

COMMUNITY FACILITIES AND SERVICES

Overview

Community facilities and services, as provided by local, county and state government, and by quasi-public institutions such as volunteer fire departments, hospitals and libraries, are most often considered in terms of government or institutional response to meet the needs and demands of the community's residents. As the individual municipal and regional population continues to change the demand for facilities and services will also change. For example, an increasing population may require more classroom space, increased or new police protection, expanded social services, and additional recreation facilities. On the other hand, a stable or declining population, while not requiring additional services, may present a difficulty of paying for existing facilities and services with shrinking tax revenues. This is particularly pertinent to roads which require maintenance regardless of the municipal population. In addition, a change in the composition of the population could require different facilities and services. For example, if the population is aging as a whole, less recreation facilities and more social services may be required.

Growth and Development

Community facilities and services can also serve as a tool, or as an unexpected trigger, to guide or stimulate community growth and development. Provision of a public water supply or sewage disposal system can be used to foster business development, but unexpected (and perhaps undesired) associated commercial and residential development can result in the area where such facilities are provided. The construction or improvement of highways, often to solve traffic congestion, can have similar effect resulting in even more traffic and a change in community character.

Planning and Cooperation

The planning and provision of community facilities and services must be undertaken in the overall context of the *Comprehensive Plan* and the community's long-term growth and development goals and objectives. More importantly, the three East Central Wayne County Townships should not act as an island when considering facilities or services, but should cooperate with each other and other local municipal jurisdictions, the school district, and the County to provide and improve facilities and services which are best provided regionally.

Plan Focus

This section of the *Comprehensive Plan* focuses on those facilities and services which are provided by the three municipalities and the quasi-public institutions, such as fire and ambulance companies, serving the area. Given population increases, the demand for services and facilities provided directly by local municipalities has been continually increasing. For many years in the early history of townships, the main responsibility of the elected officials was maintaining roads, hence the moniker *Road Supervisor*. Boroughs often served as centers for commerce and community activities. In more recent years, state and federal mandates such as sewage disposal regulations, floodplain development requirements, and stormwater management planning, along with the desire to manage development, local municipalities have undertaken land use planning and environmental protection programs.

Facility and Service Providers

Public community facilities and services in the ECWC Planning Area are provided on several levels, and the provision of these facilities and services is dependent on tax dollars, whether in the form of federal and state aid, county supported programs, or locally funded facilities and services. Both public and private funds support institutional facilities and services. Certainly, the facilities and services provided by the Commonwealth of Pennsylvania and Wayne County are vital to ECWC residents, but are somewhat beyond the scope of this *Plan*. Should community residents find that state or county facilities or services are inadequate, local municipal officials can serve as a conduit for communication with responsible state and county officials to effect facility and service improvements. In order to provide an overview of the range of facilities and services available in a community, *Facilities and Services Providers Table*, includes a matrix of typical facilities and services which can be provided by various jurisdictions.

Intermunicipal Cooperation

In recent years, more and more municipalities in the Commonwealth have begun working together on a number of issues and programs. This *Comprehensive Plan* is a good example of what can be accomplished via cooperation. The provision of community facilities and services offers myriad other opportunities for continued cooperation. Cooperation can result in

TYPICAL FACILITIES AND SERVICES PROVIDERS (SAMPLE – not specific to ECWC or Wayne County)					
Service	Local	School	County	State	Quasi-Public
Aging Services			D	S, D	
Domestic Relations			D	S, D	
Children & Youth			D	S, D	
Welfare, etc.				D	
Education		D		S	
Parks & Recreation	S, D	D	S, D	S, D	D
Judicial			D	S, D	
Criminal Justice			D	S, D	
Police Protection	D		D	D	
Emergency Mngt	D		S, D	S, D	D
Roads/Highways	D		S, D	S, D	
Tax Assessment			D		
Elections	D		D	S, D	
Land records			D		
Libraries, museums	S, D	D	S, D	S	D
Fire & Rescue	S, D		S	S	D
Health Care			D	S, D	D
Utilities	D		D		D
Land Use Control	D		D	S, D	
Environ Protection	D		D	S, D	
Solid Waste Disposal	D		S, D		

S - provides financial support to other jurisdiction or quasi-public entity
 D - provides directly to public

efficiency of program operation and service delivery, and economies of scale in purchasing of supplies and materials. A council of governments (COG) is the most common type of local municipal organization in the Commonwealth and can, by formal municipal agreement, be used to provide virtually any service or facility normally provided by an individual municipality.

All three ECWC Townships participate in the eight-

member Northern Wayne County COG which was organized for the administration of the State Uniform Construction Code and is now working for joint purchasing. Two other examples of COGs in the region are the Lackawanna County COG and the Susquehanna COG. The county-wide Lackawanna County COG has been effective in terms of realizing savings on purchases of supplies and materials such as road calcium. The Susquehanna COG, with some fourteen member municipalities, administers the sewage

enforcement program and the construction code for member municipalities, and will also administer zoning ordinances currently under development. ECWC Township officials should continue to fully explore and take advantage of any opportunities to improve facilities and services through intermunicipal cooperation and the Northern Wayne County COG.

- Damascus Area School – K- 8th grade
- Honesdale High School – 9th -12th grade
- Lakeside Elementary School – 3rd - 5th
- Preston Area School – K- 8th grade
- Stourbridge Primary School – K - 2nd grade
- Wayne Highlands Middle School – 6th - 8th grade

<p>School Districts and the Pennsylvania Municipalities Planning Code</p>
<p><i>Section 305. The Legal Status of Comprehensive Plans Within School Districts. Following the adoption of a comprehensive plan . . . , any proposed action of the governing body of any public school district located within the municipality or county relating to the location, demolition, removal, sale or lease of any school district structure or land shall be submitted to the municipal and county planning agencies for their recommendations at least 45 days prior to the execution of such proposed action by the governing body of the school district.</i></p>

Schools

Although local municipalities have no direct control over school district facilities and activities, the Pennsylvania Municipalities Planning Code (MPC) recognizes the importance of school buildings and land to the community. Public schools account for the largest expenditure of local tax dollars. The public school system not only provides education for a community’s children, but also provides adult and community education, library facilities, cultural and social activities, and recreational and sport facilities for the surrounding communities. The MPC requires school districts to submit certain proposed actions related to land and buildings to the municipality for review if a comprehensive plan has been adopted. (See the *School Districts and the Pennsylvania Municipalities Planning Code Sidebar*.) Most school districts are not aware of this provision and local municipalities must monitor school district activities and notify school administrators about the requirement.

The ECWC Planning Area is served by the Wayne Highlands School District. The District enrolls some 3,300 students and the Pennsylvania Department of Education projects the enrollment to decrease to about 3,000 by 2010 and to 2,700 by 2015. This seems counterintuitive given the population growth in the District. Perhaps the Department of Education does not adequately account for immigration in its projections. The District maintains six school buildings as follows:

Township Government

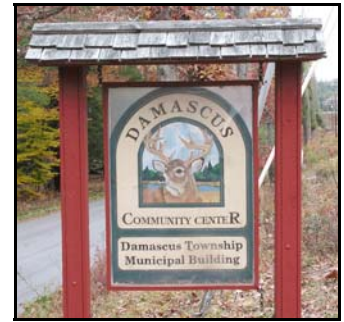
Damascus Township, Manchester Township and Oregon Township are each incorporated under state law as a *Township of the Second Class* (a far better title than the moniker *second class township*). Based on a population density of 300 persons per square mile, township voters can opt for reclassification to a *Township of the First Class*. However, none of the Townships in Wayne County have reached this population density. Each ECWC Township is governed by a three-member board of supervisors. State statute provides the option of a five-member board under the home rule system following a ballot referendum supported by a majority of voters. However, relatively few townships have opted for this system; Westfall Township in Pike County is one nearby example. The Board of Supervisors appoints township residents to the Township Planning Commission which serves an advisory role to the supervisors. Other volunteer boards may include the zoning hearing board, the parks and recreation commission and the shade tree commission.

Facilities and Services

Townships in Pennsylvania are responsible for a variety of public facilities and services. Historically, one of the primary functions is the construction, improvement and maintenance of roads. However, local governments have evolved over the years to the point of managing a large variety of facilities and services. Townships, via the elected Board of Supervisors, are also responsible for, and in some cases are mandated by state and federal regulations, a variety of other facilities, services and programs. These include, among others, land use controls; environmental protection; police protection; water, sewer and storm water facilities; parks and recreation, and solid waste disposal. The level of service is typically dictated by the density and demographic character of the municipal population, and its tax base.

Community Survey – Facilities and Services

Road maintenance and emergency services are typically the most important services as viewed by residents of small communities, followed by youth recreation



DAMASCUS TOWNSHIP FACILITIES AND STAFF	
Township Building	<ul style="list-style-type: none"> - 70 acres on Conklin Hill Road, constructed in 1979 - offices, meeting room, community center
Maintenance Buildings	<ul style="list-style-type: none"> - located on Township Building parcel - 4-bay equipment garage attached to Township Building
Other Property	<ul style="list-style-type: none"> - 1 acre on Baldwin Hill Road, road maintenance stockpile - 62-acre Damascus Forest, conservation easement, used for recreation
Meetings	<ul style="list-style-type: none"> - Township Building
Employees	<ul style="list-style-type: none"> <li style="width: 45%;"> <ul style="list-style-type: none"> - part-time secretary/treasurer - part-time treasurer - part-time code enforcement officer - part-time SEO <li style="width: 45%;"> <ul style="list-style-type: none"> - 2 full-time road masters - 5 full-time road crew - 2 part-time road crew
Vehicles	<ul style="list-style-type: none"> <li style="width: 45%;"> <ul style="list-style-type: none"> - 1988 Ford F800 w/plow, spreader - 1993 Chevy w/plow, spreader - 1994 GMC w/plow, spreader - 1995 Ford F350 <li style="width: 45%;"> <ul style="list-style-type: none"> - 1995 Ford L9000 w/plow, spreader - 1995 Ford F350 w/plow, spreader - 1996 Ford F350 w/plow, spreader - 2000 Chevy 7500 w/plow, spreader
Equipment	<ul style="list-style-type: none"> <li style="width: 45%;"> <ul style="list-style-type: none"> - 1973 Allis Chalmers loader - 1978 Massey Ferguson Tractor w/mower - 1978 Ford 555 backhoe - 1985 Komatsu bulldozer - 1985 John Deere loader - 1985 Ford backhoe <li style="width: 45%;"> <ul style="list-style-type: none"> - 1988 Box 45 track paver - 2006 John Deere grader - Case 252 double drum roller - Austin Western stone crusher - Ford tractor w/mower - Wood chipper
Recreation Facilities	<ul style="list-style-type: none"> -20 acres on Conklin Hill Road, ballfields, playground, park, pavilion, volleyball, horseshoes
Comments and Needs	<ul style="list-style-type: none"> - replace older trucks and equipment, in process - improve park, tennis court, playground equipment, timing to be determined



MANCHESTER TOWNSHIP FACILITIES AND STAFF	
Township Building	<ul style="list-style-type: none"> - 17 acres on Hancock Highway - Township offices and meeting room - Township Sewer Authority office - part leased to Township Community association for library and ballfield - part leased to Wayne County and part leased to state for communication towers
Maintenance Buildings	<ul style="list-style-type: none"> - located on Township Building parcel - 4-bay equipment garage
Other Property	<ul style="list-style-type: none"> - none
Meetings	<ul style="list-style-type: none"> - Township Building
Employees	<ul style="list-style-type: none"> - full-time secretary/road master - part-time treasurer - 2 full-time road crew - part-time code enforcement officer - part-time SEO
Vehicles	<ul style="list-style-type: none"> - 1984 International 2wd w/plow, spreader - 1987 International 4wd w/plow, spreader - 1992 International 4wd w/plow, spreader - 1999 Chevy 1-ton, 4wd w/plow, spreader
Equipment	<ul style="list-style-type: none"> - 1970 Massey Ferguson Tractor w/York Rake - 1973 Allis Chalmers 840B loader - 1989 John Deere grader
Recreation Facilities	<ul style="list-style-type: none"> -none
Comments and Needs	<ul style="list-style-type: none"> - replace older trucks and equipment, timing to be determined - addition to Township Building for additional filing and storage space, timing to be determined - heated addition to maintenance building, in process

OREGON TOWNSHIP FACILITIES AND STAFF	
Township Building	- none
Maintenance Buildings	- none
Other Property	- none
Meetings	- home of Secretary, or arranged locations when large public attendance anticipated
Employees	- part-time secretary/treasurer - part-time road master - 6 part-time road crew
Vehicles	- 2005 Ford F550 4wd w/plow, spreader - 2006 Ford F550 4wd w/plow, spreader
Equipment	- 1982 John Deere grader - 1986 Ford 555D tractor loader backhoe
Recreation Facilities	-none
Comments and Needs	- acquire loader, timing to be determined - acquire land for maintenance building and cinder/salt storage shed

programs and facilities. This is the case in ECWC as confirmed by the community surveys conducted as part of the planning process. The community surveys also asked about the adequacy of community facilities and services. In the case of the three ECWC Townships, respondents were generally satisfied with the queried Township facilities and services, with police protection and Township and State road maintenance registering the most dissatisfaction. Manchester Township survey respondents rated *overall local government services* as six percent excellent, forty-five percent good, thirty-six percent fair and thirteen percent poor; Oregon Township responses were seven, forty-nine, thirty-four and nine percent, respectively.

Township Facilities and Staff

The preceding *Facilities and Staff Tables* detail the buildings, land, equipment and staff of the ECWC Townships. Staffing in the Townships appears adequate for the extent of the respective operations; the hours of part-time staff can be expanded as necessary.

Damascus Township and Manchester Township each maintain office/meeting and maintenance buildings. Manchester Township plans to expand its office space and construct a heated addition of the maintenance building to facilitate vehicle and equipment repair.

Oregon Township operates without any buildings with vehicles and equipment stored at the homes of

Supervisors. Meetings are conducted in the home of the Secretary or at other arranged locations if large public attendance is anticipated. Oregon Township clearly has a need for a maintenance building and cinder/salt storage shed. Indoor storage would extend the useful life of vehicles and improve efficiency, as would a cinder/salt shed in terms of material freezing.

Local Road Maintenance

The three ECWC Townships each employ road crews who provide all normal winter and summer maintenance. Each municipality contracts for larger scale road maintenance and improvement projects, primarily major improvement projects such as paving and shoulder reconstruction. This approach has served well and in terms of cost efficiency is the most prudent given the expense of owning and maintaining road construction equipment. Each municipality has relatively new road maintenance vehicles and equipment, and each Township plans to upgrade as the need dictates and finances permit.

Road Maintenance Cooperation

Township cooperation on planning provides an opportunity for more coordination of road maintenance efforts, and such efforts should also be coordinated with other nearby municipalities via the Northern Wayne County Council of Governments (COG). Taken as a whole, the individual participants in the COG employ a considerable labor force, and own and maintain a variety of vehicles and equipment.