

**COMPREHENSIVE PLAN
TABLE OF CONTENTS**

INTRODUCTION AND OVERVIEW

Planning Needs 1
 Planning Issues Overview 1
 Planning Process; Key Questions 3
 Sidebar - State Mandated Plan Review 4

GOALS AND ACTIONS SUMMARY

General ECWC Community Development Objectives 5
 Goals 7
 Overall Actions 7
 Key Implementation Strategies 8

SPECIFIC ACTIONS

Land Use, Natural Resources Conservation and Environmental Protection 9
 Community Facilities and Services 16
 Transportation 22
 Housing 25
 Historic Preservation 25
 Land Use Management Ordinances 27
 Capital Improvements Program 29
 Official Map 29

COMMUNITY CONSERVATION AND DEVELOPMENT GOALS AND OBJECTIVES

Need for Goals and Objectives 30
 Community Balance 30
 Sidebar - Shared Vision 31
 County Planning and Area Wide Planning 31
 A Guide and Policy Statement 31
 General Community Development Objectives 31
 Sidebar - Note About Open Space 32
 Goal 1 - Quality Lifestyle 33
 Goal 2 - Natural Resources and Open Space 34
 Goal 3 - Economic Base 36
 Goal 4 - Housing 37
 Goal 5 - Community Facilities and Services 38
 Goal 6 - Road System 39
 Goal 7 - Historic Preservation 40

PLANS

LAND USE, NATURAL RESOURCE CONSERVATION AND ENVIRONMENTAL PROTECTION

Summary of Planning Issues 41
 Sidebar - Rural Character Defined 41
 Future Land Use - Conserve Working Landscape and Encourage Appropriate Economic Development ... 42
 Businesses and Employment 42
 Sidebar - East Central Wayne County Land Use Plan 42
 Agriculture, Forestry, Minerals 43
 Open Land and Natural Area Conservation 43
 County Planning 43

ECWC Generalized Future Land Use 43

ECWC Village Centers 43

Sidebar - Factors for Delineating Village Centers 44

Village Center Development Scenario 44

Sidebar - Characteristics of Residential Neighborhoods 44

Residential Neighborhoods 44

Residential Neighborhood Development Scenario 45

Sidebar - New Resident Cautions 45

Rural Resource Areas 45

Sidebar - Factors for Delineating Rural Resource Areas 46

Rural Resource Area Development Scenario 46

Effective Land Use Management 46

Specific Actions for Residential Development 46

Sidebar - Preservation/Conservation Techniques 47

Fiscal Benefits of Open Land Preservation 47

Sidebar - Conservation Easements 49

Commercial, Manufacturing and Institutional Uses 49

Sidebar - Commercial Design Standards and Guidelines 50

Preservation of Agriculture 50

Farmers - Long-Term Stewards and Agricultural Protection Zoning 51

ECWC Action 51

Agricultural Securities Areas 51

Sidebar - Agricultural Protection Zoning 52

Sidebar - Agricultural Securities Areas 53

Agricultural Conservation Easements 53

Sidebar - Act 319 Clean and Green Program 54

Sidebar - How Farms Are Chosen For Easement Purchase 54

Tax Incentives - Clean and Green 54

Specific Agriculture Protection Actions 55

Forestry 55

Mineral Extraction 56

Sidebar - Bluestone 57

Ridge Lines and Scenic Vistas 57

Environmental Protection 58

Local Authority for Regulation 59

Integrated Approach 59

Floodplain Maps and Management 59

Improving Floodplain Management 60

Developments of Special Concern 60

Prohibition of Structural Development in the Floodplain 60

Inclusion of Floodplain Management into the Development Review Process 61

Provisions for Buffers and Maintenance of Hydrologic Regime 61

Well Construction in Floodplain 61

Additional Flood Damage Mitigation Assistance 61

Sidebar - Zoning Versus Special Purpose Ordinances 61

Forest and Vegetation 61

Groundwater - Zoning Ordinance 62

Groundwater - Wellhead Protection 62

Groundwater - Well Ordinance 62

Surface Waters and Wetlands 62

On-Lot Sewage Management 63

Steep Slopes 63

Improving Stormwater Management 63

Preserve Existing Hydrologic Conditions 63
 Maintain Groundwater Recharge 64
 Protect and Maintain Water Quality 64
 Reduce Erosion and Scour of Stream Banks and Stream Beds 64
 Control Flooding 64
 Define Inspection and Maintenance Responsibilities 64
 Sidebar - NPDES Permit Coordination 64
 Soil Erosion and Sedimentation Control 64

COMMUNITY FACILITIES AND SERVICES

Overview 66
 Growth and Development 66
 Planning and Cooperation 66
 Plan Focus 66
 Facility and Service Providers 66
 Intermunicipal Cooperation 66
 Sidebar - School Districts and the Pennsylvania Municipalities Planning Code 68
 Schools 68
 Township Government 68
 Facilities and Services 68
 Community Survey – Facilities and Services 68
 Damascus Township Facilities and Staff 69
 Manchester Township Facilities and Staff 70
 Oregon Township Facilities and Staff 71
 Township Facilities and Staff 71
 Local Road Maintenance 71
 Road Maintenance Cooperation 71
 Recreation Opportunities and Support 72
 Recreation Facilities 72
 Recreation and the Planning Code 73
 Sidebar - Damascus Township Recreation Plan 73
 Resident Expectations 73
 Specific Actions Related to Recreation 73
 Police Protection 74
 Fire Protection and Ambulance Service 74
 Emergency Management 76
 Libraries 76
 Sidebar - Wayne County Recycling 76
 Solid Waste Disposal and Recycling 76
 Water Supply 77
 Sewage Disposal 77
 On-Site Sewage Systems 77
 Wastewater Treatment Plants 77
 Community Facilities for New Development 78
 Community Facility and Service Priorities 78

TRANSPORTATION

Summary of Planning Issues 79
 The Transportation System 79
 Access - Mobility 79
 Highway Classification Factors 79
 Highway Functional Classification 80
 Expressway 84

Arterial Highway 84
 Collector Road 84
 Local Road 84
 Roads in the Planning Area 85
 Traffic Volume 85
 Road Network Level-of-Service 86
 Municipal Roads – Condition and Future Plans 86
 Bridges 86
 Damascus Township Road Improvement Needs 87
 Manchester Township Road Improvement Needs 87
 Oregon Township Road Improvement Needs 87
 Condition of State Roads 88
 Wayne County and PennDOT Long Range Planning 88
 Subdivision Roads 88
 Airports, Railroads and Public Transportation 89
 Other Road and Intersection Actions 89

HOUSING

Number of Housing Units 92
 Municipalities Planning Code Requirements 92
 Housing Affordability Considerations 93
 Age of Housing 94
 Home Ownership and Housing Value 94
 Housing Affordability in the Townships 95
 Township Regulations 96
 Regional Housing Efforts 96
 Affordability in a Growing Community 96
 Specific Housing Actions 96

HISTORIC PRESERVATION

Historic Resources 98
 Sidebar - National Register of Historic Places 98
 Community Survey 100
 Historic District Ordinance 100
 Sidebar - Benefits of Historic Preservation 100
 Site and Sign Design Assistance 100
 Sidebar - Historic Preservation Planning 101
 Historic Preservation Actions 101

LAND USE MANAGEMENT ORDINANCES

SUBDIVISION AND LAND DEVELOPMENT ORDINANCES AND ZONING ORDINANCES

Existing Land Use and Environmental Controls 102
 Subdivision and Land Development Ordinance Compared to Zoning Ordinance 102
 Land Use and Zoning 102
 Damascus Township Current Zoning Districts Affirmed 102
 Community Survey Results 103
 County Zoning 103
 Sidebar - Zoning in Blooming Grove Township, Pike County; Zoning for the Northern Tier Coalition . . . 104
 Traditional Zoning - District Separation 104
 Performance Zoning 104
 Traditional and Performance Combined 104
 Cooperative Zoning 105
 Municipal Long Term Commitment 105

Management -- Not Preservation of Status Quo 105

Innovative Zoning Methods for Conservation 106

Conservation Subdivision Design 106

Conservation Design and ECWC 106

Conservation Design Process 106

Conservation Design in SALDO and Zoning 112

Regulate Density Instead of Lot Size 112

Sidebar - Purposes for Conservation Design 113

Transferable Development Rights (TDR) 113

Sidebar - TDR Offers Potential Benefits Of Compelling Importance 114

Sidebar - TDR in Palmyra Township, Pike County 114

Ordinance Development 114

Traditional Neighborhood Development 115

Considerations for Conservation Design, Transferable Development Rights and
Traditional Neighborhood Development 115

Specific Actions Related to Subdivision and Land Development Ordinances and Zoning Ordinances 115

CAPITAL IMPROVEMENTS PROGRAM

Capital Improvements Program - Budgeting Device 116

Informal v. Formal 116

Prioritization of Municipal Needs 117

OFFICIAL MAP

Pennsylvania Municipalities Planning Code 118

East Central Wayne County Planning Area 118

What Is an *Official Map*? 118

What Misconceptions Surround The *Official Map*? 118

What Are the Benefits of the *Official Map*? 120

What Can Be Included on the *Official Map*? 120

BACKGROUND STUDIES

COMMUNITY SURVEY

Damascus Township 122

Manchester Township 136

Oregon Township 146

**AREA WIDE PLANNING – PLANNING AND DEVELOPMENT IN WAYNE COUNTY,
THE REGION AND CONTIGUOUS MUNICIPALITIES**

Planning Code 156

County Planning 156

Sidebar - Wayne County Comprehensive Plan 157

Regional Planning 157

Planning and Zoning in Contiguous Municipalities 158

Contiguous Municipality Review 159

Upper Delaware National Scenic and Recreational River 159

Sidebar - River Management Plan 159

Substantial Conformance 159

Upper Delaware Council 160

Intermunicipal Cooperation 161

EXISTING LAND USE / LAND COVER

Growth and Development Overview 162

Importance of Regional Location and Resulting Development Pattern 162

Growth vs. No-Growth and Need for Area-Wide Planning 162

Land Use Overview 163

Residential Land 166

Commercial/Industrial 166

Government/Institution, Religious, and Utilities 167

Open Land 168

Potential for Development 169

NATURAL FEATURES, LAND SUITABILITY FOR DEVELOPMENT AND DEVELOPMENT CONCERNS

Introduction 170

Physiography and Geology 171

Groundwater 172

 Sidebar - Groundwater Overview 173

 Groundwater Quantity 173

 Sidebar - Estimated Groundwater Recharge Rates 173

 Sidebar - How much groundwater do we have? 174

 Sidebar - The Hydrologic Cycle in Pennsylvania How Groundwater Moves 174

 Groundwater Water Quality 174

Conservation and Protection 175

Soil Formation 176

 Sidebar - Land Use and Water Quality and Quantity 176

Soil Associations 177

Soil Suitability 177

Soil and On-Lot Sewage Disposal 181

 Agricultural Soil 181

 Sidebar - Prime Agricultural Lands 182

Minerals 182

Slopes 182

Wetlands 183

Surface Waters 184

Floodplain 186

Flora and Fauna 186

DEMOGRAPHICS AND ECONOMIC BASE

Demographics 187

Historic Population and Recent Trends 187

Population Density 189

Population Projections 190

Age of Population 191

Seasonal Housing 193

Seasonal Population 194

Travel Time to Work 194

Municipal Immigration 194

Economic Base 195

Employment by Sector and Job Type 195

Income Levels 197

Poverty Status 197

Regional Economy and Tax Consequences 199

Future Considerations 199

Demographic Profiles 200

FINANCIAL ANALYSIS

Introduction 201
 Taxing Authority 201
 Sidebar - A Note About Millage 203
 Revenue and Expenditure 207
 Municipal Comparisons 207
 Real Estate Tax Potential 208
 Other Revenue Sources 209
 Future Considerations 210

**PLANNING PROCESS AND INTERRELATIONSHIP OF PLAN ELEMENTS
 AND IMPLEMENTATION STRATEGIES**

Framework for the Future 211
 Planning *Process* 211
 Conservation of Community Character 211
 Community Vision 212
 Community Involvement 212
 Implementation Strategies 212

APPENDIX

Road Inventory and Evaluation Worksheet
 Damascus Township Maps
 1959 Land Use / Land Cover
 2006 Land Use / Land Cover
 Environmentally Constrained Lands
 Lands Under Agricultural & Conservation Programs
 Manchester Township Maps
 1959 Land Use / Land Cover
 2006 Land Use / Land Cover
 Environmentally Constrained Lands
 Lands Under Agricultural & Conservation Programs
 Generalized Future Land Use
 Oregon Township Maps
 1959 Land Use / Land Cover
 2006 Land Use / Land Cover
 Environmentally Constrained Lands
 Lands Under Agricultural & Conservation Programs
 Generalized Future Land Use