Chapter XII - Land Use, Natural Resources and Agricultural Preservation Plan

Introduction

This *Land Use Plan* builds on several previous and related planning initiatives by the County, pulls together recommendations from these studies and integrates them with other aspects of the *Comprehensive Plan* to yield a suggested set of policies to guide the land use decisions of both the County and its constituent municipalities. The autonomy of those municipalities and the desirability of keeping land policy and regulation at that level of government closest to the people, are integral to this *Land Use Plan*. It is not intended to put the County in any superior role with respect to planning but rather to make it a resource for municipalities to assist with their own planning.

Farm field, Damascus Township

The plan presents alternative development models that provide local officials with real choices and a clear understanding of the impacts of their land use policies. It is further intended this plan serve as County policy with respect to State and Federal programs affecting land use. Wayne County must be in the position to advance its own policies, as opposed to having them dictated from above through mandates. The County seeks to achieve not only consistency of municipal planning with County planning, but also County planning with municipal planning, this Plan reflecting a united approach to land issues.

Current Development Trends

The *Existing Land Use Analysis*, one of several reports prepared as part of this comprehensive planning effort, provides details insofar as existing development patterns. The *Housing Analysis* and *Economic Analysis* provides further insights and from the information gathered it is possible to identify several trends that will affect land use in Wayne County over the next several years. The following is a summary of those likely to have major impacts:

- Wayne County continues to evolve from an agricultural and manufacturing base to a rural residential and tourism economy. Residential and suburban uses are increasing, while a good deal of the County's farmland has reverted to pastureland and forest. Nonetheless, numerous farms remain and niche agriculture enterprises have increased in number.

- The County has continued to attract wealthier households seeking country retreats as well as retirees, many of whom have arrived as second-home buyers. The expanding metropolitan

regions to which Wayne County is proximate have resulted in steady in-migration, albeit at rates well below those of Monroe and Pike Counties.

- The service economy has become both broader and deeper in response to growing tourism. Several large retail chain stores have located within the County along with a number of specialty retailers such as art galleries. Restaurants and bed and breakfasts have also developed. The summer camp industry has flourished.

- Housing prices rose rapidly during the mid-part of the decade, as metropolitan householders were able to sell at substantial gains and apply these to the purchase of better value homes in Wayne County. Recently, however, prices have dropped and the market, which routinely experiences wide fluctuations, is currently very slow. There is demand for apartments, townhouses and other forms of housing that have not typically been part of the mix locally.

Downtown Honesdale viewed from Irving Cliff

- The population will expand most rapidly at the upper end of the age spectrum as the baby boom generation moves toward the early retirement years. Demand for various supportive uses will grow in lockstep, particularly in the case of health care facilities. Conversely, school enrollments are now declining, even as total population is slowly increasing.

Rendering of *Sterling Business Park*

- The labor market has become more diversified as in-migrants have brought new skills to the area. The labor market has also grown in a major way from this in-migration, giving the County some marketable competitive advantages in recruiting new enterprises. It is hoped this will serve to further the buildout of the *Sterling Business Park* that the Wayne Economic Development Corporation is developing in Southern Wayne County. Broadband internet service and other technologies have allowed more professions and services to be operated from the County as a whole and as home occupations in particular.

- The Lackawanna Valley Industrial (Casey) Highway has made the Scranton and Wilkes-Barre areas more accessible to Central and Northern Wayne Counties, increasing the County's ties to that urban area. Routes I-84, I-380 and future I-86 (New York State Route 17) also strengthen the relationship of the County to metro areas.

- Conflicting demands often arise from the differing expectations of those moving to the County for purposes of acquiring a second home or retirement estate and those seeking to reside and find employment in the area. One group will, naturally, want to make the County more exclusive and the others will be looking for reasonably priced housing and good job opportunities. These growth-related conflicts typically surface in debates over land use regulation and economic development. Demands for zoning have increased and controversy has increasingly surrounded development proposals (both private and public).

Other trends with respect to development are reviewed in later sections of this *Land Use Plan* and within other elements of the *Comprehensive Plan*. Overall, the private market has the greatest influence over land use within the County. It takes many unexpected turns but the outward push of the Eastern metropolitan regions will increasingly force Wayne County to accept more development. The character of that development will also be shaped largely by thousands of individual market decisions, as it should be, but governmental programs and choices will also have significant influence as will trends within other regional markets. The following sections provide an overview of those influences.

Local Land Use Controls

Wayne County had few land use regulations of any sort until approximately 1970 when several municipalities, faced with many new subdivision and development proposals, adopted basic

subdivision regulations and Honesdale Borough enacted a zoning ordinance. The County adopted a *Subdivision and Land Development Ordinance* in 1971. Amended several times, it remains in effect in Prompton Borough and the Townships of Dyberry and South Canaan.

Table XII-1: Municipal Land Use Regulations and Related Ordinances

Municipality	Building Code	Building Permit	Comprehensive Plan	Holding Tanks	Junkyards	Parking	Planning Commission	Road	Shade Tree	Subdivision	Sewage (Act 537)	Zoning
Berlin	●	●					●	●		●	●	
Bethany	●	●			●		●	●		●	●	●
Buckingham	●	●	●				●	●		●	●	
Canaan	●	●	●	●	●	●	●	●		●	●	●
Cherry Ridge	●	●			●		●	●		●	●	●
Clinton	●	●	●	●	●	●	●	●		●	●	
Damascus	●	●	●		●		●	●		●	●	●
Dreher	●	●	●	●	●		●	●		●	●	●
Dyberry	●	●			●			●		C	●	
Hawley	●	●	●	●	●	●	●	●		●	●	●
Honesdale	●	●	●	●	●	●	●	●	●	●	●	●
Lake	Ø	Ø	●	●			●	●		●	●	
Lebanon	Ø	Ø	●		●		●	●		●	●	●
Lehigh	Ø	Ø	●	●		●		●		●	●	
Manchester	●	●	●				●	●		●	●	
Mount Pleasant	●	●			●		●	●		●	●	
Oregon	●	●	●		●		●	●		●	●	
Palmyra	●	●	●		●	●	●	●		●	●	●
Paupack	●	●	●		●	●	●	●		●	●	●
Preston	●	●	●			●	●	●		●	●	
Prompton	Ø	Ø						●		C	●	
Salem	●	●	●	●	●		●	●		●	●	
Scott	●	●	●	●				●		●	●	
South Canaan	●	●			●			●		C	●	
Starrucca	●	●	●	●		●		●		●	●	
Sterling	●	●	●	●	●	●	●	●		●	●	●
Texas	●	●	●	●	●		●	●		●	●	●
Waymart	●	●	●		●	●	●	●		●	●	●

Source: Questionnaire supplied to and completed by each municipality.

● Represents a municipally adopted ordinance or plan

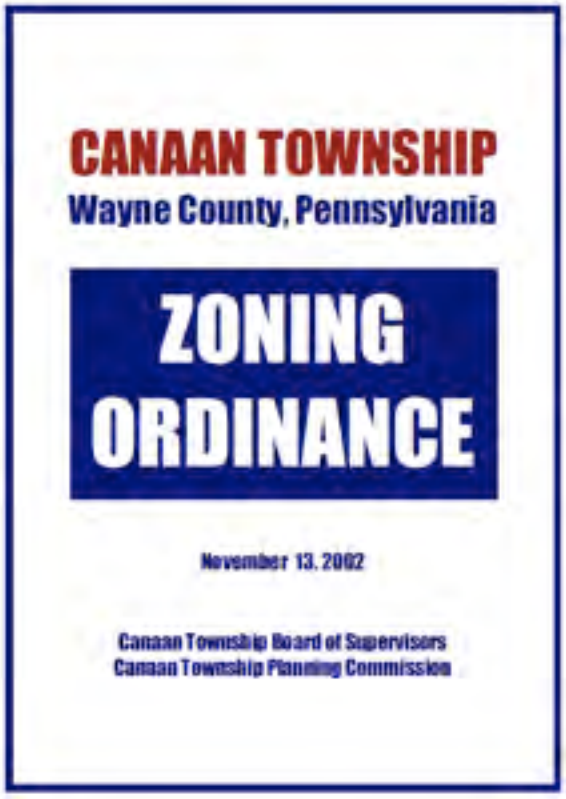
C Subject to *Wayne County Subdivision and land Development Ordinance*

Ø Municipalities that do not enforce the States Uniform Construction Code (UCC) locally. Property owners need to hire a certified third party agency to enforce the residential requirements of the UCC. The Department of Labor and Industry is responsible for commercial code enforcement.

The remaining 25 communities have adopted their own regulations and legally repealed the *Wayne County Subdivision and Land Development Ordinance* within their jurisdictions. The County Planning Department and Commission administer the ordinance. Local regulations are, with a few exceptions, administered by the respective Boards of Supervisors and Borough Councils on the advice of local Planning Commissions. The County has encouraged all municipalities to enact their own regulations but continues to provide technical assistance when requested and conducts reviews of all plans, as provided by the Municipalities Planning Code.

The County enforces no other land use regulations but has, when requested, worked with local officials to develop comprehensive plans, zoning regulations, subdivision and land development regulations, road ordinances, building and sewage regulations and stormwater control standards. Table XII-1 summarizes planning activities and regulations by municipality in 2009.

Those zoning ordinances that have been enacted have applied many common approaches to land use regulation. However, the Borough ordinances, are fairly rigid in structure, dividing communities into numerous districts that segregate uses to a high degree. Township ordinances, by contrast, tend to rely somewhat less on districting and more on performance standards that are applied to wide ranges of allowable uses. This approach has offered the controls needed to address land use concerns while preserving the flexibility required in rural areas where it is difficult to define patterns of development or anticipate trends. It reflects the differing needs of Boroughs and Townships.


CANAAN TOWNSHIP
Wayne County, Pennsylvania
ZONING ORDINANCE
November 13, 2002
Canaan Township Board of Supervisors
Canaan Township Planning Commission

The primary focus of both zoning and subdivision standards in Wayne County has been with respect to lot size and density issues. This is also true of the supplemental regulations governing such uses as multi-family dwellings, mobile home parks and RV campgrounds. Minimum lot sizes for single-family residences typically range from 1 to 2 acres with on-site sewage and water facilities and 7,500 to 30,000 square feet with central facilities. Multi-family dwellings are typically permitted at densities of 1.5 to 4 per acre, mobile homes at 2 to 7 per acre (in parks) and campsites at 4 to 8 per acre.

The trend has been toward larger minimum lot area requirements and lower densities. Most communities who have tightened their standards have done so in response to markets which appeared to be moving toward larger lots. There have also been increasing demands in some

areas of the County to limit the impacts of growth and larger lot sizes have been perceived as an appropriate method of exerting some control over development. More local ordinances now include conservation subdivision or cluster development regulations and a few provide for planned residential developments. Still others provide for conservation design and simple transfers of density rights. Relatively little use has, to date, been made of these techniques for increasing density without sacrificing open space, but more and more interest is being demonstrated and some development proposals along these lines are starting to be seen at the local level.

Overall, municipal land use regulation in Wayne County has basically established threshold standards for subdivision and land development. These have had the effect of eliminating some of the poorly planned high density development which appeared around various lakes and in the southernmost portion of the County during the late 1960's and early 1970's. Local regulations have also, for the most part, lowered density, spread development out somewhat and given Townships and Boroughs the opportunity to attach conditions to make proposals more acceptable in terms of impacts on the community. They have, too, of course, increased the costs of development and housing and made the establishment of some forms of affordable housing and mixed use (i.e. mobile homes) more difficult.

Balancing these costs against increasing demands for more control over land development will challenges local officials in years to come. New, generally wealthier, households moving to the County often desire stricter land use controls to maintain the "clean and green" environment they bought into, while existing residents often welcome new development as a source of construction jobs and commerce. The experience of adjoining counties indicates growth often exacerbates the "Not In My Backyard" (NIMBY) problem that makes further growth difficult. Some Townships are now considering raising minimum lot sizes above two acres while others have employed zoning regulations in attempts to simply halt undesired commercial activities. This may be acceptable in a comprehensive zoning framework where provisions for smaller lot sizes in some areas or clustering (conservation subdivision) also allow for more affordable housing and non-residential activities but large lot sizes must be used with caution. The debate over the value of the natural gas industry to the area is also instructive in this regard. Many welcome the economic possibilities that will result, while others fear the environmental consequences.

Land use regulations must provide for economic development while also addressing related environmental issues, doing so in a balanced fashion that ensures the protection of everyone's property rights. All land use regulation, as a derogation of the common law, must also be focused on the essential health and safety issues that affect those rights for every citizen. It must provide a foundation for free exercise of those rights, whether it be the right of one landowner to develop land or the right of a neighbor to enjoy the use of their property without infringement on those rights by the activities of the former. Accordingly, land use regulation cannot favor one landowner's rights over another or devolve into the wishful thinking of one set of landowners to the exclusion of others' views. It's all about the balance and the need to limit regulation to the essentials.

State and Federal Initiatives

Land use is also increasingly influenced by State and Federal initiatives. While few such programs make land use a stated objective, their effects can, nonetheless, be major. Those impacts can derive from regulatory programs, tax policies and spending decisions. They can also, as in Wayne County's case, result from less regulation, fewer taxes and lower spending. Indeed, it is often this difference between what happens in Pennsylvania compared to neighboring New York and New Jersey that influences home buying decisions. Because Wayne is on the border, it can, for these reasons, be especially attractive to such home buyers .

The following is a brief description of some of the major land use impacts of State and Federal initiatives:

- **Sewage Disposal Regulations**

  No single program has had more influence on land use than the Federal and State regulations controlling sewage disposal. The *Pennsylvania Sewage Facilities Act* established, for all practical purposes, minimum lot sizes for homes utilizing subsurface disposal facilities. The regulations adopted under the act demand certain soil characteristics and isolation distances that, in effect, mandate lot sizes of at least one acre with additional land required in circumstances when poorer soils exist. Therefore, when municipalities establish arbitrary minimum lot sizes greater than one acre they tend to waste those soils capable of more intense use.

  Subsequent regulations adopted under the authority of the Act established standards requiring alternative design disposal systems in a majority of situations and rendered roughly half the County land area as unsuitable for any subsurface systems. This had the effect of further increasing the average lot size in most subdivisions as unusable land was combined with areas of suitable soils to produce approvable marketable lots. Notwithstanding this, the subsequent addition of several more alternatives to the array of Pennsylvania DEP permitted systems has made many properties previously considered unusable now suitable for some type of on-lot sewage disposal (e.g., individual spray irrigation systems on lots of three or more acres).

New Waymart Area Authority sewage treatment plant

  Federal and State water pollution control regulations have also concurrently required the upgrade of central sewage facilities in several situations and made it more difficult to expand or provide new such facilities. The Beach Lake Municipal Authority has upgraded its treatment facilities. Manchester Township has

also created an authority and completed a system at Reflection Lakes. The Waymart Borough system has been expanded to include the prison facilities and additional parts of Canaan Township. Finally, the Honesdale treatment facilities are being replaced by a new system under the jurisdiction of a regional municipal authority that has taken over that system from Honesdale Borough.

New systems and significant expansions have been made extraordinarily difficult by new stream anti-degradation requirements that all but rule out new stream discharges unless there are severe health threats combined with a lack of any other economically feasible options. This active discouragement of new systems has rendered the package treatment systems found in many private developments unfeasible for new development in most cases. One designed to unusually high standards but impractical for most projects was recently approved for the new largely publicly funded *Sterling Business Park* but this is an exception.

The anti-degradation requirements derive from the classification of all of Wayne County's streams as "high quality," which demands all proposed stream discharges meet increasingly stringent standards. The practical effect of this regulation is to add major costs and make some higher density developments as well as extension of existing collection systems to places such as Bethany nearly impossible under current regulations. Wayne County, in this respect, is a more difficult area in which to provide central sewage than most of the Commonwealth. Sewage systems constructed on Lackawanna County streams, for instance, generally require a lower level of treatment geared toward ensuring public health. The Wayne County stream standards, by contrast, are intended to prevent stream degradation related to algae growth and other factors unrelated to human health. Pike and Wayne County also have some "exceptional value" streams (e.g. portions of the East Branch of Dyberry Creek) where it is impossible to build any conventional sewage treatment facilities.

Lackawaxen River, Hawley – Example of High Quality Stream

The difficulty in providing sewage treatment facilities on high quality streams, and the possibility some of Wayne County's streams could also be reclassified as exceptional, will have definite impacts on the ability to provide lower-cost housing or proceed with certain larger scale commercial-industrial projects. Larger lot residential development that relies upon subsurface sewage disposal is, obviously, favored by these regulations over higher density housing such as apartments or mobile home parks. Theoretically, the positive trade-off is improved lake and stream quality but this objective, too, is jeopardized when areas with existing sewage problems are not able to effectively remedy them due to regulations strongly discouraging the only practical option. The anti-degradation requirements lack balance in this regard and should be re-examined.

- **Stormwater Management Standards**

Pennsylvania Act 167 of 1978, the Storm Water Management Act provides "for the regulation of land and water use for flood control and storm water management purposes…" by encouraging "planning and management of storm water runoff in each watershed which is consistent with sound water and land use practices." Historically, this legislation promoted stormwater quantity related management plans. Stormwater management plans along this line were completed for the Lackawanna, Lackawaxen, Tobyhanna, and Wallenpaupack Creek Watersheds. More recently, as noted in the Department of Environmental Protection's *Stormwater Best Management Practices Manual,* the focus of stormwater management has been placed on water quality.

Example of bio-swale BMP
Source: USDA

Water quantity centric management plans revolved around runoff rates and encouraged the installation of stormwater detention facilities designed to accommodate peak flow rates from major storm events. Water quality centric management plans now concentrate more on runoff volume and encourage the use of Best Management Practices (BMPs). Some installations now require National Pollutant Discharge Elimination System (NPDES) permits. Construction of an impervious surface increases both runoff rates and volume and introduces some quality issues. Therefore, addressing peak flow rates alone is not adequate stormwater management under current DEP philosophy.

During a major storm event, detention facilities receive runoff and hold it back to slow down the rate it is released back into the environment. This extends the amount of time it takes for this runoff to return to other water features, which can prolong the environmental exposure to poor quality water. Additionally, managing peak flow rates often overlooks more common

storm events that can pass through detention facilities unhindered and distribute an increased volume of stormwater to a watershed's downstream areas. This, in turn, can lead to problems such as flooding, according to the *Stormwater Best Management Practices Manual*.

The County has begun the process of creating a countywide stormwater management plan that incorporates these concepts. This work is being accomplished with consulting engineer assistance and is largely funded from state grants. The stormwater management plan begins with its Phase I (Scope of Study) that, upon completion, will lead to Phase II (Plan Development). Phase I consists of data compilation and problem area identification, which information is then used in Phase II as the foundation for computer models, maps, and a comprehensive plan/report. The consultant will use public meetings and the exchange of data and information between themselves and County and municipal representatives to create a custom tailored stormwater management plan for Wayne County. Phase I has been completed.

DEP's objectives with stormwater management planning include; identifying stormwater related problems, maintaining the County's natural hydrologic regime, protect water quality, prevent future flooding/stormwater problems, promoting groundwater recharge, minimizing stream bank erosion and pinpointing funding sources. During Phase I, municipal officials were asked to identify and rate problem areas within their municipalities. Several public meetings were also held and many comments were made on the diminished carrying capacity of streams and the burdensome regulations that can discourage stream owner remediation.

Some municipalities indicate the recent flood damage has been largely the result of their inability to clean and maintain the streams and not so much from new development. There are specific examples of debris-induced flooding where water was diverted out of a stream bed and into homes. The County is now in the process of negotiating a contract with DEP that would be consistent with the completed Phase I project and those needs identified by municipal officials during the data gathering process.

- **Wetlands Regulations**

Federal and state wetlands standards apply throughout the County. Wetlands maps produced by the U.S. Fish and Wildlife Service indicate where all the major wetlands are located. Notwithstanding this, on-site mapping is required for all significant development projects. This frequently leads to identification of additional wetlands, many of which are seemingly inconsequential due to their small size, normally dry condition or man-made nature. All are, nevertheless, subject to regulation. The impact of the regulations, as a result, has been major.

The nature of the regulations is to generally prohibit development of wetlands as contrasted to stormwater and floodplain standards that permit use of land subject to certain performance standards. This has caused much land, outside the public understanding of wetlands, to be declared unusable for development. There is also now a push in many areas (e.g., Monroe

County) to create wetlands buffers of as much as 150 feet, which can have the effect of turning a one-half acre wetland into five acres of unbuildable land, although buffers can be appropriate in many situations. More significant, however, to the cost of development is the time and expense involved in wetlands mapping and obtaining the various clearances and approvals required.

Example of wetland buffer area
Source: Army Corps of Engineers

The additional costs of development are in many instances, justified by the public purposes involved - wildlife production and aquifer protection. These benefits, however, must also be balanced with the negative impacts on the availability of affordable housing, a nationwide problem likely, for reasons stated earlier and in the Housing Plan, to become particularly acute here in Wayne County. A special report titled "Not In My Backyard" - Removing Barriers to Affordable Housing, produced by The U.S. Department of Housing and Urban Development and the Advisory Commission on Regulatory Barriers to Affordable Housing, states "wetland statutes tend not to take land use issues into account" and fail to "differentiate between critical and ecologically low-value wetlands." It suggests such distinctions should be made so as to avoid unnecessarily increasing the cost of housing and making it unaffordable.

Clearly, a balancing of objectives is required. The County should reflect this in its storm water management planning (which is often used to justify otherwise arbitrary wetlands buffers). It should, where such buffers are considered, encourage municipalities to base them on sound science and provide for reasonable uses of such buffer areas for yards and other ancillary activities so as to avoid rendering too much land unbuildable and unnecessarily driving up housing costs. Pennsylvania DEP recommendations for riparian buffers include consideration of practicality, lot size, wetland size, specific land uses and the types of vegetation involved. Arbitrary standards are impractical and need to be avoided. The County also needs to use its influence where possible to bring about similar changes in the basic wetlands regulations, introducing more practical approaches that recognize the varying values of different wetlands and allow for better balancing of interests, including those of private property owners.

- **Agricultural Preservation**

Commonwealth agricultural policies have generally not prohibited development or superseded the rights of municipalities to regulate land use. Rather, they have been geared

toward identifying agricultural lands, requiring public money not be used in ways that would negatively impact on these lands and providing some financial incentives for protection. The County and individual municipalities have employed these programs to purchase thousands of acres of agricultural conservation easements, reduce taxes on farmland and establish Agriculture Security Areas.

Farm under agricultural easement, South Canaan Township

Wayne County, in 2009, had 140,911 acres in the "Clean and Green" preferential tax program for agricultural land. This program essentially taxes farmland at its agricultural value rather than its highest and best use economically (typically residential or commercial development) in return for a pledge not to develop for a specified period of time. This approach has been used by a number of states to avoid penalizing agriculture as a land use and offer some encouragement for keeping land in this activity. Pennsylvania's legislation (Act 319) provides preferential assessment to individuals who agree to maintain their land solely devoted to agricultural use, agricultural reserve, or forest reserve use.

Pennsylvania also allows for the municipal establishment of Agricultural Security Areas within which Commonwealth funding for infrastructure such as sewer, water and transportation infrastructure may not be used and other actions may not be taken that would effectively harm agriculture. **There are 102,544 acres in the program within Wayne County as of 2009.** Participating farmers are entitled to special consideration from local and state government agencies, and other "nuisance" challenges. Agricultural security areas are created by local municipalities in cooperation with individual landowners who agree to collectively place at least 250 acres in an agricultural security area. Cropland, pasture, and woodland can all be included in an agricultural security area although it is intended at least 50% of the land be in Soil Capability Classes I-IV and zoned to permit agricultural uses.

Finally, the Commonwealth, according to the Pennsylvania Department of Agriculture, "leads the nation in farmland preservation, with more than 3,500 farms and 400,000 acres preserved." This is accomplished through Commonwealth funded County purchases of agricultural conservation easements (negative covenants that allow continued agricultural use of a parcel of land but largely prohibit new development). The Agricultural Security Area Law affords Wayne County and others the option to acquire an agricultural conservation easement on farmland tracts with as few as 35 contiguous acres under certain circumstances. This farmland must be located in an Agricultural Security Area of 500 acres or more. No less

than 50% of soils must be available for agricultural production and of Land Capability Classes I-IV, as defined by the USDA. It must also contain the greater of 50% or 10 acres of harvested cropland, pasture or grazing land. **The County has acquired over 30 perpetual agricultural easements totaling 4,871 acres to date.**

Equine training center, Northern Wayne County

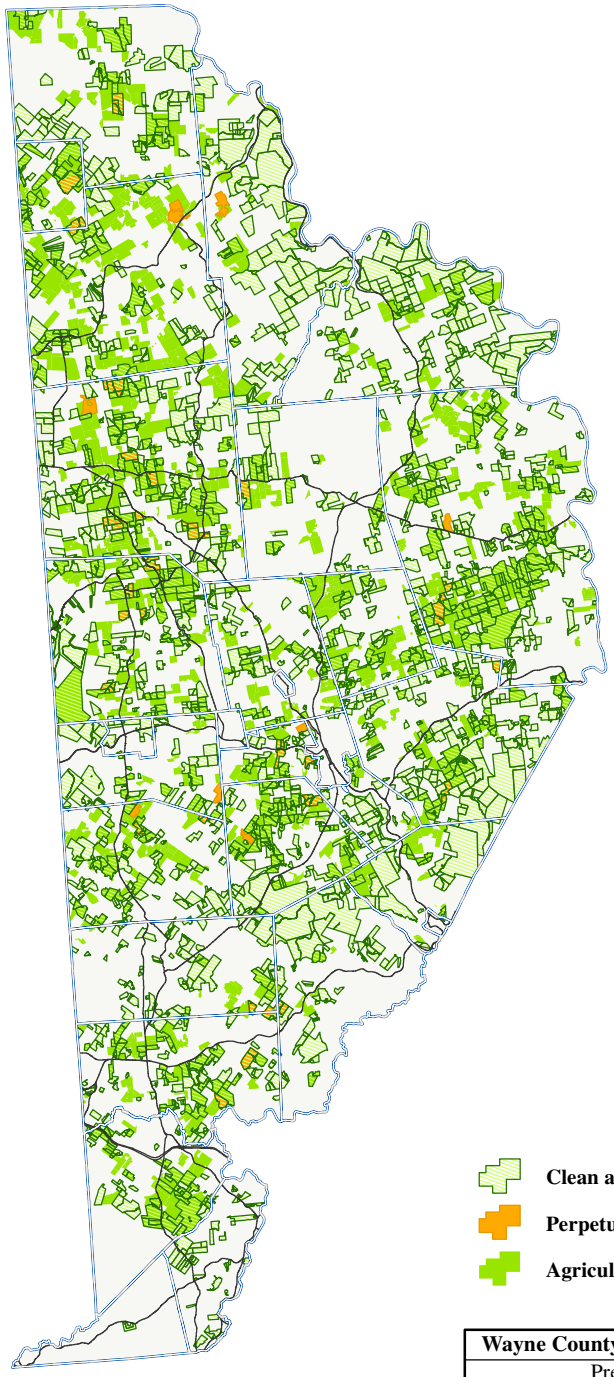
These programs overlap to a large extent, with the Clean and Green acreage representing the largest area. It amounts to 28.4% of Wayne County's total acreage. A map illustrating the locations of these areas, found predominately in Central and Northern Wayne County, follows. Overall, these programs have met with broad approval and increased public awareness of the value of agricultural land. They have also encouraged municipal farmland protection efforts. The agricultural conservation easement could, nonetheless, be improved by adding an option to lease development rights for a specified period. The Clean and Green program effectively does this for short periods but longer restrictions (say 15-25 years) could be accomplished on a similar basis using a combination of tax savings and cash as the lease payment and conservation easements as the form of agreement.

Such a program would have the advantages of creating longer lasting protection of open spaces for the communities involved, provide a source of funding for farm investment, lower the public costs and avoid the absolute permanence of fully purchased development rights. It would, in short, offer much more flexibility to all parties. The Commonwealth is clearly trying to achieve such flexibility with its annuity approach to payments for easements option and this would be another logical step in that direction. Leased development rights (LDR) is gaining ground in other states for exactly this reason.

- **Archeological, Historic and Natural Diversity Protection**

Both the Commonwealth and Federal government have established certain requirements and incentives for archeologic, historic and natural diversity studies in conjunction with projects involving public money or subject to State and Federal regulation (e.g., the *Sterling Business Park*, PennDOT bridge replacements). Clearly, there is major economic value in cultural assets as well as the inherent value of preserving aspects of an area's history as a matter of education and cultural appreciation. Notwithstanding this, there have been several cases where such studies have needlessly delayed and added major cost to necessary activities, with no discernible public benefit. The need to achieve some balance is evident once more and it is in the County's interest to deal with these concerns at the local, not the state level.

Wayne County Agricultural Preservation Areas



Municipal Boundaries

Major Highways

Clean and Green (Act 319) Lands

Perpetual Agriculture Easements*

Agricultural Security Areas

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Data Sources: PA Dept. of Transportation, 2008 and Wayne County, Pennsylvania, 2009.
* Being part of an Agricultural Security Area is a prerequisite for all Perpetual Agricultural Easements.

Derek F. Williams, 2010

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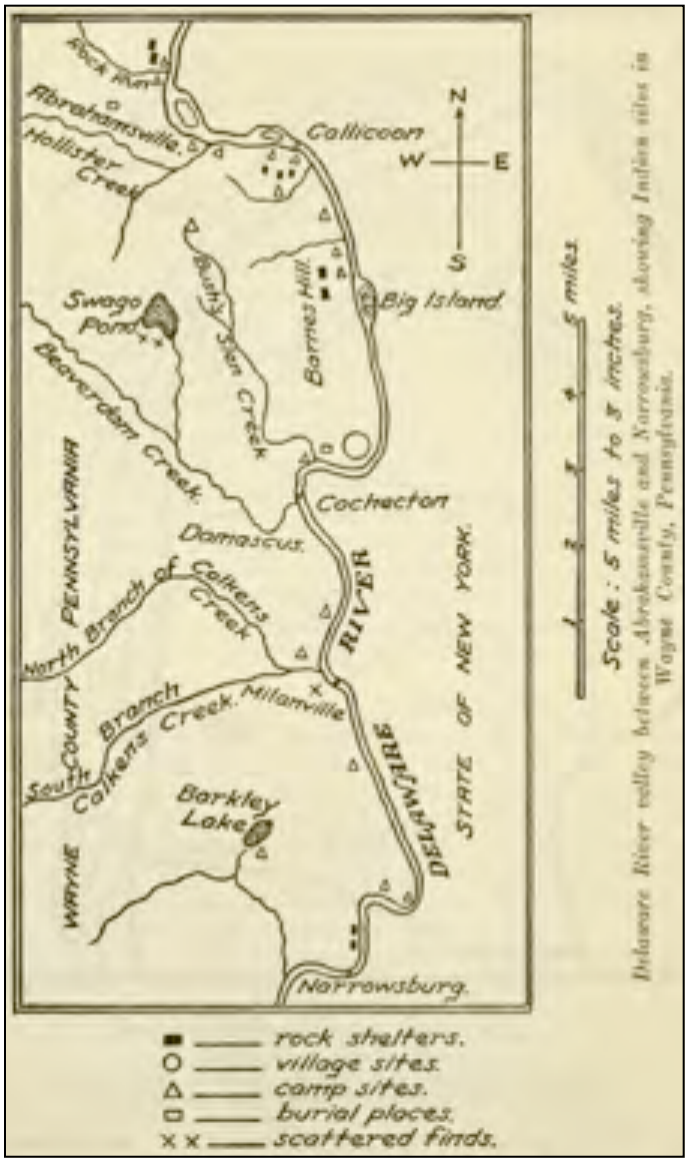
Wayne County Ag. Preservation Areas
Prepared for the Wayne County Comprehensive Plan by the Wayne County Department of Planning
August, 2010
(570) 253-5970 ext. 4060 www.co.wayne.pa.us

The *Municipalities Planning Code* provides that Comprehensive Plans shall include "A plan for the protection of natural and historic resources to the extent not preempted by federal or state law (that) … includes, but is not limited to ... unique natural areas and historic sites." It further states County comprehensive plans must "identify a plan for historic preservation." A survey of cultural and historic resources is provided in Chapter II. Also, Chapter XI includes a goal to "promote cultural tourism based on the County's numerous historical assets, architecture and arts, including its museums and sanctuaries." Wayne County's plan for historic preservation consists of the following recommendations:

1) Support the initiatives of those several private non-profit historical societies and tourist promotion agencies throughout the County that have done such an admirable job in designating, promoting and preserving the cultural heritage of the region.

2) Assist municipalities, when requested, in drafting historic preservation criteria that encourage integration of historic features into designs and layouts.



Excerpt from *Archeology of the Delaware River Valley, Pennsylvania Historical Commission*

The Pennsylvania Natural Diversity Index (PNDI) presents related issues. Whenever an application is made for a state permit, a PNDI search must be run to determine whether there are any threatened or endangered species in the vicinity. If the PNDI search indicates there are "known occurrences" of threatened or endangered species nearby then the particular agency that has jurisdiction over the protected species (e.g., DCNR, Fish & Boat Commission, Game Commission, U.S. Fish & Wildlife Service) must be provided with additional site specific information that will allow that agency to determine whether the project will have any impact on the species identified.

The problem with this procedure once

again involves the time and expense involved, in this case time and money spent attempting to prove a negative, which is all but impossible. Hundreds of thousands of dollars and many months of delay have been invested in infrastructure projects crucial to Wayne County on studies, not to protect known species, but, rather, to investigate whether they might exist based on certain habitat or the finding of the species somewhere remotely nearby. Studies to determine whether or not the *Dwarf Wedge Mussel* is present have held up critical bridge projects in Wayne County, for instance. This is not to suggest natural diversity is unimportant or that endangered species threats shouldn't be mitigated. Instead, there is, yet again, a need for more balance.

The PNDI offers a practical method of inventorying known occurrences and using them to guide mitigation efforts. However, when this becomes the basis for applying standards and assessing expenses to unknown occurrences, it becomes counterproductive and creates incentives to eliminate species before they become an obstacle. Moreover, if such studies demonstrate the species is more prevalent than thought then the logical response is to de-emphasize mitigation. A much sounder strategy is to simply rely upon the data already gathered by agencies, putting all efforts into research on new and improved mitigation methods that will actually serve to protect these species.

Dwarf wedge mussel (*Alasmidonta heterodon*)
U.S. Army Corps of Engineers

Pennsylvania's advanced initiatives to develop numerous new ways of accomplishing on-lot sewage treatment, making much previously undevelopable land usable, offer a superb model. If similar efforts were put into how to create habitat and encourage the propagation of Indiana Bats, Bog Turtles and similar species, there would be considerably more progress. Wayne County can further this by assisting municipalities in providing for open space design development techniques that allow for preservation of wildlife corridors and use of natural diversity as a feature. It is recommended this be emphasized in local planning and zoning.

Regional Growth Impacts

There are numerous other development influences which will shape Wayne County's future land use. Many of these are regional in nature. The following is an outline of some major impacts:

- **Upper Delaware National Scenic and Recreational River**

  Wayne County is one of five counties with land in this element of the National Park System. Four Wayne County municipalities are affected by the programs developed by the Park Service for this area. Two (Berlin and Damascus Townships) are currently members of the

intergovernmental Upper Delaware Council that manages the River. There are recreational sites and resources covered by the River's designation within each of these communities. Moreover, Park Service headquarters are located in Wayne County, on the Upper Delaware River, between Milanville and Narrowsburg.

The designation of the Upper Delaware as a National Scenic and Recreational River was highly controversial at the time but the *River Management Plan* adopted by the Secretary of the Interior has been largely accepted. It is up to individual municipalities as to whether they are active or passive participants. The programs involved affect land use in three ways; (1) the purchase for public use and development of certain key sites; (2) the promulgation of land and water use guidelines for municipal zoning of the river corridor area with possible purchase of threatened sites if zoning is not in place; and (3) the attraction of certain types of development because of the presence of the Park Service and the designation itself. Overall, the program discourages higher density forms of development but also probably simultaneously attracts more lower-density development and recreational enterprises.

Shad fishing on Upper Delaware River
Photo by David Soete

Damascus Township has enacted a zoning ordinance that includes a River District generally comporting with the *Upper Delaware Land and Water Use Guidelines*. Berlin, Buckingham and Manchester Townships all have subdivision and land development ordinances that include many of the land use regulations recommended.

- **Other Development Influences**

Various other development influences are generated by the activities of government. These include the following:

1) New York State counties have to pick up major portions of the cost of welfare services, whereas in Pennsylvania this is not the case. The added burden on New York State counties forces them to collect much more in local taxes (on top of already higher state taxes) and this results in much higher property tax rates on the New York side of the River. Therefore, there is a strong economic incentive for New Yorkers to move to Pennsylvania and Wayne County in particular.

2) Much more stringent Federal regulation of lenders has vastly reduced bank investment in real estate, which has traditionally driven so much of the local economy (a problem also at the time the current *Comprehensive Plan* was adopted). Slow housing demand as a result of the current economic recession has deprived the real estate industry as a whole of both markets and capital, drastically slowing development of Wayne County. The boom and bust cycle typical of active real estate markets has clearly had an impact on land use trends. The economic recession now plaguing the market and new lending rules can both be attributed to the bursting of a boom that took place during the middle part of the decade.

3) The construction of the new Federal Prison near the State Correctional Institution in Canaan Township has created considerable new economic activity throughout the area and stimulated some housing demand.

SCI Waymart (Canaan Township)

There are many more land use influences from the actions of government, of course. These cut both ways in encouraging and discouraging development, just as development itself cuts both ways insofar as public benefits are concerned. Remaining sections of this *Comprehensive Plan* attempt to sort some of this out.

Projected Land Use Demands

The Population, Existing Land Use and Housing Analysis elements of this *Comprehensive Plan* provide insights as to projected demands for various land uses in the future. A target date of 2020 is used for planning purposes. Rates of land use change are examined for various groupings of land uses in Table XII-2 following. These rates are then annualized for the periods studied by the County Planning Department (1959 to 2002 and 2002 to 2008). These two rates are averaged so as to give greater weight to more recent trends, yielding the projected rates of change for the 2008-2020 period and projected land uses for 2020.

- **Agricultural Uses**

  Poor pricing, competitive pressures and succeeding generations desiring different lifestyles are likely to further reduce cropland by 6,154 acres over the 2008-2020 period. Forest land, together with pasture and brush land, can also be expected to contract slightly after many years of net gains, losing a combined total of 2,467 acres. Agricultural uses in total are expected to still dominate County appearances, with a combined 86.4% of land remaining in these uses.

- **Residential Uses**

Residential land use demands (including farmsteads) can be expected to grow by another 6,850 acres by 2020, at which point they are expected to represent 8.1% of land use Countywide. Residential use, because it often occurs on large lots, and is typically located along well-traveled highways, tends to be highly visible, even though it accounts for relatively small land areas.

Table XII-2: Projected Land Use, 2020

	Forest/ Pasture/Brush	Cropland	Residential/ Farmstead	Commercial	Recreation	Mining/ Extraction	Gov./Institution. Religious	Industrial	Water/Transp./ Utilities	Total
1959	364,898	88,155	10,429	1,973	418	343	672	111	13,290	480,289
2002	367,027	61,935	27,720	3,794	990	534	1,403	217	16,669	480,289
Change	2,128	-26,220	17,291	1,821	573	191	731	106	3,379	0
Annual Change	49	-610	402	42	13	4	17	2	79	0
Annual %	0.0%	-0.7%	3.9%	2.1%	3.2%	1.3%	2.5%	2.2%	0.6%	0.0%
2008	364,263	59,439	32,157	4,129	1,020	688	1,470	235	16,887	480,289
Change	-2,764	-2,495	4,437	335	29	154	67	18	219	0
Annual Change	-461	-416	739	56	5	26	11	3	36	0
Annual %	-0.1%	-0.7%	2.7%	1.5%	0.5%	4.8%	0.8%	1.4%	0.2%	0.0%
Projected Annual Change	-206	-513	571	49	9	15	14	3	58	0
Projected Change 2008 – 2020	-2,467	-6,154	6,850	589	109	181	169	33	690	0
Projected Land Use – 2020	361,796	53,286	39,007	4,718	1,129	869	1,639	268	17,577	480,289
Projected Land Use % – 2020	75.3%	11.1%	8.1%	1.0%	0.2%	0.2%	0.3%	0.1%	3.7%	100.0%

Source: **Wayne County Agricultural Land Use/Land Cover Study**, Wayne County Planning Department

- **Commercial Uses**

Commercial land use has grown fairly steadily over the last half century. Approximately 42 acres per year were added during the 1959-2002 period with another 56 acres per year converted to commercial use between 2002 and 2008. This suggests a need for another 589 acres of commercial land by 2020.

- **Industrial Uses**

Clearly, the County needs to promote more industrial development and increasing pressures to buffer such uses from adjoining land uses will require larger acreages in the future. This is

White Mills Business Park
(Palmyra Township, vacant industrial land)

the purpose of the *Sterling Business Park* (which is expected to include commercial uses as well as industrial) as well as the *White Mills Business Park* along the railroad in that community. Industrial land use has expanded by roughly 2-3 acres per year since 1959, Demand for another 33 acres of industrial land by the year 2020 is reasonable. New enterprises on larger lots could accelerate the pace of industrial land use, but some new uses are also likely to simply replace older factories gone out of business and converted to other non-industrial uses (as the *Katz Underwear* factory was partially converted.)

- **Public and Recreational Uses**

  The demand for both public/institutional/religious and recreational uses will grow with permanent population, seasonal development and tourism. The average growth in these combined categories appears to be on the order of 23 acres per year and this yields a demand for an additional 278 acres of land by the year 2020.

- **Summary of Demands**

  There are additional land use demands (e.g., 181 acres for mining, 690 acres for water/ transportation and utility uses). Altogether, prospective development uses can be expected to consume an additional 718 acres of land per year now in agricultural/forest uses, resulting in a conversion of 8,621 acres in total between 2008 and 2020. These are the uses for which land use policies should provide.

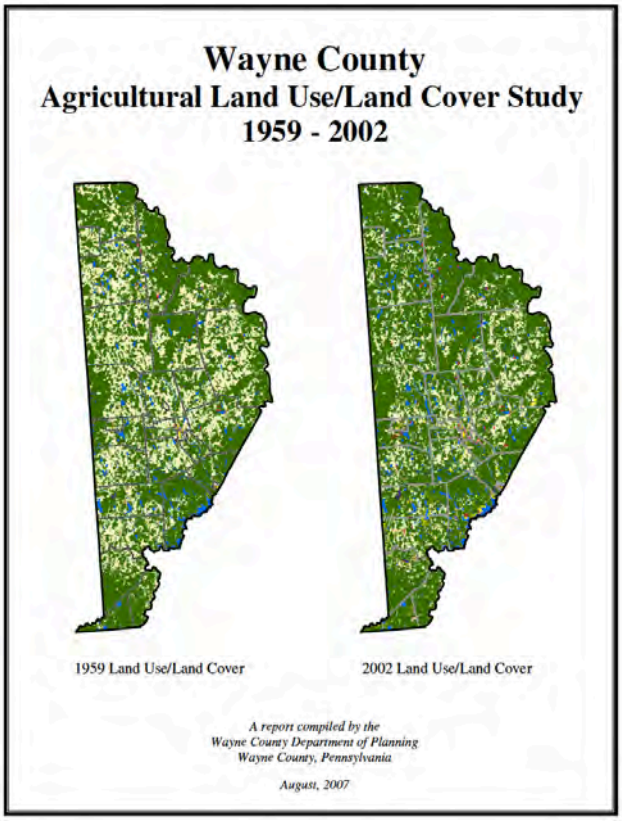
<u>Resource Conservation Needs</u>

The County's land base is a resource that should be conserved in the traditional sense, that is to say wisely used, which is the purpose of this Plan. There are, moreover, certain irreplaceable resources that can be easily damaged or wasted, making them especially valuable. Outlined below are some of those resources which, consequently, demand special attention.

- **Prime Agricultural Lands**

  Realizing the U.S.D.A. is continually updating soil classifications, nineteen of Wayne County's 95 soil types are classified by the Natural Resources Conservation Services (NRCS) as prime agricultural soil. They cover 45,949 acres and account for 9.6% of the County according to the recent *Wayne County Agricultural Land Use/Land Cover Study*. Some

24,776 acres or 54% of this land was in cropland. This was 5.2% of the County as a whole. By 2002, some 17,003 acres of the 1959 cropland on prime agricultural soil (69%) remained as cropland, 12.6% converted to pasture/ brush, 8.5% changed to forest, 8.4% went to residential usage, 0.9% developed as commercial land and the remainder converted to other categories. Also, during this period, about 1,370 acres of prime agricultural soil that was not used as cropland in 1959 was converted to cropland. This resulted in a total of 18,371 acres of cropland on prime agricultural soil in 2002, equalling 3.8% of Wayne County's total land area.



Cropland on prime agricultural soil between 1959 and 2002 in Wayne County dropped by 6,405 acres. It accounted for 40% of the prime agricultural soil in 2002. Twelve municipalities had higher than average amounts of cropland on prime agricultural soils. These included (by acreage) the following; Damascus (2,644 acres or 45%), Mount Pleasant (2,028 acres or 50.9%), Preston (1,738 acres or 41.9%), South Canaan (1,125 acres or 44.5%) and seven others largely from the central and northern parts of the County.

The NRCS, in addition to prime agricultural soils, also maps soil that is considered "farmland of statewide importance." This includes 84,039 acres or 17.5% of the County's area. This soil, according to the USDA, is generally soil, although not considered prime farmland, that can produce high economic yields, provided the crops are managed under acceptable agricultural practices and when proper conditions are present and favorable. Some 41,887 acres (50%) of the County's farmland of statewide importance was in cropland in 1959 (see Table 11). Another 19,804 acres (24.8%) was in pasture/brush. Over 29,961 acres (37.6%) of the County's farmland of statewide importance was in cropland in 2002 (see Table 12) and another 14,073 acres (17.6%) was in pasture/brush.

A third classification of soil designated by the Department of Agriculture is that of non-prime farmland. This soil type covers 350,305 acres or 73% of Wayne County. Over 69% (or 245,525 acres) of the non-prime farmland was covered by forest in 1959. Another 19.5% (69,282 acres) was classified as pasture/brush. Only 6.1% (some 21,507 acres) was considered cropland and only 0.7% (some 2,640 acres) was residential. Over 77% (or 274,337 acres) of the non-prime farmland was covered by forest in 2002. During the study

period the pasture/brush acreage dropped to 9.4% of the non-prime farmland (33,425 acres). Cropland covered 13,582 acres or 3.8% and residential acreage covered 13,363 acres or 3.8% of the non-prime farmland.

- **Wetlands**

As indicated previously, potential primary wetlands have been identified on maps prepared by the U.S. Fish and Wildlife Service. These do not necessarily, however, include all wetlands that could conceivably meet the current definitions of the same as promulgated by various State and Federal agencies. Indeed, they are generally limited to those areas which are both of sufficient size and character to fit the traditional common sense definitions of wetland. These are the areas that should be the highest priority for protection. It does not, however, serve the County's interests, in the long run, to promote expansion of wetland definitions to include arbitrary buffer areas, notwithstanding the potential usefulness of scientifically based buffers in certain circumstances (see earlier discussion). The trade-offs in costs of housing and the difficulty in gaining sustained public support for regulations that seek to remove from development in the name of wetland preservation, areas that are frequently dry or otherwise insignificant, are too severe.

It is reasonable to expect, with the passage of time and some experience with litigation and legislative amendments, the current regulations will be tempered with more reason. Indeed, some of this has occurred as the Supreme Court has ordered the Army Corps of Engineers to modify its approaches to better conform with the law. Wetlands regulations are still relatively new and will likely undergo the same evolution as floodplain regulations, for instance. The County will do well, in the meantime, to stick with the basics and lend its hand to seeing major wetlands are indeed, protected.

- **Mineral Resources**

Wayne County possesses significant mineral resources. These include sand and gravel, red shale, bluestone, coal and, now, natural gas. The coal is found in limited quantities along the western border of the County, near Browndale, and there are no currently active mining operations. It is, therefore, the least important of the mineral resources possessed by the County, but the potential for future use should not be dismissed.

Sand and gravel operations are found in various locations throughout the County and are important to the local economies and a source of materials for a wide variety of private and public projects. Bluestone and red shale quarries are found more frequently in the northern part of the County and tend to be smaller though there are some larger operations, including one recently expanded facility in West Damascus. There are also large rock quarries in the Hawley, Lake Ariel and Sterling areas, among others. These facilities can be obtrusive but extensive state regulations have reduced their negative impacts and they take advantage of natural resources that are plentiful to Wayne County. They need to be considered, for that

reason, as appropriate uses and included as permitted uses in zoning ordinances. More difficult, of course, are some of the attendant operations such as blacktop production. These present some particular issues that generally require they be separately addressed as conditional uses and made subject to industrial performance standards.

The natural gas industry is just beginning with new wells being drilled during the preparation of this plan. Municipalities have only very limited authority to regulate this industry, generally confined to addressing road impacts. Recent court decisions leave it unclear but suggest communities may be able to apply zoning regulations to prohibit natural gas drilling in densely populated residential areas. The industry is expected to produce major economic benefits but there is also some expectation of greatly increased demand for support services such as lodging, trucking, mechanical repairs, housing, emergency services and the like. This could have major impacts on some commercial land uses needs.

The County needs to be well-prepared for this activity, which is in its early stages. It will continue to evolve as the industry itself develops more knowledge of Marcellus Shale drilling techniques. It is important the County continue to learn more by evaluating the experiences of counties to the west. The County Planning Department is vigilantly monitoring that activity to be fully prepared. It is essential the County remain flexible. It must be able to adapt to needs as they evolve, particularly as the Commonwealth and the two river basin commissions define their roles.

- **Forests**

Wayne County's woodlands are important resources from numerous perspectives. The environmental benefits in reducing noise and air pollution are the beginning. Also valuable are the contributions of fall foliage and forest scenery in attracting tourism. Finally, loggers, sawmill operators and other wood products manufacturers, including Proctor & Gamble's Wyoming County facility, directly employ hundreds of residents.

Forests, therefore, should be conserved as a foundation for economic development. Sawmills (including portable units) and secondary processors need to be included as permitted uses in municipal zoning ordinances. Some communities have enacted logging regulations. These are typically not necessary and, where used, should be limited to addressing road impacts from loading operations.

Alternative Development Models

The purpose of this *Comprehensive Plan* is to set forth Wayne County's land use needs and develop a strategy to meet the needs. Putting together such a strategy requires one to consider various alternative ways the County might develop, selecting the best approach and identifying the means to implement the chosen plan. The following are three likely possibilities as to how Wayne County might develop.

- **Alternative No. 1 – Resort Transitional Model**

This model assumes Wayne County would develop more and more toward a tourism-based economy - an area in transition from farming and small-town enterprises into a resort region not unlike the Poconos section of Monroe County or the Lake Wallenpaupack section of Pike County. More recreational and tourist attractions would continually be created and the emphasis of economic development efforts would be first (though not exclusively) on taking advantage of this trend. Service businesses and retail enterprises designed to appeal to visitors would be promoted. Downtown improvement efforts would be focused on creating an appealing atmosphere for visitors. Tourist promotion would receive a higher priority in terms of County spending.

Rendering of new Pocono Lake Region Chamber of Commerce Visitors Center (Located in Pike County but serving Wayne)

Municipal land use planning would place a premium value on protecting the environmental qualities that make the County attractive. Relatively large minimum lot size standards would prevail but service commercial motel/ hotel type uses would be given more latitude. Multi-family dwellings would be allowed in these service commercial zones but the emphasis would be on ensuring that such units were oriented toward the high-end of the market and recreational use condominiums. Other higher density housing, including mobile home parks, would be discouraged and, generally, regulations would be geared toward encouraging the construction of higher-valued housing to maintain appealing qualities for visitors and potential second-home buyers. Industrial enterprises would be modestly promoted but critically reviewed to guarantee compatibility with tourism objectives.

- **Alternative No. 2 – Low Density Rural Suburbia Model**

Many rural areas on the fringe of the metropolitan areas are becoming, in effect, suburbs of suburbs and this is a potential future for Wayne County as well. This model is based on the concept the County should primarily be a collection of residential communities, both permanent and second-home, interspaced with enough open space to maintain "rural character" and commerce to satisfy basic needs. Tourism would be accepted and even modestly encouraged but not heavily promoted. Likewise, commercial and industrial development would be tolerated but not given priority. Instead, the priority would be on maintaining a safe, clean and appealing environment for residents. Commercial and industrial development would be steered toward existing centers.

Maintaining residential property values would be the governing principle behind all planning and zoning efforts. Single-family homes on large lots would be favored and minimum lot sizes would be set at the maximum the law will tolerate. Multifamily units would be

discouraged excepting as to recreational condominiums and location would be strictly controlled. Building standards would be used to encourage only higher-valued housing and mobile homes would be discouraged both on an individual basis and in the form of parks.

- **Alternative No. 3 – Multi-Based Economic Development Model**

This model places the priority neither on tourism nor on residential development but rather on multi-based economic development, including not only tourism but also industrial development and commercial expansion. The County would accelerate its efforts to secure small to mid-sized industries and encourage their location throughout the County. The adoption of zoning ordinances by interested municipalities would be endorsed as a means of buffering such land uses and ensuring their compatibility with residential development but performance standards combined with flexible location criteria would be emphasized more often than strict districting.

Steer Machine Tool & Die Company
Cherry Ridge township
(example of small manufacturer)

Minimum lot sizes would be set typically at one acre and clustering would be encouraged as a means of preserving open space and lowering development costs. Multi-family development standards would be used to ensure health and safety but flexibility in location would be allowed. Emphasis would be on achieving a variety of types of housing construction at different price levels. Mobile home park standards would be strict and so would those applying to individual mobile home siting. However, flexibility in location would be permitted. A chief priority would be to create and maintain an adequate supply of affordable housing, for existing residents at various income levels. The other major priority would be to create more and better paying jobs - the objective being to raise the standard of living for all while maintaining and improving property values. Conservation of natural resources would also be an important part of the equation but in the context of a balanced approach.

<u>Preferred Development Model and Plan</u>

- **Rationale for Selection of Model**

While, of course, some aspects of all three models are appropriate, it is the Multi-Based Economic Development Model that is recommended for the County. The reasons are as follows:

1) The County faces a critical problem, that is likely to worsen with a revival of the real estate market, in providing affordable housing for its existing residents. Minimizing gentrification requires both non-exclusionary zoning and higher incomes for residents to be able to afford the housing.

2) The local economy cannot support its existing resident population or provide jobs for its youth without promoting more capital intensive industry able to pay better wages and salaries. Only concerted industrial development efforts will achieve this.

3) To be more "recession-proof" the economy must be balanced among construction, tourism, manufacturing, and other commerce. The County quite naturally attracts the construction and tourism dollars but needs specific strategies to be successful in bringing in new industry.

Logo of Wayne Chamber of Commerce

4) The County's natural resources are more varied than Pike County's, for example, and to make wise use of these requires a multi-faceted approach to economic development combined with environmental conservation, not one to the exclusion of the other.

5) There is little to be gained from creating a residential or tourist environment that offers plenty of upscale appeal for prospective in-migrants and visitors but cannot offer good jobs and housing to its existing residents. Wayne County should not be allowed to become just another trendy resort area or a collection of exclusive neighborhoods. Its first obligation is to those who now call it home, including its youth.

- **Proposed Land Use Plan**

A *Generalized Future Land Use Map* indicating the direction Wayne County should develop based on the Economic Development Model may be found at the end of this Chapter. This map is self-explanatory and indicates how the County might look in 2020 using this approach. It depicts a much more diverse landscape and less centralized economy. It is also, of course, very generalized because of the size of the County. Individual municipalities will, so to speak, "fill in the blanks." The role of the County is one of education and leadership using the principles set forth herein.

- **Implementation Recommendations**

The following are the specific recommendations for implementation of this Plan:

1) Multi-based economic development, including tourism as well as industrial and commercial development is recommended as the model for future land use within the

County. The County should work with municipalities in realizing this vision by assisting in local comprehensive plan development and ordinance reviews.

2) Zoning should be used as a tool for buffering various non-residential land uses and ensuring compatibility with residential development. Although a variety of uses should be provided for in existing or proposed mixed-use and village centers, the County should develop model zoning language for these purposes.

3) Performance standards combined with flexible location criteria are the proper methods of directing land use. The County should, once again, develop model zoning language for these purposes.

4) Minimum lot sizes should typically be one acre and clustering in the form of conservation subdivisions should be used to preserve open space and lower development costs. The County should exercise its review authority to encourage municipal use of these techniques and offer models.

5) Multi-family and mobile home park standards should be employed to ensure these forms of development are appropriately regulated. The County should craft model standards along these lines.

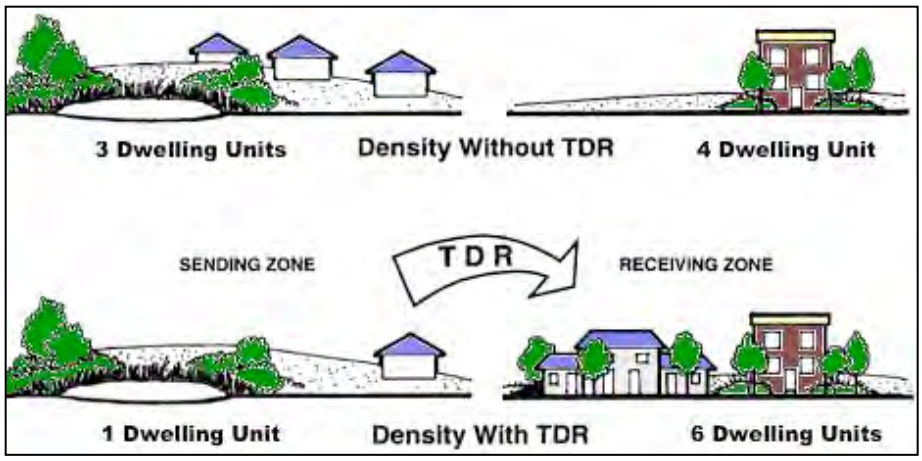
6) Maintaining an adequate supply of affordable housing for existing Wayne County residents should be a priority. Among the County's most important roles in reviewing local regulations is to ensure a balancing of interests and the avoidance of exclusionary zoning measures.

7) A major priority should be to create more and better paying jobs - the objective being to raise the standard of living for all, while maintaining and improving property values. The County has been and should continue to be an active participant in WEDCO's programs and the further development and occupation of the *Sterling Business Park.*

8) Conservation of natural resources must be part of economic development. The County should facilitate use of the Clean and Green program and other tools that accomplish protection of natural resources in the context of development as a foundation for economic growth.

9) The County should promote the use of innovative land use tools such as very simplified

transfer of density rights (TDR) programs that are implemented at the time of development approvals (see illustration following). Model zoning language and training programs should be employed for this purpose.

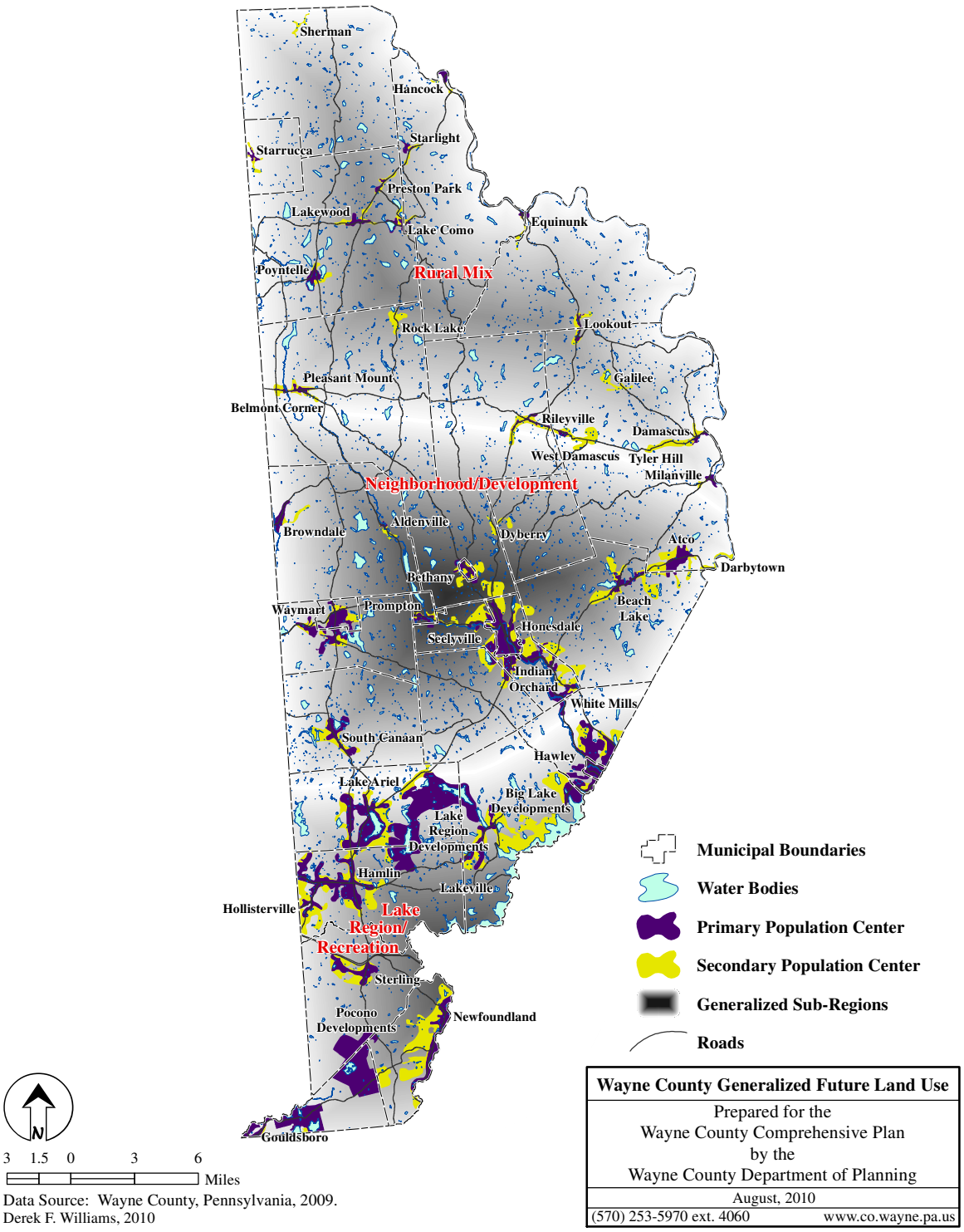


Source: Michigan Department of Environmental Quality Planning and Zoning Center

10) The County should generally continue to assist municipalities with the adoption, update and/or administration of land use regulations under Municipalities Planning, Second Class Township and Borough Code requirements.

11) The County should cooperate with private land preservation organizations that seek to purchase or accept limited-term or long-term conservation easements on agricultural land and other valuable natural resources, so to preserve a farmland base and help develop a system of open spaces throughout the County. Joint educational programs with such entities and use of their resources as a tool for implementation of land use policies on a voluntary private basis. The economic and tax benefits of such programs should be a focus of these educational activities, which might also include technical assistance provided by these private land preservation organizations to landowners in many circumstances.

Wayne County Generalized Future Land Use



Data Source: Wayne County, Pennsylvania, 2009.
Derek F. Williams, 2010

Wayne County Generalized Future Land Use

Prepared for the
Wayne County Comprehensive Plan
by the
Wayne County Department of Planning

August, 2010

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