relationships are intrinsic in retaining the community and sense of place deemed to be critical for residents, while improving the local economic and community base.

SUMMARY OF PLANNING COMPONENT INTERRELATIONSHIPS

COMPONENT/ Effect or relationship	Cultural Resources	Physical and Natural Resources	Housing	Land Use	Transportation	Economic Base	Public Utilities	Community Facilities and Services
Cultural Resources		Outdoor recreation, agricultural heritage and nature tourism are complimentary regional issues	Residential revitalization recommendations respects historic houses as local resource	Zoning and SALDO recommendations meet farm and historic preservation and aesthetic site planning	Enhanced regional access and safety improvements affects tourism market area	"Growth center" orientation focuses development in context sensitive manner	Incremental nature of utility enhancements along with "growth center" focus minimizes impacts	Recommendations encourages resource preservation and redevelopment
Natural Resources	Complimentary relationship of natural and historic resources including River, Preserve and Greenway		"Growth center" concept encourages subdivisions and higher density residential in more urbanized areas	Zoning and conservation subdivision protect natural, forest and agricultural resources	Trails as mode of pedestrian and bicycle transportation	"Growth center" preserve resources and sensitive areas in the County	Balanced relationship of groundwater resource and conservation issues; Act 537 planning aids conservation	Links prior recreation planning with community facilities recommendations
Housing	Interface with historic districts	Encourages in-fill and clustered development and rehabilitation; reduces residential development pressure in rural areas		Zoning recommendations reinforce residential development in "growth center" while SALDO affects clustered subdivisions	Traffic safety, bridge repair and "growth center" orientation reinforced by rehabilitation and clustering of housing reducing needs for new access roads to residential areas	Residential revitalization focuses on existing residential corridors and areas	Regional sewer planning and implementation critical for housing in "growth centers"	Reinforces provision of cost-effective public safety services thereby enhancing residential economics
Land Use	Interface with agri-tourism and agricultural preservation land use techniques; preservation of intact traditional mixed-use areas via Zoning revisions	Conservation and "growth center" work together discouraging future land use conflicts and agricultural/sensitive land conversions; resource-based preservation measures in land use/land development regulations	Recommendations interface land use and SALDO recommendations, which reinforce "growth center" concept		Multi-modal system reinforces "growth center" concept, congestion issues, preservation of critical resources and regional access for local development	Implemented via strategic industrial & commercial areas; linked land use, transportation and development considerations	Act 537 planning and regional sewer planning and implementation reinforce land use recommendations underlying "growth centers" and rural resource areas	The focus of facilities and services reinforces the "growth center" concept and helps integrate land use and service planning

SUMMARY OF PLANNING COMPONENT INTERRELATIONSHIPS (continued)

COMPONENT/ Effect or relationship	Cultural Resources	Physical and Natural Resources	Housing	Land Use	Transportation	Economic Base	Public Utilities	Community Facilities and Services
Transportation	Involves Canal heritage and two covered bridges	Recreational trails comprise a pedestrian portion of a multi-modal transportation network	"Live where You Work" deals with commutation and congestion in non-structural manner	"Growth center" targets highway enhancements while conservation subdivision may reduce local/access needs		"Growth center" premised on linking all aspects of community and county infrastructure	Targeted public utility enhancements minimize need for major transportation extensions;	Reinforces role of trails and greenways as a part of the multi-modal transportation network
Economic Development	Role of industrial heritage tourism in economy, including mining and manufacturing museum	Reinforce focus of future development in Growth Center; hydrogeological analysis may impact location and density of certain types of development	1st Time Homeowner and rehabilitation activities aid homeownership thereby individual wealth issues	Focuses more intense development in identified "growth centers" and reinforces economic role of agriculture; encourages developmental corridors	Focuses highway improvements on critical and regional US/PA Routes accessing the County; public transit affects commutation		Resolution of regional sewer issue directly relates to economic development within the identified "growth centers" affecting commercial and industrial development	Regional service delivery achieves efficiencies while meeting needs and reinforces developmental environment of the "growth centers"
Public Utilities	Pedestrian-oriented destinations in intact village settings having community infrastructure	Hydrogeological analysis likely will affect future public water service planning	New construction recommendations interface with regional sewer and SALDO recommendations on developer responsibilities	"Growth center" targets utility enhancements while SALDO recommendations define developer responsibilities	Interfaces with "growth center" focus of combined community infrastructure components	"Growth center" premised on linking all aspects of community and county infrastructure		Interrelationship between regional physical infrastructure and public services and facilities
Community Facilities and Services	Reinforces regional and local heritage and outdoor recreation and tourism	Outdoor recreation is related to natural resource protection	Reinforces "Growth Center" concept and clustering and not expensive linear water/sewer service areas to meet new residential uses in outlying areas	Reinforces "growth center" concept and accompanying efficiencies resulting from clustering and focused development	Public transit recommendation may affect web of public services in long term	Keyed to focusing appropriate development in areas having the web of public services and facilities	Reinforces "growth center" concept and accompanying efficiencies resulting from clustering and focused development	

Statement of Compatibility with Development in Contiguous Communities

Overall every effort has been made to develop compatible land use and other planning recommendations in relation to these areas. In general, the Growth Center/Areas and Rural Resource Areas orientation included in this Plan is mirrored in those of contiguous counties as well.

- Northumberland County: This County essentially wraps around the western and southern boundaries of Montour County and includes the contiguous Borough of Riverside and Townships of Ralpho, Rush, Point, East Chillisquaque, Turbot and Lewis. With the exception of the immediate Danville area, just across the Susquehanna River from Riverside, the proposed land use profile for Montour County abutting Northumberland County is for either Rural Resource Production or Rural Resource Protection, which conforms with the conceptual land use recommendations and existing land use patterns of this multi-municipal and basically rural region. The Growth Center conceptual land use recommendation in the general Danville area complements the same for Riverside Borough. While not abutting Montour County, Milton and Northumberland Boroughs appear to mirror the “Growth Center” profile and thus would be complementary as well.
- Lycoming County: A small portion of this County comprises the northern border of Montour County (specifically with Anthony Township) and includes the Townships of Moreland and Muncy Creek. This Plan recommends forested northern Anthony Township to remain as a Resource Protection Area, conforming to the Future Land Use and Countywide Visioning mapping for southeastern Lycoming County.
- Columbia County: This County is on the eastern boundary of Montour County and includes Townships of Franklin, Hemlock, Madison and Montour. With the exception of a small section of West Hemlock Township and the US Route 11 corridor in Cooper Township, the Montour County Plan recommends Resource Production and Resource Protection conceptual land uses, which largely conform to the Resource Conservation uses recommended by Columbia County for these abutting areas. The low density residential pockets within the Rural Resource Production and Protection Areas in West Hemlock Township appear to pose no significant land use conflicts with abutting sections of Columbia County. The US Route 11 Growth Corridor may encourage the multi-use developmental pattern along Route 11 in Columbia County, an area that already sustains multiple types/densities of residential development as well as commercial development and agricultural land. In addition, Columbia County land use mapping identifies the Route 11 corridor as an Economic Center.

Development in all abutting townships is either regulated by municipal or county zoning and subdivision/land development regulations, with the exception of Madison Township that has no zoning. Overall the recommendations of this Plan for the Study Area are largely contained within the “growth center” concept that *focuses* future development in three delineated clustered areas within Montour County.

APPENDICES

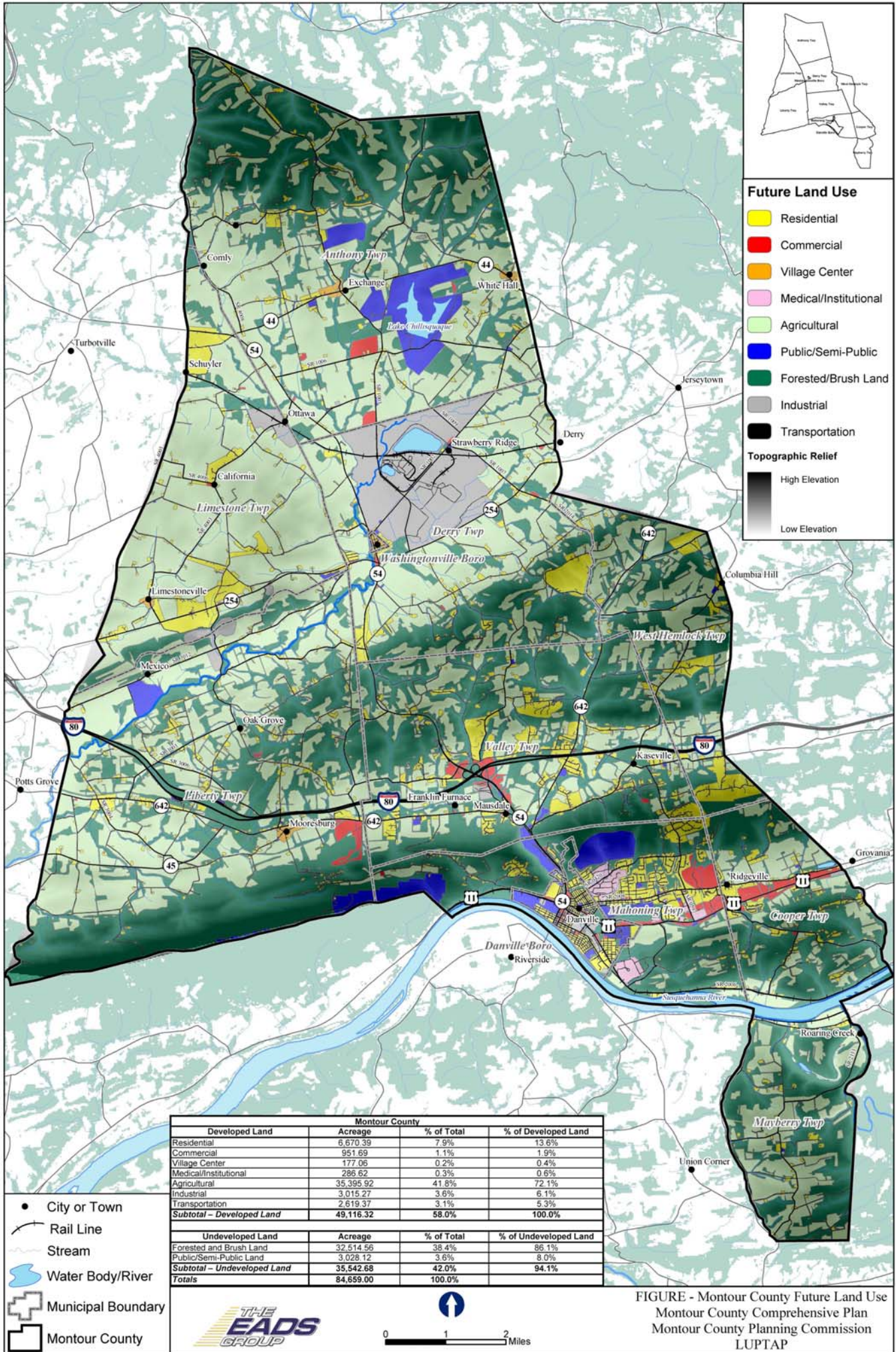
FUTURE LAND USE MAP

GOALS, OBJECTIVES AND RECOMMENDATIONS

The Future Land Use Map for the County is included in this Appendix. The maps are a graphic representation of proposed land use recommendations that further the implementation of significant Plan components.

An overview of issues is included in the Goals, Objectives and Recommendations Summary.

This Plan, including narratives, tables and graphics, was funded in part by a grant from the Land Use Planning and Technical Assistance Program sponsored by the Commonwealth of Pennsylvania, Department of Community and Economic Development.



Future Land Use

- Residential
- Commercial
- Village Center
- Medical/Institutional
- Agricultural
- Public/Semi-Public
- Forested/Brush Land
- Industrial
- Transportation

Topographic Relief

- High Elevation
- Low Elevation

Montour County			
Developed Land	Acreage	% of Total	% of Developed Land
Residential	6,670.39	7.9%	13.6%
Commercial	951.69	1.1%	1.9%
Village Center	177.06	0.2%	0.4%
Medical/Institutional	286.62	0.3%	0.6%
Agricultural	35,395.92	41.8%	72.1%
Industrial	3,015.27	3.6%	6.1%
Transportation	2,819.37	3.1%	5.3%
Subtotal - Developed Land	49,116.32	58.0%	100.0%
Undeveloped Land	Acreage	% of Total	% of Undeveloped Land
Forested and Brush Land	32,514.56	38.4%	86.1%
Public/Semi-Public Land	3,028.12	3.6%	8.0%
Subtotal - Undeveloped Land	35,542.68	42.0%	94.1%
Totals	84,659.00	100.0%	

- City or Town
- Rail Line
- Stream
- Water Body/River
- Municipal Boundary
- Montour County

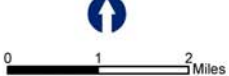


FIGURE - Montour County Future Land Use
 Montour County Comprehensive Plan
 Montour County Planning Commission
 LUPTAP

GOALS, OBJECTIVES AND RECOMMENDATIONS

Vision Statement: To attain a balance among residential, economic and agricultural development reflecting the natural capacity and infrastructure of Montour County by guiding growth and development to appropriate areas while preserving agriculture, open space and critical resources in areas appropriate for these uses.

CATEGORY	ISSUES	OPPORTUNITIES	GOALS & OBJECTIVES	RECOMMENDATIONS
Natural Resources	<p>Local data and testimony notes a serious groundwater supply/capacity issue especially in Northern Montour County</p> <p>Hydric soils bands in Liberty, Limestone, Derry and Anthony Townships</p> <p>1,000+/- permitted wells in county, especially in Valley, Liberty, Mahoning and Anthony Townships</p> <p>Relatively wide floodplains in central and northwestern sections of the county and within/near Danville</p> <p>Stormwater issues</p> <ul style="list-style-type: none"> ❑ Identified periodic flooding in all but 2 municipalities ❑ Erosion issues in southern and central sections ❑ Groundwater contamination potentials in Anthony and Limestone Townships <p>Several critical natural areas, locally significant sites and landscape corridors in the county</p>	<p>Concentration of Prime Farmland in Limestone, Anthony and Derry Townships, much of which sustains farms</p> <p>Water resources along Susquehanna River, tributary streams and Lake Chillisquaque</p> <p>Montour Preserve as critical natural/environmental education/outdoor recreational resource</p> <p>Most identified potential wetlands are existing lakes or surface waters</p> <p>Significant tracts of forested land corridors in northern and southern sections of the county</p> <p>Limestone is the only major mineral resource identified under Montour County</p>	<p>To preserve and conserve critical natural and environmental features that define the County</p> <ul style="list-style-type: none"> ❑ Preserve water resources – surface, ground & springs ❑ Preserve and maintain water resource areas such groundwater recharge areas typically in the northern section of the County. ❑ Encourage development in or directly adjacent to existing built-up areas and the preservation of the agricultural sections of the County. ❑ Preserve the existing concentrations of Prime Agricultural Soils and other land currently in productive agricultural use. ❑ Encourage sound water supply and wastewater management planning/activities ❑ Encourage low impact nature-tourism at the Montour Preserve ❑ Preserve 100-year floodplains and preserve wetland areas so that they can perform their natural functions. ❑ natural gas extraction and other resource production opportunities ❑ Preserve and enhance vegetated linear riparian buffers areas along surface waters providing stream bank 	<p>Institute changes to the County Zoning Ordinance (ZO) and recommend changes to local ZO's</p> <ul style="list-style-type: none"> ❑ Large minimum lot sizes in groundwater-dependent areas (3+ ac) ❑ Overlay district for stream buffer to protect local water resources ❑ Overlay district for identified greenways & open space ❑ Overlay district for floodplains ❑ Consideration of the transfer of development rights concept in future ZO revisions to help retain agricultural land <p>Update Municipal/County Subdivision and Land Development Ordinances (SALDO) with language specifically geared at water supply capacities in applications/reviews/approvals.</p> <ul style="list-style-type: none"> ❑ In areas not supplied by a public water system, <i>require</i> that subdividers/land developers carry out a hydrogeological that demonstrate a reliable water supply <p>Complete a specialized hydrogeological study on groundwater to include</p> <ul style="list-style-type: none"> ❑ Supplies/capacities in the areas having groundwater problems (i.e. draw down testing, sources, yields, etc.) ❑ Identify "wellhead protection areas" that would be used in zoning/SALDO

	<p>Relatively little land unaffected by identified natural resources and constraints, much of it outside areas having existing infrastructure</p>		<p>and channel stabilization, reducing erosion and pollution, storing nutrients and managing runoff, while providing for passive recreational opportunities.</p> <ul style="list-style-type: none"> ❑ Explore developing a Countywide Forest Management Plan that would establish the procedures and methods for managing the County's forest resources. ❑ Encourage best management practices in forestry, agriculture, 	<p>regulations to limit the number/location of new structures (i.e. wells) in relation to existing wells</p> <p>Update Municipal/County SALDO in terms of the following:</p> <ul style="list-style-type: none"> ❑ Encourage the <i>Conservation Subdivision Approach</i> in residential subdivision planning that work with identified primary and secondary natural features/resources ❑ Encourage municipalities to revise/adopt stormwater requirements that reflect the Pennsylvania Stormwater Best Management Practices (BMP) Manual. ❑ Develop and implement an Education/Outreach Program focused around educating developers, farmers, sellers and buyers about the local ground water issues. Promote a similar type program for use in School Districts. <p>Continued coordination with the County Conservation District to Develop an Agricultural Preservation Strategy covering methods such as</p> <ul style="list-style-type: none"> ❑ Creating additional Agricultural Security Areas ❑ Signing voluntary Conservation Easements ❑ Expanding CRP/CREP Programs <p>Develop a Natural Resources Management Plan (educational and regulatory components) covering the following areas to help preserve key resources:</p> <ul style="list-style-type: none"> ❑ Forest Management ❑ Water Resources: floodplains, wetlands, recharge areas and stream buffer corridors,
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CATEGORY	ISSUES	OPPORTUNITIES	GOALS & OBJECTIVES	RECOMMENDATIONS
Demographics	<p>Montour County has experienced population declines during 1900-20, 1960-70, and 2000-07. Most recent declines at a time when Union County experienced a 5% increase.</p> <ul style="list-style-type: none"> ❑ Significant decline in Danville ❑ Moderately high percent in group quarters ❑ Generally a maturing population base, especially in Townships of Cooper, Valley and Mahoning ❑ High percentage of single-person households in Danville and Washingtonville <p>Population loss particularly prevalent among younger groups</p>	<p>Montour County experienced seven decades of population increases during US Censuses between 1930 and 2000</p> <ul style="list-style-type: none"> ❑ Increases in townships particularly significant in Valley & Cooper ❑ High percentage of households are families ❑ Particularly high educational attainment in Mahoning and Valley Townships 	<p>To retain and appropriately expand the population base of the County</p> <ul style="list-style-type: none"> ❑ Encourage year-round residential development in townships surrounding Danville. ❑ Encourage development of housing stock to attract and retain health care professionals ❑ Encourage attraction of younger year-round residents capitalizing on the advantages afforded by the health care industry and natural features creating a live here and work here mentality 	<p>Develop incentive programs for new residential development geared for young professionals coming to the County drawn to the area for the health care industry and natural features.</p> <ul style="list-style-type: none"> ❑ First-Time Homeowner programs ❑ Encourage market rate rental housing <p>Work with officials from Geisinger, the Columbia Montour Chamber of Commerce and the municipalities of Danville, Mahoning and Cooper to develop a strategy to retain those working in the health care industry to live in the County:</p> <ul style="list-style-type: none"> ❑ “Live Where You Work” marketing effort ❑ Links to local real estate firm listings ❑ Walk/Bike to Work marketing efforts

CATEGORY	ISSUES	OPPORTUNITIES	GOALS & OBJECTIVES	RECOMMENDATIONS
Public Utilities	<p>Sanitary sewer limitations</p> <ul style="list-style-type: none"> <input type="checkbox"/> No public sewer in most of the County <input type="checkbox"/> Only sections of Valley and Mahoning Townships are within present service areas <input type="checkbox"/> Sewer capacity issues facing the Valley Township system and affects development/planning <input type="checkbox"/> Ultimate local costs and responsibilities associated with Chesapeake Bay Tributary Strategy compliance <p>On-lot sewage issues</p> <ul style="list-style-type: none"> <input type="checkbox"/> Relatively old sewer planning (Act 537) in 8 municipalities <input type="checkbox"/> Recent warning of malfunctioning on-lot systems in Mahoning Township <p>Public water limitations</p> <ul style="list-style-type: none"> <input type="checkbox"/> No systems in much of the County, including several locations that have public sewer <input type="checkbox"/> Groundwater concerns expressed in Anthony Township <input type="checkbox"/> Limited capacity in the Valley Township system <input type="checkbox"/> 36 smaller active public water entities in the county ranging in service areas from 25 up 4,953 persons <p>Natural gas service is limited to southern portion of county</p>	<p>Public sanitary sewer systems exist in four areas</p> <ul style="list-style-type: none"> <input type="checkbox"/> Danville/Mahoning Township area, with recent increase in capacity at the Danville Treatment Plant <input type="checkbox"/> Valley Township system, focused on the I-80 Interchange area and Mausdale <input type="checkbox"/> Washingtonville system serves the Borough and small abutting sections of surrounding townships <input type="checkbox"/> Liberty Township system serves and treats sewage from Mooresburg residences <p>Some ad hoc regionalization in on-lot sewage enforcement with an SEO serving 4 townships and another SEO serving another two townships</p> <p>Sewer planning (Act 537) in Cooper Township recently completed</p> <p>Public water distribution systems exist in three areas:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Danville Borough system, with recent water main updating project <input type="checkbox"/> Mahoning Township system via bulk purchase from Danville <input type="checkbox"/> Valley Township systems serving a primarily commercial area around I-80 Interchange via bulk purchase from Danville <p>Adequate electrical and telephone service throughout the county</p> <p>CATV and data/voice telecommunications service throughout most of county</p> <p>PP&L Montour Plant is located within the county</p>	<p>To provide an adequate level of public utility services appropriate for the rural-urban profile of the County</p> <ul style="list-style-type: none"> <input type="checkbox"/> Encourage intermunicipal/regional cooperation to provide cost effective utility service delivery <input type="checkbox"/> Continue regional efforts towards resolving area sewage issues and problems <input type="checkbox"/> Ensure that new seasonal/year-round development has adequate water, sewer & other utility services & capacities <input type="checkbox"/> Encourage updating aged Act 537 plans <input type="checkbox"/> Encourage consistent overlap of public water services where there is public sewer service <input type="checkbox"/> Encourage sound water source/service & wastewater planning <input type="checkbox"/> Preserve and maintain groundwater recharge areas in the northern section of the County. <input type="checkbox"/> Encourage development in utility-served areas 	<p>Convene a regional development/utility task force to facilitate coordinated planning & implementation of water and sewer service</p> <ul style="list-style-type: none"> <input type="checkbox"/> In southern Montour County (i.e. Danville, Mahoning, Cooper, Valley & Liberty) <input type="checkbox"/> In Washingtonville and Derry <p>Update Act 537 Wastewater Plans in the 8 communities having older Plans, identifying:</p> <ul style="list-style-type: none"> <input type="checkbox"/> localized sewer problem areas <input type="checkbox"/> potential public sewer service areas and <input type="checkbox"/> enhanced on-lot system enforcement <p>Resolution of sewage treatment issues in Valley Township</p> <ul style="list-style-type: none"> <input type="checkbox"/> Expansion of local WWTP; OR <input type="checkbox"/> Conveyance to Danville WWTP <p>Update/revise County/Local ZO and/or SALDO to address wind energy siting and production issues</p> <ul style="list-style-type: none"> <input type="checkbox"/> Update/revise to include consistent residential wind energy standards. <p>Complete a specialized hydrogeological study on groundwater to include</p> <ul style="list-style-type: none"> <input type="checkbox"/> Supplies/capacities in the areas having groundwater problems (i.e. draw down testing, sources, yields, etc.) <input type="checkbox"/> Identify "wellhead protection areas" that would be used in zoning/SALDO regulations to limit the number/location of new structures (i.e. wells) in relation to existing wells

CATEGORY	ISSUES	OPPORTUNITIES	GOALS & OBJECTIVES	RECOMMENDATIONS
Community Services	<p>No local police services outside of Danville and Mahoning Township</p> <p>Fire companies</p> <ul style="list-style-type: none"> ❑ Potential duplication/redundancy in Danville ❑ Washingtonville the only in the north <p>Declining school district enrollments from the present through 2017</p> <p>Varying degree of interest/involvement in intermunicipal service delivery</p> <ul style="list-style-type: none"> ❑ Some regional issues resulting from single municipality authorities ❑ On-going attempt to address regional recreational facilities and programming ❑ Some inter-municipal cleavages that work against regional solutions 	<p>Local police service in Danville and Mahoning Township</p> <p>5 fire companies in the County</p> <ul style="list-style-type: none"> ❑ Most in central and southern sections ❑ Mayberry Township service via Riverside company <p>EMS service throughout county by 4 providers with Danville Ambulance having the largest service area</p> <p>Cultural/Social services</p> <ul style="list-style-type: none"> ❑ Library, senior center and community center in Danville ❑ Community center in Anthony Township <p>Two school districts in county</p> <p>Recreational facilities</p> <ul style="list-style-type: none"> ❑ Public facilities in Danville and Anthony Township ❑ PP&L facilities in Derry and Anthony Townships ❑ Several trails in southern section of county and in Montour Preserve <p>Geisinger Medical Center provides local and regional health care services</p>	<p>To provide an adequate level of community services appropriate for the rural-urban profile of the County</p> <ul style="list-style-type: none"> ❑ Maintain cooperation and dialogue with local fire companies and emergency services providers to maintain and improve services, access funding from Federal and State sources, and periodically review regional delivery and/or consolidation of services as manpower and equipment needs dictate ❑ Encourage the linkage of existing local recreational facilities and encourage the development of new local trails and facilities ❑ Encourage intermunicipal/regional cooperation to provide regional recreation opportunities 	<p>Continued implementation of the MONTOUR Recreation Plan that includes local/regional parks/recreation recommendations within context of a countywide system, including:</p> <ul style="list-style-type: none"> ❑ Susquehanna Riverfront Park – including a Master Plan, Susquehanna Greenway Corridor and trails, linkages with existing/proposed recreation/water access facilities ❑ Several other greenway corridors – including Old Iron Ore, Reading Rail, Montour Ridge, Rail with Trail, Scenic Bikeway, Ribbons of Green & Chillisquaque Creek Corridors that together unify County recreation ❑ Local recreation parks in Limestone, Derry, West Hemlock, Liberty, Mayberry, Cooper, Danville and Washingtonville ❑ Continuation of Danville Area Community Center as premier indoor recreational facility ❑ Additional programming/reuse in the form of joint use of school facilities and Danville State Hospital ❑ Countywide programming, funding & administration <p>Apply for DCED funding to carry out a local police service needs study, focusing on regional police or purchase of services from adjacent communities</p> <p>Establish a regional fire/first responders task force focusing on coordination and avoidance of duplicative services</p>

CATEGORY	ISSUES	OPPORTUNITIES	GOALS & OBJECTIVES	RECOMMENDATIONS
Transportation	<p>Periodic traffic congestion on Routes 11 and 54 in the greater Danville area</p> <ul style="list-style-type: none"> <input type="checkbox"/> Moderate truck traffic volume especially on Rt 11 east of Danville <input type="checkbox"/> Moderate truck traffic on PA Rt 54 between Washingtonville and PA Rt 44 <input type="checkbox"/> Moderate truck traffic also on PA Rt 254 <p>Relatively high traffic volumes on Bloom St</p> <p>Heavy traffic on I-80</p> <ul style="list-style-type: none"> <input type="checkbox"/> Traffic is 63% heavier west of Danville Exit <input type="checkbox"/> Over one-third of total I-80 traffic consists of trucks <p>15 State bridges have been identified as exhibiting constraints as per biennial inspections</p> <ul style="list-style-type: none"> <input type="checkbox"/> 6 are structurally deficient <input type="checkbox"/> 8 are functionally obsolete <input type="checkbox"/> 1 is structurally deficient and functionally obsolete <p>14 local bridges have been identified as exhibiting constraints as per biennial inspections</p> <ul style="list-style-type: none"> <input type="checkbox"/> 5 are structurally deficient <input type="checkbox"/> 4 are functionally obsolete <input type="checkbox"/> 5 are structurally deficient and functionally obsolete <p>No fixed route public mass transit services</p>	<p>County is well situated and accessible via the Interstate Highway System</p> <p>Most of the 134 State bridges are in adequate shape as per biennial inspections and 15 have identified constraints; of the constrained ones</p> <ul style="list-style-type: none"> <input type="checkbox"/> 2 are eligible for replacement costs <input type="checkbox"/> remainder eligible for rehabilitation costs <p>Most of the 28 local bridges are in adequate shape as per biennial inspections and 15 have identified constraints; of the constrained ones</p> <ul style="list-style-type: none"> <input type="checkbox"/> 11 are eligible for replacement costs; 2 of which are on the current TIP <input type="checkbox"/> 2 are eligible for rehabilitation costs <p>2 nearby international and 2 nearby regional airports</p> <p>Danville is on an Inter-city bus route</p> <p>Some special purpose transportation services</p> <p>Regional and local rail service available in sections of the County</p> <ul style="list-style-type: none"> <input type="checkbox"/> Norfolk Southern serving PP&L Plant in north <input type="checkbox"/> North Shore Railroad in south <p>There are several large highway restoration programs on the TIP</p>	<p>To assure that a safe, efficient and context-sensitive transportation network is maintained and improved</p> <ul style="list-style-type: none"> <input type="checkbox"/> Encourage traffic & pedestrian enhancements on existing state & local roads <input type="checkbox"/> Encourage traffic law enforcement especially involving speed & truck traffic <input type="checkbox"/> Encourage planning & programming of bridge rehabilitation/replacement for public safety <input type="checkbox"/> Ensure that new development minimizes impacts on the existing roadway network and public safety <input type="checkbox"/> Work and partner with private and public partners to maintain and enhance freight rail service especially for industrial users and potential industrial sites in and around the Washingtonville – Strawberry Ridge area <input type="checkbox"/> Develop and complete a balanced pedestrian, buggy and bicycle transportation networks, including hiking trails, bikeways, greenways, special travel lanes/signage for buggies and related areas to result in a network that serves the Danville area and the more rural areas of the County <input type="checkbox"/> Encourage additional public transportation opportunities for more rural areas of the County <input type="checkbox"/> Study Public Transit from other nearby communities for Geisinger employees 	<p>Focus major transportation planning, programming & improvements on growth corridors (i.e. driveways, intersections, turning lanes, signalization, etc.):</p> <ul style="list-style-type: none"> <input type="checkbox"/> Rt. 11 Corridor – Danville east through Cooper Twp <input type="checkbox"/> Rt. 54/I-80 Corridor – Danville north into Valley Twp to the Interchange <input type="checkbox"/> Rts. 54/254 Area – Washingtonville & Derry Twp <p>Encourage the completion of a regional Transportation Study of the potential need for/usage of public transit from Sunbury, Lewisburg, Bloomsburg, Shamokin and other nearby communities for Geisinger employees</p> <p>Create and maintain a regional transportation committee to:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Facilitate inter-municipal planning and coordination with PennDOT and others to focus on bridge safety and replacement, focused on the 30 possible bridge rehabilitation/replacements as per this plan <input type="checkbox"/> To identify potential highway improvement & enhancement projects <input type="checkbox"/> Identify freight rail service to designated areas <input type="checkbox"/> Develop alternative transportation systems including trails and bicycle routes, public/mass transit and coordinate with related recreational and developmental activities <input type="checkbox"/> Coordinate with SEDA-COG in programming/updating lists for the

	<p>Trails are more recreational than transportation oriented</p> <p>Numerous Amish buggy routes in the County, including</p> <ul style="list-style-type: none"> <input type="checkbox"/> PA Rt. 54 between Washingtonville and Turbotville <input type="checkbox"/> PA Rt 44 <input type="checkbox"/> PA Rt 254, which is complicated by truck traffic 			<p>Twelve Year Transportation Program of PennDOT</p> <p>Encourage townships to reevaluate ordinances and regulation needs for local roads involving speed & truck traffic and road bonding related to gas drilling & logging</p>
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CATEGORY	ISSUES	OPPORTUNITIES	GOALS & OBJECTIVES	RECOMMENDATIONS
Housing	<p>Rental unit concentrations limited to Boroughs</p> <p>Relatively high vacancy rates in Danville, Derry, Mayberry and Washingtonville</p> <ul style="list-style-type: none"> ❑ Longer term high vacancy in several communities ❑ Relatively low seasonal housing rates do not explain higher vacancy rates <p>Older housing stock in boroughs with 70% built prior to 1960</p> <p>Over one-third of housing stock of Cooper and Derry Townships are mobile homes</p> <p>Assisted housing concentration in Danville and adjacent area</p> <p>Danville Subdivision and Land Development regulations and standards emphasize residential subdivisions but not residential land developments</p>	<p>Steadily increasing number of housing units in the County</p> <ul style="list-style-type: none"> ❑ Significant percent increases in Limestone, West Hemlock, Mahoning, Mayberry and Valley Townships ❑ Owner occupancy prevalence in the townships <p>Increasing housing values in the county with most adjusted increases during 1990-2000 above state rate, narrowing the gap between state/county rates</p> <p>Countywide housing/income increases favor housing as an investment</p> <p>Newer housing stock in most townships</p> <ul style="list-style-type: none"> ❑ Housing development era spikes vary among townships <p>Housing market characteristics</p> <ul style="list-style-type: none"> ❑ Single-family detached orientation in most townships ❑ More dense housing development patterns in boroughs and Mahoning Township 	<p>To assure the availability of an adequate supply and choice of housing</p> <ul style="list-style-type: none"> ❑ Encourage development of housing stock in and around Danville to retain health care professionals ❑ Focus new residential developments in the identified Growth Corridors ❑ Ensure that identified growth corridors have adequate water, sewer & other utility services & capacities ❑ Promote the rehabilitation of dilapidated housing via code enforcement measures ❑ Encourage the correction of blighting influences ❑ Encourage higher density residential development around those areas with public sewer and water service as a means to help preserve the agricultural areas in the County. 	<p>Develop a sample property maintenance code localizing/refining national codes, for adoption and enforcement via municipalities and/or inter-municipal agreements</p> <p>Development & maintenance of a County Housing Rehabilitation Program aimed towards low/moderate income homeowners</p> <ul style="list-style-type: none"> ❑ Funded via HOME application ❑ Minor rehabilitation via DCED Residential Revitalization Program <p>Develop incentive programs for new residential development geared for young professionals coming to the County drawn to the area for the health care industry and natural features.</p> <ul style="list-style-type: none"> ❑ First-Time Homeowner programs ❑ Encourage market rate rental housing <p>Work with officials from Geisinger, the Columbia Montour Chamber of Commerce and the municipalities of Danville, Mahoning and Cooper to develop a strategy to retain those working in the health care industry to live in the County:</p> <ul style="list-style-type: none"> ❑ “Live Where You Work” marketing effort ❑ Links to local real estate firm listings ❑ Walk/Bike to Work marketing efforts <p>Resolve the sewage issue in Valley Twp plant capacity restrictions at the Valley WWTP that will allow proposed residential development to move forward</p> <ul style="list-style-type: none"> ❑ WWTP expansion; OR ❑ Conveyance to Danville WWTP

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<p>Economic Conditions</p>	<p>Dominance of health care/social service sector with less employment diversity in other sectors</p> <p>Recent upswing in unemployment rate likely reflecting economic problems nationally during first quarter 2008</p> <p>Median family income increases for county residents largely neutralized by cost of living more pronounced than in surrounding counties</p> <ul style="list-style-type: none"> □ Continued gap between county and state figures <p>Many commuters to the county causing increasing employment levels</p> <ul style="list-style-type: none"> □ No employment level increase for County residents during 1990-2000 □ Commuters seen as not aiding in sustaining community services/facilities and not having a "stake" in the County <p>Anchor businesses may be all or partly tax exempt</p> <ul style="list-style-type: none"> □ Only 2 of top 10 employers in county are private sector <p>Manufacturing employment for those working in Montour County has been declining since 1990</p> <p>Relative wealth is not shared equally among county municipalities, being greater in Liberty, Limestone, Mahoning, Mayberry, Valley and West Hemlock</p> <p>Financial/insurance, Arts/Entertainment/recreation and Accommodations/Food Services have experienced no growth and relatively low wages</p>	<p>Health care and related services are dominant economic anchor</p> <ul style="list-style-type: none"> □ Relatively high wages and recent wage increases <p>County is a "net importer" of jobs with nearly twice as many jobs in the county as there are employed Montour County residents</p> <ul style="list-style-type: none"> □ Total employment in Montour County has increased since 1990 <p>Historically rather low/moderate unemployment rate for County residents in relation to surrounding counties</p> <p>Wage increases for workers in the county have been favorable</p> <p>Favorable movement in poverty rates since 1990</p> <p>Employment in construction, retailing and real estate for those working in Montour County has been increasing since 1990</p> <p>Economy is transitioning from some reliance on manufacturing to one focused on services</p> <p>Household income source data for the county largely reflects statewide source figures</p> <p>Economic roles of PP&L and US Gypsum (under development presently)</p>	<p>To retain and appropriately expand the economic base of the County</p> <ul style="list-style-type: none"> □ Encourage continued growth in sectors not reliant on the health care/social service sector □ Focus industrial related opportunities around the PP&L and US Gypsum operations □ Encourage development of "growth corridors", embracing commercial, industrial, services, health care, educational and tourism development at the appropriate locations having the access and infrastructure to attract and maintain it. □ Explore methods to overcome tax exempt businesses 	<p>Designate the following areas as Growth Corridor, focusing more intense development in these locations:</p> <ul style="list-style-type: none"> □ Rt. 11 Corridor – Danville east through Cooper Twp □ Rt. 54/I-80 Corridor – Danville north into Valley Twp to the Interchange □ Rts. 54/254 Area – Washingtonville & Derry Twp <p>Designate remaining agricultural and open space as Resource Protection/Production areas, focusing on agricultural and natural preservation and scattered less intensive development</p> <p>Maintain discussions with tax exempt enterprises on a meaningful payment in-lieu of taxes program that reflects the financial implications and impacts as well as tax funded services received by them</p> <p>Create a County Ombudsmen position to assist with the following:</p> <ul style="list-style-type: none"> □ County and Municipal funding opportunities □ Technical assistance to local governments and civic/social agencies <p>Development of an application for the <i>Elm Street Program</i> (PADCED) covering residential/mixed use areas adjacent to the Danville Central Business District in Danville and Mahoning</p>

CATEGORY	ISSUES	OPPORTUNITIES	GOALS & OBJECTIVES	RECOMMENDATIONS
<p>Land Use</p>	<p>There are numerous land use and land development regulations in effect in a county containing relatively few municipalities and people, with evidence of regional coordination in certain cases and lack of coordination in others</p> <p>Agricultural community identifies certain impediments facing agriculture in the county</p> <ul style="list-style-type: none"> ❑ Perceived encroachment by residential development ❑ Developmental pressures to convert farmland to other uses ❑ Local/County regulations ❑ Lack of family interest in continuing farming <p>Minimal land development standards in the Danville Subdivision and Land Development Ordinance</p> <p>Developmental pressures causing land use changes</p> <ul style="list-style-type: none"> ❑ Evidence of linear residential development along State highways and other major roads ❑ Conversion of some former farmland to industrial uses in Derry Township <p>Local planning in Derry Township recommends conversion of some farmland to industrial use in identified industrial growth area In and around PP&L and US Gypsum</p>	<p>Zoning Ordinances in effect throughout county</p> <ul style="list-style-type: none"> ❑ Local zoning in Valley & Mahoning Twps & Danville ❑ Derry, Limestone & W Hemlock Joint Zoning Ordinance ❑ County Zoning elsewhere <p>Subdivision and Land Development Ordinances in effect throughout county</p> <ul style="list-style-type: none"> ❑ Local Ordinances in Danville, Valley Twp, Derry Twp., Limestone Twp. and W. Hemlock Twp. ❑ County Ordinance elsewhere <p>Some detailed land development standards in the County and Valley Township Subdivision and Land Development Ordinances</p> <p>Local level plans reinforce major growth/development areas</p> <ul style="list-style-type: none"> ❑ Joint Municipal Plan (2007) notes industrial area in Derry Township including and surrounding the PP&L & US Gypsum facilities ❑ Valley Township Plan (1990) recommends commercial and residential development in immediate vicinity of I-80 Interchange <p>Local level plans reinforce agricultural uses</p> <ul style="list-style-type: none"> ❑ Much of Limestone & West Hemlock Townships ❑ Large sections of Derry Township 	<p>To ensure orderly, appropriate and compatible development that produces economic growth and preserves the agricultural areas in the County</p> <ul style="list-style-type: none"> ❑ Guide & monitor development in identified Growth Corridors or directly adjacent to existing built-up areas ❑ Preserve environmentally sensitive land such as agricultural land, floodplains, wetlands and steeply sloping areas, while encouraging new development and expansion in level areas outside and/or above floodplains. ❑ Maintain and enhance recreational opportunities and preserve open space for use by existing and future residents. ❑ Avoid and/or mitigate the impacts of land uses & site layout that conflict with the rural/open space profile ❑ Facilitate updating of Update Municipal/County Subdivision and Land Development Ordinances (SALDO) for consistency among the plans and also to establish smart growth 	<p>Coordinate and update Municipal/County Zoning to establish and facilitate development in the Designated Growth Corridors:</p> <ul style="list-style-type: none"> ❑ County: New Village Center District (i.e. Mausdale, Washingtonville, Exchange & White Hall); Min. Lot sizes in C-H; Adult Entertainment regulations; Signage standards & regulations; and the need for I-R & C-I Districts ❑ Danville: Number & subdivision (i.e. C1A, C1B, etc.) of Districts; Scattered rezoning; Historic Overlay District to complement HARB; Front setbacks in R-2 & in-fill issues; and potential issues w/Home Occupations as Accessory Uses ❑ Mahoning: Narrow setbacks in IN & A/F; Evaluation of agriculture in RR District; and Min. Lot sizes in C-H ❑ Valley: Greater details, definitions & standards for Adult Entertainment; and Potential issues w/Home Occupations as Accessory Uses ❑ N. Montour: Excessive setbacks in VC District; and Evaluation of size of I District in Derry ❑ Overall: Permitting/limiting utility intensive users in appropriate growth areas and Development of common district types, definitions & supplemental regulations countywide <p>Coordinate and update Municipal/County Zoning to reflect protection of designated Resource Protection/Production areas.</p>

		<p><input type="checkbox"/> Small sections of Valley Township</p> <p>Local agricultural community would like all existing agricultural land to remain in agricultural use</p>	<p>development practices</p> <ul style="list-style-type: none"> <input type="checkbox"/> Facilitate updating of Zoning ordinances for consistency among the plans and also to enhance land use recommendations <input type="checkbox"/> Implement an education program in the Northern section of the County center around ground water issues. <input type="checkbox"/> Explore agricultural land use preservation techniques such as conservation easements 	<ul style="list-style-type: none"> <input type="checkbox"/> County: Evaluation of potential residential developments in AP & AC Districts and New Village Center District <input type="checkbox"/> Mahoning: Narrow setbacks in A/F and Evaluation of potential residential development impact in A/F <input type="checkbox"/> Valley: Evaluation of potential residential development impact in A and mapping of Floodway/Floodplain District <input type="checkbox"/> N. Montour: Narrow setbacks in W & A Districts; Evaluation of size of I District in Derry; Evaluation of C District on Rt. 254 in Limestone; <input type="checkbox"/> Overall: Consideration of larger minimum lot sizes (greater than 1 acre) especially in areas relying on individual wells as a water supply; and Conservation Overlay Zoning to cover existing/potential greenways & Trails as per MONTOUR Recreation and local level planning; and Development of common district types, definitions & supplemental regulations countywide <p>Coordinate and update Municipal/County SALDO to better reflect future land use recommendations:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Overall: Development of common procedures, definitions & supplemental regulations countywide; Greater attention to groundwater capacities in appropriate areas; and Provision for a <i>Conservation Subdivision</i> approach in appropriate areas with incentives <input type="checkbox"/> County: Clarifying definitions, Reconciling parking/loading requirements with Zoning; Removal of discretionary judgment/standards
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