

COMMUNITY FACILITIES AND SERVICES PLAN

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.

Community facilities and utilities should be considered resources with limited capacities that are to be provided in appropriate places to support and implement a multi-municipal comprehensive plan. The location of certain key facilities, including water, sewer, schools, and roads, are often essential to providing the necessary services to accommodate more intensive residential and nonresidential development. Conversely, these services will facilitate unintended development in areas, such as important farming areas or areas with limiting natural resources, where growth may not be appropriate. The location of other services, facilities, and utilities should be considered in relation to their ability to support or conflict with the land use planning for the multi-municipal area. The land use planning should facilitate the efficient and economic provision of public, quasi-public, and privately provided community services wherever possible.

Source: *Planning Beyond Boundaries*, p. 3-18.

Residents rely on community and public facilities and services to meet their transportation, educational, water supply, sewage disposal, police protection, emergency response, recreation and other daily living need. Municipalities do not, and cannot, provide all the facilities and services demanded by residents, many such services being provided by other levels of government or volunteer organizations. Nevertheless, without diligent and ongoing attention to the operation and maintenance of existing facilities and services, and planning for new facilities and services, a municipality can fall short in adequately serving its residents.

COMMUNITY FACILITIES AND SERVICES GOAL AND OBJECTIVES

Community Facilities and Services Goal: Ensure that community facilities and services are provided to meet the needs of the Township.

Objectives:

Public Facilities and Services

Maintain existing public facilities and services and plan carefully for new public facilities and services.

- Maintenance - Provide necessary maintenance of existing municipal buildings, equipment and other community facilities to extend the useful life and forestall unnecessary capital expenditures.

- Efficiency - Manage all municipal facilities and services efficiently and effectively.
- Capital Improvements Program - Systematically identify the need for local municipal community facilities and services, including useful life replacement of existing facilities, and develop a capital budget to meet the needs.
- Water and Sewer Extensions - Evaluate the extension of any central water supply or central sewage disposal service in terms of stimulating unwanted development.
- Cooperation - Encourage and participate in any area intergovernmental cooperation efforts for community facilities planning and economies of scale for joint purchasing, recreation and other facilities and services.
- Cable/Internet Access - Work with Blue Ridge Cable via the Township franchise ordinance to ensure universal access to cable television service high-speed (256 KBPS or higher) internet service.
- Cellular Telephone - As a matter of public safety, work with cellular communications providers to ensure the entire township is adequately served with 3G service, including the federally mandated locating abilities for mobile phone users within the bounds of the zoning ordinance relative to tower location and antenna collocation.
- Education - Encourage the Wallenpaupack Area School District to:
 - Work regionally to broaden post-secondary education opportunities.
 - Cooperate with community organizations to ensure adequate preschool services.
- Child Care / Elder Care - Monitor the need for additional child care and elder care facilities and work with community organizations to meet any identified needs.
- Urgent Care Service - Encourage the County and regional health care providers to develop urgent care facilities to bridge the gap between doctors and emergency rooms to better use health care resources.

Emergency Services

Protect the Township with effective emergency services.

- Expanded Service - Identify isolated and under served areas and assess the need for expanded or additional fire and ambulance stations.
- Volunteer Organizations - Acknowledging the critical importance of such groups to the community, encourage and continue to support volunteer fire, ambulance and other public service organizations.
- Police Protection - Continue to rely on the State Police, but monitor the need for local police protection.
- Communications - Enhance public safety by ensuring local emergency management officials have access to television and radio broadcasts over-the-air and via cable and satellite providers.

Water Supply and Sewage Disposal**Ensure adequate water supplies and sewage disposal facilities.**

- Central Sewage - Continue to plan for central sewage to serve the older residential subdivisions along Lake Wallenpaupack.
- Well Ordinance - Apply well construction standards with a well ordinance in areas not served by community water supply.
- Community Water Supplies - Apply well head protection standards to maintain good drinking water quality.
- Sewage Disposal - Monitor the effectiveness of on-lot sewage disposal systems and evaluate central sewage disposal as a means of correcting any widespread problems.
- On-Site Sewage Systems - Ensure that on-site sewage systems are maintained, and that failing systems are repaired and new systems are installed in accord with DEP standards.

Storm Water**Improve stormwater management.**

- Existing Problems - Evaluate storm water management facilities and develop a plan to address existing problems.
- Improvements - Include required stormwater management improvements in the capital improvements program.
- Innovate Controls - Incorporate innovative stormwater management techniques into new development.
- Education - Address existing problems with stormwater runoff through outreach and education of landowners

New Development**Ensure that an adequate and safe water supply system, a proper sewage disposal system, well designed and constructed roads, stormwater management and other facilities are provided by developers as part of any residential development.**

- SALDO - Periodically update the Subdivision and Land Development Ordinance to include standards to ensure most current and sound development practices.

COMMUNITY FACILITIES AND SERVICES EXISTING CONDITIONS AND ACTIONS**Growth and Development**

Community facilities and services can 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, Palmyra Township should not act as an island when considering facilities or services, but should cooperate with 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 Township 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 title *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 to serve Township residents 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, Pike County and the Wallenpaupack Area School District are vital to Township 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.

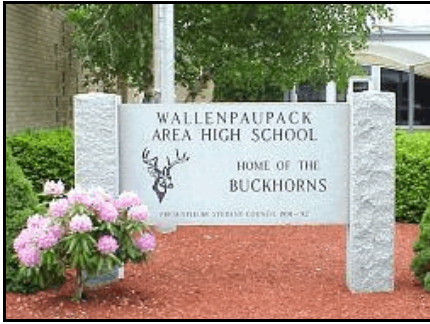
Intermunicipal Cooperation In recent years, more and more municipalities in the Commonwealth have begun working together on a number of issues and programs. The provision of community facilities and services offers myriad opportunities for cooperation which can result in efficiency of program operation and service delivery, and economies of scale in purchasing of supplies and materials. A council of governments (COG) is the most common type of cooperative 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. Examples of COGs in the region are the Pike County COG, 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 materials such as road salt. The Susquehanna County COG, with some fourteen member municipalities, administers the sewage enforcement program and the statewide building code for member municipalities. Township officials should fully explore and take advantage of any opportunities to improve facilities and services offered by intermunicipal cooperation via the Pike County COG.

| TYPICAL FACILITIES AND SERVICES PROVIDERS (not specific to Palmyra Township or Pike 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 | | | | | |

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. Most school districts are not aware of this provision and local municipalities must monitor school district activities and notify school administrators about the requirement.

School Districts and the Municipalities Planning Code
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.



Palmyra Township is served by the Wallenpaupack Area School District, which also includes Greene Township, Lackawaxen Township, and Palmyra Township in Pike County and several municipalities in Wayne County. The North Primary School, the North Intermediate school, the Middle school, the High school and the district office are all located in Palmyra Township. The District has seen an enrollment decline in the last few years from 4,144 in 2007 to 3,971 in 2009. Some 400 attend the South Elementary School in Newfoundland, but the remainder attends the schools in the Township

Wallenpaupack Area School District officials report that enrollment is difficult to predict given the uncertainty and volatility of immigration depending on social and economic conditions in the greater region. In the past, the district has planned for a 2% increase every year. This is no longer the case. Currently, the upper classes have the greatest enrollment and the lower grades have the lowest enrollment. Maintenance of existing facilities will be the focus and no new construction is planned in the near term.

Township Government

Palmyra Township is incorporated under state law as a *Township of the Second Class* (a far better moniker than *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 Pike County have reached this population density. The 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, and Westfall Township is the only one in Pike County. The Board of Supervisors appoints township residents to the township planning commission which serves an advisory role to the supervisors, and the zoning hearing board. Other volunteer boards may include an environmental advisory council, a parks and recreation commission and a shade tree commission.

Facilities and Services

Local municipalities in Pennsylvania are responsible for a variety of public facilities and services. As noted earlier, one of the primary functions of township supervisors was 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, services and programs, which in some cases are mandated by state and federal regulations. These include, among others, land use controls; environmental protection; stormwater and floodplain management; police protection; water and sewer facilities; parks and recreation, and solid waste disposal. The level of service is dictated by the density and demographic character of the municipal population, and its tax base.

Local Priorities

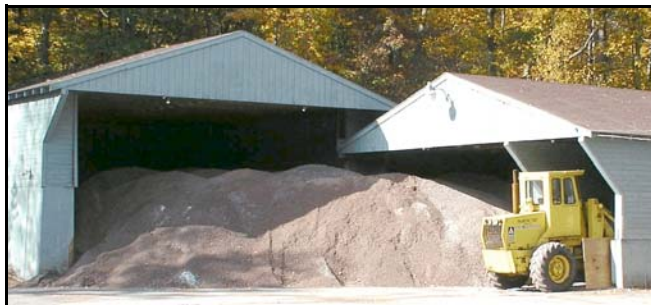
Emergency services, police protection and health care services were ranked as most important by the respondents to the Township community survey, which is typical of small communities. Township and state road maintenance and recycling facilities ranked somewhat lower, but higher than other facilities and services.

Township Facilities

The *Palmyra Township Facilities and Staff Tables* detail the buildings, land, equipment and staff of the Township. Staffing at the Township is adequate because the Supervisors have added personnel as new programs and increased work loads have dictated. Office and meeting space are currently adequate, and there are no immediate plans for expansion.



| PALMYRA TOWNSHIP FACILITIES AND STAFF | |
|---|---|
| Township Building | - 11.55 acres off Gumbletown Road, excellent condition, offices and meeting room |
| Maintenance Buildings | - located on Township Building parcel - 3-bay equipment garage attached to Township Building, excellent condition - salt/cinder storage shed, excellent condition |
| Other Property | - 2.6 acres, Old Paupack Elementary School, Route 507 - 10.05 acres, Township Beach with Visitors Center land leased to Chamber of Commerce |
| Meetings | - Township Building |
| Employees | <ul style="list-style-type: none"> <li style="width: 50%;">- Administrator, full-time <li style="width: 50%;">- Bookkeeper, part-time <li style="width: 50%;">- Zoning Officer, full-time <li style="width: 50%;">- Planning Commission Secretary, part-time <li style="width: 50%;">- Maintenance Foreman, full-time <li style="width: 50%;">- Sewage Enforcement Officer, part-time <li style="width: 50%;">- 1 Laborer, full-time <li style="width: 50%;">- Zoning Hearing Board Solicitor, part-time <li style="width: 50%;">- Road Supervisor, part-time <li style="width: 50%;">- Building Inspector, part-time (contract) <li style="width: 50%;">- Township Solicitor, part-time |
| Volunteer Boards | - Planning Commission - Zoning Hearing Board - Park and Recreation Board |
| Vehicles & Major Equipment | <ul style="list-style-type: none"> <li style="width: 50%;">- 2001 Ford F550, 4x4 dump truck, plow/spreader <li style="width: 50%;">- 1971 Allis 840B 4x4 loader <li style="width: 50%;">- 2004 Ford F750, 4x4 dump truck plow/spreader <li style="width: 50%;">- 1988 Ford 555B 4x4 loader <li style="width: 50%;">- 2005 Ford F450, 4x4 dump truck plow/spreader <li style="width: 50%;">- 2005 Scag 6 ft riding mower <li style="width: 50%;">- 2008 Ford Escape <li style="width: 50%;">- IR Road Light 6K generator <li style="width: 50%;">- 5,000 gal magnesium tank & pump |
| Recreation Facilities | - Park with ball fields, tennis courts, handball courts, playground and pavilion; on Township Building parcel - Beach with concession stand and bathhouse |
| Anticipated Capital Expenditures | - replace Ford F550 dump truck, est. \$50,000, 1 to 2 years - replace other trucks and equipment as needed - install new roof on Township Building - est. \$70,000 - road paving - est. \$300,000 |



Local Road Maintenance Palmyra Township employs a road crew that provides all normal winter and summer maintenance. However, the Township 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 means given the expense of owning and maintaining road construction equipment. The Township's equipment is maintained in good condition and is replaced or upgraded as necessary.

Road Maintenance Cooperation

Road maintenance could also be coordinated with other nearby municipalities via the Pike 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. As a means of using local municipal funds and resources most efficiently, the COG could:

- Update and keep current the list of vehicles and equipment owned by all COG municipalities.
- Serve as a clearinghouse and notify all COG participants when a municipality is selling or purchasing equipment which may meet the needs of another municipality.
- Investigate the possibilities for increased sharing labor and equipment.
- Investigate the possibilities for increased contracting with or swapping with adjoining municipalities for winter road maintenance where travel savings may be realized.
- Coordinate joint purchasing of supplies and materials whenever possible to reduce unit costs.

Other vehicle and equipment actions:

- Maintain an accurate inventory of all vehicles and equipment.
- Liquidate obsolete vehicles and equipment.
- Include planned purchases of vehicles and equipment on a capital budget to plan for large expenditures.

Recreation Facilities

Individuals, families, community groups, and organized leagues use recreation facilities and facility planning should address the needs of all of these groups. Current facility usage and community trends in recreation and leisure activities provide the basis for developing new facilities.



Recreation facilities and programs in Palmyra Township are provided by private residential communities, the Wallenpaupack Area School District and the Township. In addition, the state land, lakes and streams in the area provide ample opportunity for boating, fishing, hiking and hunting. Township recreation planning and facilities and programs should complement those already available from private communities and the School District, and on state land.



Palmyra Township owns and maintains three parcels which include recreation facilities – the municipal building parcel, the beach on Lake Wallenpaupack, and the Old Paupack Elementary School. The facilities at each location are detailed in the Township *Recreation and Open Space Plan*.



Providing recreation facilities and programs is another opportunity for municipalities to work cooperatively. In addition, local sports and civic organizations have historically played a key role in recreation and this must be encouraged. Recreation planning and facility construction are eligible for funding under the Keystone Recreation Grant Program which should be considered for any future recreation improvements.

Recreation and the Planning Code

Under the authority granted by §503(1.1) of the Pennsylvania Municipalities Planning Code, local municipalities can require the dedication of land for public use, and upon agreement of the developer, the construction

of recreation facilities or the payment of fees in lieu thereof by developers for the construction and maintenance of recreation facilities accessible to the residents of the proposed residential development and the public. Palmyra Township has included such a requirement in the subdivision and land development ordinance. Fees are assessed on a per lot basis for subdivisions and on a per unit basis for any mobile home park or multi-family dwelling.

Recreation Priorities

Although the community survey is not representative of the opinions of all Township residents, it does provide an indication of expectations for community facilities and

services by those who responded to the survey. Walking trails, bicycle trails and adult recreation programs were identified as the most needed. Although miles of walking trails cross state forest and game land and a number of adult recreation/education programs are offered by the School District, many residents see the need for more.

| Please mark the new recreation facilities and programs needed: | | | |
|--|----|---------------------------|-----|
| Adult recreation programs | 95 | Pool | 59 |
| Picnic areas | 49 | Walking trails | 152 |
| Soccer fields | 21 | Bicycle routes | 110 |
| Baseball fields | 19 | Skateboard /skating areas | 29 |
| Playgrounds | 32 | Youth recreation programs | 61 |
| Tennis courts | 17 | None | 43 |
| Basketball courts | 16 | | |

The Township’s priorities for recreation facilities as outlined in the *Recreation and Open Space Plan*, and updated here, are based on the following:

- The existing facilities at each location.
- The condition of the facilities.
- The current use of the facilities.
- Individual site limitations and potential.
- Projected population growth and demographic character.
- Anticipated recreation demands.

Township Park

Recent improvements at the Township park include completion of the small child playground, the pavilion with tables, and bocce ball court. Additional improvements identified include:

- Elevate T-ball field to eliminate wetness.
- Add more picnic tables.
- Pave parking lots.
- Install fencing as needed.

Township Beach

The 10.05-acre parcel which includes the beach was recently acquired from PPL and recent improvements include increasing the beach elevation and eliminating the retaining wall, redirecting surface water drainage away from beach sand area, and installing a sand volleyball court. Additional improvements identified include:

- Install fish habitat structure at outer limits of swimming area.

Paupack School

Improvements to the Old Paupack Elementary School since its acquisition by the Township include a new roof, access and parking improvements, and a new sewage disposal system. Additional actions include:

- Develop a specific plan for the use of the School and its grounds.
- Find a tenant for partial use of the building.
- Evaluate the use of the field for softball and improve if suitable; otherwise install backstop for informal play.
- Improve basketball court.
- Install fencing as needed.

Land Acquisition and Development

Longer term plans include land acquisition and development of:

- Baseball field and Teener League baseball field.
- Soccer field.
- Other large field activities.
- Walking trails.

Police Protection

Local police protection provided by the Township is not planned at this time. Palmyra Township is served by the Pennsylvania State Police from their barracks located in Blooming Grove Township along Route 402 north of Interstate 84. Residents are fortunate to have the State Police headquartered in the Township because of reduced response time as compared to more distant municipalities. A local police force can be one of the most costly services provided by local government, not only in terms of the

number of employees and equipment requirements, but also continuing benefits and pensions, as well as liability insurance. The regionalization of police protection can be a means of providing service at reduced cost. Savings in manpower, administration, space and equipment costs can be realized by intermunicipal cooperation. The Eastern Pike County and the two regional police forces in Monroe County, Pocono Mountain and Stroud, are good examples.



State Police Barracks, Route 402

Fire Protection and Emergency Medical Service

Adequate emergency service will continue to be an important element of maintaining the existing quality of life in the Township. The issues should be addressed as a long term goal of the Township and area wide municipalities. As noted earlier, emergency response is typically one of the most important services to residents of small communities.

In the case of Palmyra Township, fire protection and basic life support service is provided by four volunteer companies. The Tafton Fire Company serves most of the population of the Township with the promised Land Volunteer Fire Company and Ambulance Corps serving points south of I-84, the Hawley Volunteer Fire Department serving Cromwelltown, and the Greene-Dreher Volunteer Fire Association covering the parts of the Escape and Laurel Lane developments in Palmyra Township. Advanced life support service is provided by Honesdale EMS and currently some 50% of call require the service.



Tafton Volunteer Fire Company

Service areas are defined by inter-company agreements and all companies are dispatched via the 911 System, and the companies are organized in a regional mutual aid system. The state-required mutual aid agreements are good examples of intermunicipal collaboration to improve both the efficiency and quality of service.

Township officials and emergency service organizations have historically maintained good working relationships and the Township has annually provided funding to support emergency services. In addition, the Township receives funding from the state Foreign Fire Insurance Program which is passed through to emergency services providers.

Tafton Fire Company

The Tafton Fire Company is committed to providing good service with adequate fire response and life support transit times to the entire community it serves. The Company is working to improve service to the southern end of the Township and is planning to relocate its quarters from Tanglwood Lakes to a larger building outside the heart of the private community. The Company has also purchased a two-acre parcel across Route 507 from the current firehouse in anticipation of construction of a new facility. The details of the new building and future use of the current building must be determined.

Volunteers

Rural emergency service providers are finding it more and more difficult to find volunteers given the increased demands for training and qualifications. Unfortunately, this is affecting the Tafton Fire Company and other local volunteer companies, and this situation must be monitored along with the need for paid staff. The situation is a problem in Tafton for firefighters, but is becoming critical for life support services.

- The volunteer organizations are finding it more and more difficult to recruit and retain volunteers.
- Large time commitment required not only for answering calls but for training.
- Individual liability does not appear to be an issue; the *Good Samaritan Law* applies.
- Husband and wife both work in most families which limits volunteer time.
- More and more residents work at jobs out of the area which limits availability for

day time response.

- Many young recruits go away to college and do not return.
- Fewer and fewer residents have a direct feeling of connection to the community.
- Generally changing attitudes about volunteering -- more people expect to be paid.
- What to do about volunteers and staffing?
 - Work with the State Office of Fire Prevention and Control to set standards for volunteer firefighter and ambulance personnel which are reasonable for rural areas and which do not discourage volunteer participation.
 - Consider paid staff for emergency services.
 - Regionalize services with a number of paid staff supplemented by volunteers.
 - An adequate pay scale would be critical.
 - Volunteer marketing plan linked to service organizations, schools, Boy Scouts, Girl Scouts, 4-H, etc.
 - Offering EMT and paramedic training in high school.

Paid Emergency Services The idea of paid service has been considered by the Tafton Fire Company but is currently cost prohibitive given the number of transports and the relatively limited Township population. Maintaining an advanced life support staff and ambulance at the Tafton Firehouse should also be considered.

Municipal Assistance for Emergency Service Providers

A recent *Pennsylvania Township News* article suggested the following ways in which EMS (and other emergency service providers) can be assisted by municipalities:

- **Find out what they need** - Meet with your EMS provider on a regular basis to find out what the group needs and how the township can help.
- **Put out the call for volunteers** - Advertise for EMS volunteers in your newsletter and on your Web site. Find out if the EMS provider needs administrative volunteers, in addition to medical ones, and try to connect the group with local business people, a CPA, or a bank manager.
- **Offer volunteer incentives** - If the township sponsors recreation programs, special events, or even has a township pool, offer free tickets or a free membership to anyone who volunteers for EMS duty.
- **Help EMS providers with grant searches and grant writing** - Use your own experience securing grants for the township to show EMS providers where to look, such as the state Department of Community and Economic Development and other state and federal agencies. If they're new at grant writing, offer some pointers.
- **Check out purchasing options using state contracts** - Emergency medical equipment is available for purchase through statewide contract. Tell the EMS provider how the system works and also alert them to the availability of state and federal government surplus programs.
- **Consider funding options** - Townships can use the new emergency and municipal services tax to help fund emergency medical services. They can also dedicate up to half a mill of township taxes to such services. Some townships make annual donations to their EMS provider a regular part of the budget, and others participate in special fund raising campaigns.

Source: Pike County Comprehensive Plan, Ch. 18, p. 18.

911 Numbering

In an effort to improve emergency response, the Township Board of Supervisors adopted a *Street Name, Address and Sign Ordinance* to enhance public safety and security by improving the ability of emergency response personnel to navigate and locate dwellings and other structures in the Township. However, compliance with the ordinance is abysmal. The Ordinance:

- Provides the authority to the Township Board of Supervisors to assign road names to all public and private roads in the Township to eliminate duplicates and minimize confusion.
- Requires conformance to the street addressing system established by Pike County for the 911 Emergency Call System.
- Establishes a uniform system for street name signs and street number signs.

Emergency Response Actions

Township officials and emergency service organizations have historically maintained good working relationships and the Township has annually provided funding to support emergency services. In addition, the Township receives funding from the state Foreign Fire Insurance Program which is passed through to emergency services providers. Given the increasing demand for services, the high expense of acquiring and maintaining equipment, and the exacting training required for volunteers, the Township Supervisors recognize that providing effective emergency services is an important issue. Ongoing actions include:

- Continue to provide financial support to volunteer emergency services organizations.
- Support efforts to petition the State Office of Fire Prevention and Control to set reasonable standards for volunteer firefighter and ambulance personnel in rural areas.
- Work with the Tafton Fire Company to maintain adequate staff/volunteers and building and other support equipment and facilities.
- Enforce the provisions of the *Street Name, Address and Sign Ordinance*.

Emergency Management

Emergency management planning at the local level is coordinated by the Pike County Emergency Management Agency (EMA). County emergency management agencies throughout the Commonwealth receive direction from the Pennsylvania Emergency

Pike County Hazard Mitigation Plan - *The Pike County Hazard Mitigation Plan has been prepared in response to the Federal Emergency Management Agency (FEMA) requirement and was developed to be consistent with the Pennsylvania Hazard Mitigation Plan. Hazard Mitigation is defined as “any cost-effective action taken to eliminate or reduce the long term risk to life and property from natural, man- made and/or technological hazards.” The phrase “cost effective” added to the definition stresses the importance of finding effective mitigation alternatives which over the long-term can also reduce the economic impacts to our communities’ tax base. The Pike County Hazard Mitigation Plan assembles important inventory and data on potential hazards to our communities and prioritizes these hazards in frequency and severity. It analyzes and reviews alternative mitigation options based on the resource capabilities of our County and communities. The plan then selects the most appropriate course for future mitigation of the hazards facing our County residents. The plan will enable the County and its municipalities to effectively respond to hazards as they occur and reduce the potential risks of these hazards to the health, safety and welfare of our residents. Additionally, the Plan will allow for Pike County communities’ eligibility for a full range of assistance following hazard events. Source: Pike County Hazard Mitigation Plan, p. 1*

Management Agency and the Federal Emergency Management Agency. The Township works with the County EMA, and has appointed an Emergency Management Coordinator. The *Palmyra Township Emergency Management Plan* and the *Pike County Hazard Mitigation Plan* are incorporated into this Comprehensive Plan by reference.

Solid Waste Disposal and Recycling

Planning for solid waste disposal is a county responsibility as mandated by the State Solid Waste Management Act, and local municipalities are authorized to regulate solid waste disposal by ordinance. In Palmyra Township, homeowners and business owners contract with private haulers for the collection and disposal of solid waste, and this has been adequate to meet current needs.



Recycling in Palmyra Township was first started in the early 1980s, long before the Pike County program coordinated by the Pike County Human Development Office. The County maintains ten drop-off sites throughout the County, including working with the Supervisors on the Palmyra site. The Township provides employees at the Palmyra site on Saturday mornings, and bagged garbage is accepted for a fee from Township homeowners who recycle. No changes are planned for the Township recycling program.

Water Supply



Groundwater is the source for all potable water in the Township with many homes served by individual wells and many in private communities are served by central supplies and distribution lines. No publically-owned water supplies serve any part of the Township and the Township has no plans to provide public water supply facilities. Many of the private water systems were installed prior to state regulations and were operated by community associations or local private water companies. These systems are governed by Pennsylvania Department of Environmental Protection standards and the Township will rely on that agency for regulation. Aqua Pennsylvania has acquired a number of the systems and is largest supplier in the Township.

Sewage Disposal

The disposal of wastewater must be addressed by all communities, but especially by a community that is experiencing growth and development. The volume of wastewater generated is directly related to a community's population and the extent and nature of commercial and residential development. In Palmyra Township, wastewater is comprised of sewage, that is, human wastes associated with residential, institutional and retail/service types of commercial development. Given the lack of industrial development in the Township, industrial wastewater disposal is not an issue.

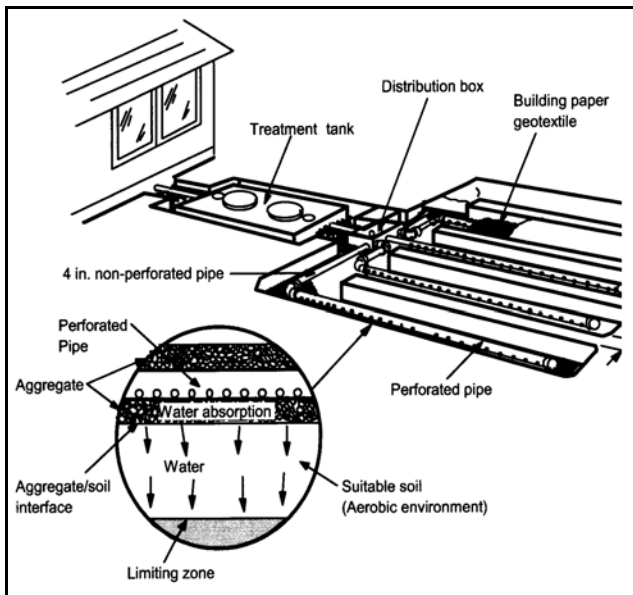
Sewage disposal is one of the most critical factors affecting the future growth and development and quality of life of the Township. Department of Environmental Protection regulations allow for two basic types of sewage treatment and effluent

disposal - soil based disposal of effluent including individual, subsurface disposal and spray irrigation; and the discharge of treated effluent to surface waters (i.e. lakes and streams). Solids, following treatment, are either applied to agricultural lands or are disposed of in an approved solid waste landfill.

Many soils in the Township have severe limitations for extensive use for land based sewage effluent disposal, both in terms of physical characteristics and the high cost of land if proposed for spray irrigation or large disposal beds. At the same time, surface water quality in the Township is excellent, and its protection is paramount to maintaining the area's rural character and quality of life. Finding a sensible solution within the bounds of current Department of Environmental Protection regulations and the reluctance to rely on a proliferation of treatment plants with stream discharges is a perplexing problem. It is clear that cost-effective and environmentally sound alternatives for sewage disposal must be identified by the scientific community and then must be legitimized by the Department of Environmental Protection via their regulatory process.

On-Lot Sewage Disposal

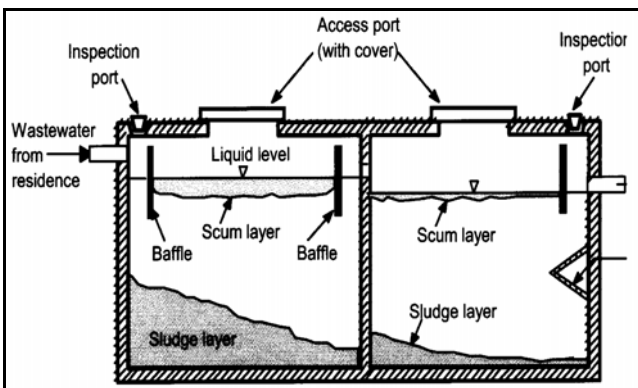
The primary means of sewage disposal in Palmyra Township is the use of a septic tank and subsurface soil disposal of the effluent, which includes both in-ground seepage beds and elevated sand mounds. It is also important to remember that many of the housing units in the Township were constructed prior to the 1970 state enactment of sewage regulations. Land application (spray irrigation) has found only limited use in the region for larger systems due to the need for large spray areas and the winter storage of



On-Lot Sewage System



Sand Mound Under Construction



Typical 2-Compartment Septic Tank

effluent. Spray systems for individual homes are now permissible under new DEP regulations and may, given that the soil requirements are less stringent, allow the development of certain areas which were previously precluded due to poor soils.

In addition to the need to identify land-based alternatives for sewage disposal to ensure protection of ground and surface water, is the need to improve existing or develop new institutional arrangements for the monitoring and possible operation of sewage disposal systems. Some communities have initiated municipally-operated on-site sewage disposal management programs, sewage treatment plant inspection and monitoring, and in some cases, municipal acquisition and operation of private sewage treatment plants. County and local municipal efforts should include imploring the Department of Environmental Protection to actively investigate the use of alternative sewage disposal methods to meet the needs of rural municipalities and other unique areas of the state.

Central Sewage Disposal

Unlike subsurface sewage disposal systems which rely on the soil for renovation and the groundwater for dilution of sewage effluent following solids separation in the septic tank, sewage treatment plants use a combination of mechanical, chemical, and biological processes to treat sewage. Treated effluent may be applied to the land or discharged to surface waters.

DEP plays the key role in licensing, monitoring and regulating sewage treatment and collection facilities under the National Pollutant Discharge Elimination System Program. DEP establishes effluent discharge criteria based on the water quality and biological character of the water body receiving the discharge. Prior to permitting a stream discharge, the applicant must demonstrate to DEP that a soil based alternative, such as a community on-lot system or spray irrigation, is not feasible.

Although DEP is responsible for licensing and monitoring wastewater treatment plants, local municipalities, as required by the Pennsylvania Sewage Facilities Act, must be involved in the planning of plants. Whenever a treatment plant or expansion is proposed, the local municipality must assess the proposal in terms of consistency with the municipal sewage facilities plan and how the plant will address the overall sewage disposal needs in the area. The municipal officials must process the sewage facilities planning modules to include the treatment plant proposal in their plan, if the plant is found to be consistent.



Wallenpaupack Area School District
Sewage Treatment Plant



PennDOT I-84 Sewage Treatment Plant

Six sewage treatment plants serve parts of the Township. Three privately owned treatment plants serve the Escape residential community, the former White Beauty View and neighboring properties, and the Sandy Beach Motel and Muggs Restaurant properties. Three are owned and operated by public entities, one owned by the Wallenpaupack Area School District, one owned by the Pennsylvania Department of Transportation which serves the Interstate Route 84 rest areas, and one owned by the Pennsylvania Department of Conservation and Natural Resources which serves Promised Land State Park. All but the Promised Land State Park treatment plant are physically located in the Township.

None of the systems use land application of effluent, so groundwater limitations in terms of nitrate concentration is not an issue. Two systems discharge directly to Lake Wallenpaupack, three to tributaries of the Lake, and one to Decker Creek, a tributary of the Lackawaxen River. The systems serve a mixture of residential and commercial uses, but no industrial waste is discharged to any of the systems.

Lake Wallenpaupack Central Sewage Project



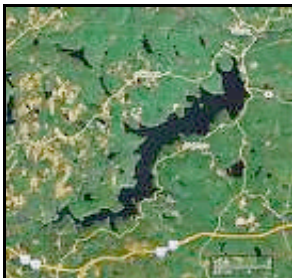
Protecting and enhancing the local and area wide economy is the underlying goal of the project being undertaken by the Palmyra Township Board of Supervisors . The project involves the construction of sewage collection, conveyance and treatment facilities to serve some 1,500 dwellings and seventy-five businesses located on the shores of Lake Wallenpaupack and in proximate upland areas. In short, Palmyra Township intends to initiate a proactive program to assure the long term water quality of Lake Wallenpaupack and thereby secure the economic future of the region. The program will serve to set the example for water quality protection as the region continues to deal with the phenomenal population and housing growth associated with the exodus of urbanites from the eastern megalopolis to rural areas.

Partners

Local, regional and statewide organizations, businesses, local governments and agencies recognize the importance of Lake Wallenpaupack and good water quality to the region and participate in programs to protect water quality. The Township has a longstanding cooperative relationship with these groups and have garnered their support for this water quality protection effort. Support from the following groups is anticipated along with individual businesses around the Lake:

- Lake Wallenpaupack Watershed Management District
- Lake Wallenpaupack Association
- Wallenpaupack Communities's Association
- Hawley-Lake Wallenpaupack Chamber of Commerce
- Pike County Chamber of Commerce
- Wayne County Chamber of Commerce
- Pocono Mountains Visitors Bureau
- Pennsylvania Boaters Association
- Lacawac Sanctuary
- Pike County Board of Commissioners
- Wayne County Board of Commissioners
- PPL Corporation
- Northeastern Pennsylvania Alliance
- National Institute for Environmental Renewal

Setting



Pike County and Wayne County, lying in the northeast corner of the Commonwealth, surround Lake Wallenpaupack and rely on the natural environment as a major component of the regional economy. Thousands of tourists visit these two rural counties each year to enjoy outdoor pursuits such as camping, fishing, hunting, hiking, snow skiing, sailing, boating and water skiing, and other activities associated with the thousands of acres of forest land, miles of streams and many lakes in the region. Recent data on the impact of tourism clearly demonstrates the link between environmental quality and the local economy. Thirteen-mile long Lake Wallenpaupack, with its 5,200-acre surface area and fifty-two miles of shoreline, is the keystone of the tourism economy of the two counties.

Located along the Pike County side of Lake Wallenpaupack, Palmyra Township encompasses about one-half of the Lake's shoreline and development around the immediate Lake area. The Township historically has been a rural resort community with a relatively low permanent population. Beginning in the mid-1970s and continuing through the next decade, the Township population increased dramatically as seasonal home owners settled permanently in the Township. Comprised initially

by retired individuals, the more recent population growth is the result of families with children relocating to the area. The most graphic evidence of this trend is the dramatic increase in the number of school age children in recent years.

Over the past seventy years, the growth and development of Palmyra Township has been associated with the recreation appeal of Lake Wallenpaupack and the other lakes and streams in the Township. Palmyra Township and the region continue to be associated with the tourist/recreation industry and vacation home economy typical of the Poconos, which is due primarily to the Township's proximity to urban and suburban areas of Pennsylvania, New Jersey, and New York. Numerous residential/second home subdivisions along with a number of vacation resorts represent the predominate development in the Township. These developments, along with the Lake Wallenpaupack and Promised Land State Park, draw thousands of visitors to the Township each year. Most other commercial development is also associated with the recreation based economy including retail and service establishments and the construction trades. The Township also contains thousands of acres of privately owned forest land in large parcels. As the demand for permanent and vacation housing stimulates the Township's general growth and development, and the trend toward higher real estate taxes continues, the *unavailable for development* status of these larger parcels, along with that of smaller parcels and vacant lots in already platted subdivisions, may change dramatically. This type of change will result in the demand for additional public services and facilities, including the need for adequate sewage disposal.

Sewage Facilities Planning The Township Board of Supervisors, recognizing the need to address sewage disposal concerns as part of managing the growth and development of the Township, began updating the Township Sewage Facilities Plan in 1998. The primary reasons for conducting a plan update include:

- Addressing sewage disposal needs for the Township's principal commercial area along Route 6 and Route 507.
- Identifying ways to protect the water quality of Lake Wallenpaupack by limiting effluent discharges to the Lake and monitoring the operation of existing treatment plants.
- Anticipating long-term sewage disposal needs as the Township's permanent and seasonal population increases.

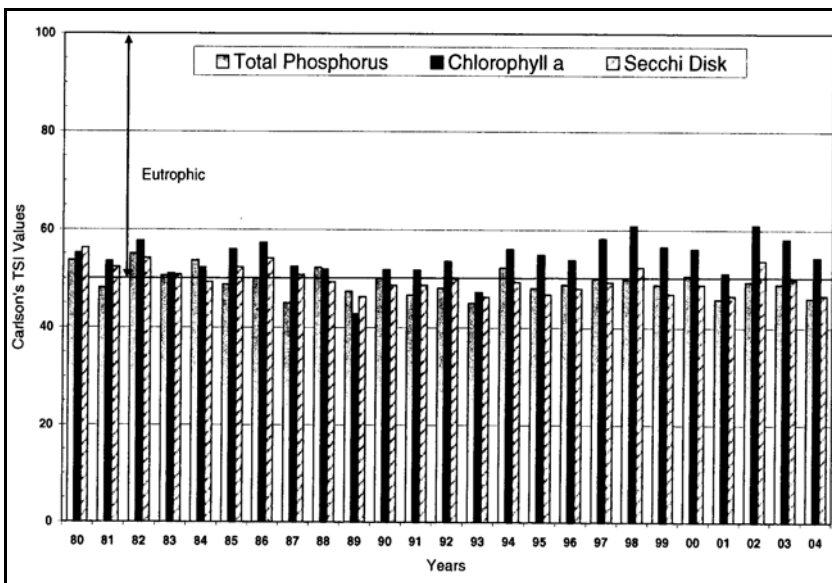
In short, the Township is taking a proactive approach by anticipating future sewage disposal problems as a means of avoiding reactionary responses to unanticipated water quality problems. This approach will complement the Township zoning ordinance and subdivision ordinance which establish dwelling and business densities and other development standards.

The typical Sewage Facilities Act planning process involves the identification of documented sewage disposal problems, the identification of reasonable alternatives, the selection of the best alternative, and carry out the program. Documented sewage disposal problems include the number of on-lot sewage disposal system failures, the nature of the failures, and the number of polluted wells. PennVest grants and loans, the principal funding source for sewage collection and treatment facilities in the Commonwealth, are also linked to documented sewage disposal problems. Essentially,

funding has historically been directed to communities where sewage facilities are failing, the failures due in large part to inadequate planning and lack of land use controls. Sewage system malfunctions in Palmyra Township are not widespread and well contamination from sewage systems is minimal. While this is a good thing in terms of water quality and the tourist economy, it does little in terms of financial support for a project aimed at averting future problems.

**Lake Wallenpaupack
Water Quality**

The Lake Wallenpaupack Watershed Management District (LWWMD), a nonprofit, community based organization formed in 1978, has conducted extensive water quality studies on the Lake. While LWWMD studies are continuing, a November 1999 report prepared for PPL Corporation by F. X. Browne, Inc., titled *Lake Wallenpaupack Water Quality Evaluation, Volume 1 - Technical Report*, concluded in part:

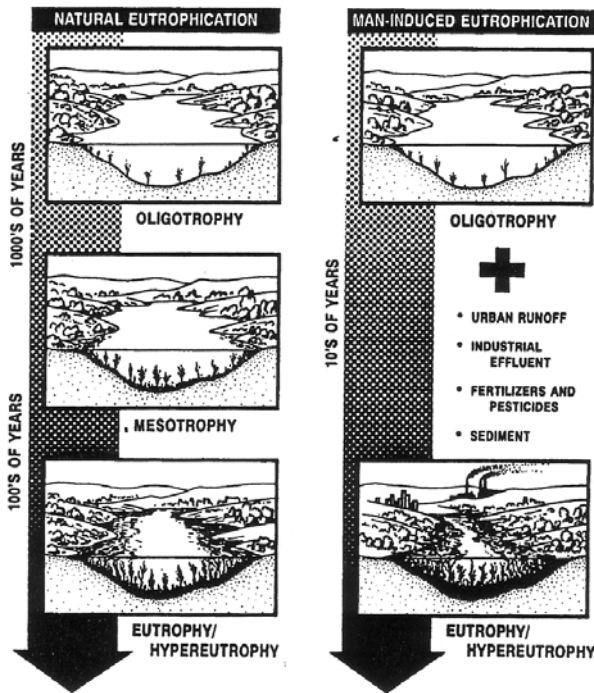


Trends in Seasonal Average Carlson's TSI Values at Station 3 in Lake Wallenpaupack

- *Since 1995, the water quality of Lake Wallenpaupack appears to be deteriorating. The transparency of the lake has been decreasing, . . . Although the phosphorous levels in the lake are lower than they were in the early 1980s, the phosphorous concentrations appear to still be high enough to cause algal blooms. Based on the results of the biosimulation studies, both phosphorous and nitrogen cause significant algal growth in Lake Wallenpaupack water. Therefore, it is important to control both nutrients (especially the dissolved reactive forms) from entering Lake Wallenpaupack. Future BMPs (best management practices) should concentrate on controlling both phosphorous and nitrogen.¹*

The Carlson's Trophic State Index (TSI) is a numerical index used to classify the ecological condition of a lake. It is based on the three major trophic state parameters: total phosphorous (major nutrient affecting algal growth), chlorophyll a (a measure of algal biomass), and Secchi disk transparency (measure of water clarity). The Carlson Trophic State Index is based on a scale from 0 to 100, with 50 being the borderline between a mesotrophic and a eutrophic lake. As shown in the above figure the total phosphorus and Secchi disk transparency TSI values indicate that the productivity of Lake Wallenpaupack was generally lower in the most recent 15 years (1990-2004) than in the previous ten years (1980s). Conversely, however, the chlorophyll a TSI values indicate that Lake Wallenpaupack has generally been more productive in recent years, although 2004 did not follow that trend. According to EPA criteria based on TSI values, Lake Wallenpaupack can be classified as borderline eutrophic during 2004. The total phosphorus and transparency TSI values indicate a mesotrophic condition. The chlorophyll a TSI value, however, indicates a eutrophic condition. (Source: Lake Wallenpaupack Water Quality Management Study 2004 Monitoring Report, p. vi.)

¹Lake Wallenpaupack Water Quality Evaluation, Volume 1 - Technical Report, for PPL Corporation by F. X. Browne, Inc., November 1999, p. xvii.



- Shallow groundwater in the Lake Wallenpaupack watershed can contain significant levels of both nitrogen and phosphorous due to the presence of on-site wastewater disposal systems in the watershed.² Pollutants such as phosphorous and nitrogen from on-site wastewater disposal systems travel in the shallow (perched) groundwater table and ultimately flow into Lake Wallenpaupack. The rate and concentration of the pollutants moving through the shallow groundwater table is mainly dependent upon rainfall intensity. Additionally, in some areas there were significantly high levels of nutrients in the shallow groundwater downgradient of on-site wastewater disposal systems.³
- Treatment plants within the Lake Wallenpaupack watershed are contributing to the pollutant loading of the lake, but in general, these treatment plants are operating within their permit limits. . . There are occasional excursions of phosphorous, but in general, most treatment plants are consistently meeting their permit requirements.⁴

Lake Aging - Lake succession or aging is a natural process that occurs in all lakes. However, the influence of man's activities in the watershed can significantly accelerate the aging process. The lake aging process is accelerated by:

- wastewater treatment plant discharges
- malfunctioning septic systems
- construction activities; developed land
- agricultural activities (crop land and pastureland)
- roadways; stream bank erosion ; landfills

Lake Classification - The trophic state refers to the "ecological" age of the lake, not its chronological age. Therefore, an oligotrophic lake is a lake that is ecologically young. For example, a eutrophic, or ecologically old lake, could be 2 years old. Lakes are classified by nutrient level and the presence of aquatic plants as described below.

- **Oligotrophic Lake** - ecologically young lake, low level of nutrients, low population of algae and aquatic plants
- **Mesotrophic Lake** - ecologically middle-aged lake, moderate level of nutrients, moderate population of algae and aquatic plants
- **Eutrophic Lake** - ecologically old lake, high level of nutrients, high population of algae and aquatic plants

Lake Problems

Excessive nutrients entering a lake from its watershed cause algae blooms, excessive aquatic plants (macrophytes), lake siltation (settling of sediments in lake, loss of lake volume and capacity), and fishery problems (low dissolved oxygen levels change the fish from game fish to trash fish such as carp). All this results in loss of recreation.

Source: *Lake Wallenpaupack Water Quality Management Study 2004 Monitoring Report*

²Ibid., p. xvii.

³Ibid., p 47.

⁴Ibid., p. xviii.

TMDL Nutrients

The April 2005 *TMDL* (Total Maximum Daily Load) study conducted by the U.S. Environmental Protection Agency supports the findings of the LWWMD that phosphorus is the critical nutrient entering Lake Wallenpaupack. The Lake was included in the EPA study list due to impairment of water quality from nutrients, suspended solids, and mercury. The *Study* notes that *the approach to address nutrient impairments in Lake Wallenpaupack is to decrease the average growing season of chlorophyll-a concentration (April through October) in an effort to alleviate episodes of algal blooms. The reduction strategy focuses on controlling phosphorus loading from the watershed.*⁵

The *TMDL Study* makes a number of findings related to sewage disposal, all focused on the reduction of phosphorus entering the Lake. Clearly, the *TMDL Study* findings support the conclusions about the effect of malfunctioning septic systems on the Lake and improving the effectiveness of sewage disposal in the Township will support the accomplishment of the *TMDL Study* recommendations.

- *Groundwater is also a potential source of nutrients to streams and lakes. Agriculture and septic systems are two major sources that enrich groundwater. . . the estimated groundwater phosphorous concentration is 0.0146 mg/l. It should be noted that actual watershed values may be significantly lower than this value due to the existence of a fragipan underlying most of the Lake Wallenpaupack*

What is a TMDL?

TMDL stands for Total Maximum Daily Load. The TMDL represents the maximum amount of a pollutant allowed to enter a waterbody by law so that the waterbody will meet and continue to meet the water quality standards for that particular pollutant. Pollutants are anything that prevents a waterbody from attaining the national goal of being "fishable and swimmable." Common pollutants include sediment, metals (often from mining activities), toxic chemicals, fecal coliform bacteria, pH, and excessive nutrients.

Section 303(d) of the Clean Water Act and regulations developed by EPA require states to identify all waters that do not meet water quality standards even after pollution controls required by law are in place. Waterbodies not meeting the appropriate water quality standards are considered to be impaired. The Impaired Segments identified by the states comprise each state's 303(d) list (or Section 303(d) list). The 303(d) list of impaired waters must be submitted to EPA for review and approval. TMDLs must be developed for all waterbodies on the approved 303(d) list.

In order to develop TMDLs for impaired waters, the state must calculate how much of the pollutant causing the impairment can enter a waterbody without exceeding the water quality standard for that particular pollutant. The calculated pollutant quantity is then distributed among all the pollutant sources. The pollutant quantity is known as the TMDL and is the sum of the individual wasteload allocations (WLAs) for point sources (e.g., sewage treatment plant and industrial discharges), load allocations (LAs) for nonpoint sources (e.g., pollutants carried by rainfall runoff from forests, agricultural lands, and abandoned mine lands) and natural background levels, and a safety factor to maintain the integrity of the water sources margin of safety (MOS)). TMDLs can be developed to address individual pollutants or groups of pollutants and must clearly identify the links between the waterbody use impairment, the causes of the impairment, and the pollutant load reductions needed to meet the applicable water quality standards. TMDLs developed for impaired waters are to be submitted to EPA for review and approval. If EPA disapproves a state-developed TMDL, then the Clean Water Act states that the EPA must complete the TMDL.

TMDLs are used as planning tools by states to develop specific methods, or controls, used to meet water quality standards in the impaired waterbody.

Source: <http://www.epa.gov/reg3wapd/tmdl/primer.htm>

⁵*Nutrients and Mercury TMDLs Lake Wallenpaupack, April, 2005, U.S. EPA, Executive Summary, p. i.*

watershed. A fragipan is a subsurface soil horizon with high bulk density and mechanical strength relative to under and overlying horizons. It has a very slow water permeability and has the potential to create perched watertables, increasing lateral flow of water and nutrients. The existence of a fragipan has been hypothesized to have the effect of reducing nutrient inflow to ground water, particularly phosphorus because of increased runoff water residency time in upper soil layers resulting in increased phosphorus sorption.⁶

- *On-site septic systems have the potential to deliver nutrients to surface waters due to system failure and malfunction. Septic systems treat human waste using a collection system that discharges liquid waste into the soil through a series of distribution lines that comprise the drain field. In properly functioning (normal) systems, phosphates are adsorbed and retained by the soil as the effluent percolates through the soil to the shallow saturated zone. Therefore, normal systems do not contribute phosphorus loads to surface waters. A septic system failure occurs when there is a discharge of waste to the soil surface where it is available for washoff. As a result, failing septic systems can contribute high phosphorus loads to surface waters.*
- *Short-circuited systems (those located close to streams) and direct discharges also contribute significant nutrient loads.*
- *Short-circuited systems are systems located close enough to surface waters, such that negligible adsorption of phosphorus takes place. Unsewered houses located within 50 feet (approximately 15 meters) of a perennial stream are assumed to have a short-circuited septic system. Ponding systems are those systems erupting at the surface. Direct discharging systems are considered to be systems that are within close proximity of a stream and ponding.*
- *The glacial soils in the Wallenpaupack watershed are characterized generally as poorly drained and stony. This in addition to the presence of a well developed fragipan in the watershed tend to make its soils poorly suited for septic systems. On-site wastewater treatment systems in this watershed are generally elevated sand mounds. The prevalence of septic systems in the area point to the possibility of septic system failure as a contributor of nutrient pollution to the lake.⁷*

Potential for On-Lot Sewage System Malfunctions

Since the inception of the Commonwealth's sewage enforcement program in the early 1970s, the Township has required the installation of on-lot sewage disposal systems accord with state regulations. However, a number of factors create great potential for future problems with on-lot sewage disposal systems. Little development occurred in the Township until the construction of Lake Wallenpaupack in 1925 and the subsequent land sales by the Pennsylvania Power and Light Company. The typical lot in the early days of development was less than one-fourth acre in size, with many lots platted at 5,000 square feet. The 2000 Census reported that almost forty-three percent of the 3,838 homes in the Township at the time were constructed prior to 1970. It is obvious that the sewage systems serving these dwellings, having been constructed on small lots for seasonal use, often on poor soils, and prior to state regulations, cannot

⁶Ibid., p.2-24.

⁷Ibid., p.2-35.

be expected to continue to serve long term sewage disposal needs. As homes are converted and enlarged from seasonal to permanent dwellings, inadequate sewage systems are expected to handle increased flows. Once a malfunction occurs, there is little room on many lots to effect repairs which meet state standards. Exacerbating the problem is the high water table in many areas which may carry wastewater to the Lake without detection at the ground surface via shallow groundwater.

The Township population is expected to continue to grow at rates similar to the 1990 to 2000 increase, from 1,976 persons to 3,145 persons, or fifty-nine percent. In 1990, almost seventy-five percent of the homes in the Township were for seasonal use, but by 2000 the proportion fell to sixty-one percent. In short, many of the existing dwellings in the Township are being converted to full-time occupancy.

Sewage Treatment Plants

Another concern is the additional waste load of any private sewage treatment plants which are currently operating or which may be constructed with an effluent discharge to Lake Wallenpaupack. Although such plants are designed to minimize nutrient levels, such plants do not operate correctly at all times, and redirecting discharges to a downstream point would eliminate the additional nutrient loadings to the Lake. Concurrently, this first step in eliminating existing privately operated plants, which do not meet effluent discharge criteria at all times, will also assure long term minimization of nutrient loadings to the Lake. In addition, as property values increase, land which has historically been unuseable due to poor soils, may now support development as the cost of package treatment plants decreases, potentially adding more nutrients to the Lake.

Project Concept

The concept being discussed by the Township is the construction collection, conveyance and treatment facilities along Route 6 and Route 507 totaling 1,000,000 gallons per day. Wastewater would be treated and the treated effluent would be spray irrigated on forest land with no stream discharge.

Five potential service areas are being considered, with the first including the Route 6 and Route 507 corridor from the Wayne County line east along Route 6, and then south along Route 507 to Route 390. Four additional service areas are delineated along Route 507 south to White Beauty View Estates. Estimates show a sewage flow of 300,000 gallons per day for the first phase, increasing to 1,000,000 gallons per day if all service areas are included. Any new development within the service area would be required to connect to the system and the problem of nutrients from existing on-lot disposal systems entering the Lake via shallow groundwater would be eliminated.

Sewage Disposal Actions

- Continue to monitor the functioning of existing on-lot sewage disposal systems and order corrections when malfunctions occur.
- Continue to ensure that all new on-lot systems meet DEP regulations.
- Consider an on-lot sewage system management program, particularly in areas where malfunctions are occurring or are likely to occur (e.g., poor soils, concentrated numbers of small residential lots).
- Continue to plan and develop a central sewage collection and treatment system to serve the areas along Lake Wallenpaupack.
- Carefully identify the service area based on disposal needs aimed at correcting

problems and meeting commercial development potential in existing commercial zones.

- Strictly limit connections to only the service area to avoid stimulating residential development in adjoining areas.
- Encourage DEP to actively investigate the use of alternative sewage disposal methods to meet the needs of municipalities in high quality and exceptional value watersheds.

Public Libraries

Libraries play an important role in the community by making information available to all residents. Libraries supplement school libraries for students, provide life-long learning opportunities for adults, and offer special services such as interlibrary loan, books by mail and children's reading programs, and in more recent years, Internet access. Local municipalities can contribute to public libraries, however this *Plan* makes no specific recommendations.

Most Township residents use the Hawley Library, although the Pike County Library, with its main branch and administrative offices located in Milford, serves as the state designated library for the County. The Pike County Library also operates branches in Dingman Township and Lackawaxen Township, and has long range plans for a branch in Lehman Township and a branch in Palmyra Township to broaden service throughout the County.

Community Facilities in Private Communities

Many residents of Palmyra Township have chosen to live in private communities where the facilities and services within the community are available only to residents, and in many cases, access by the general public is restricted. Unlike many other areas of the Commonwealth, such private communities are the norm in Pike County and all of the Poconos. The type and level of facilities and services vary depending on the size of the community, but range from roads, to clubhouses, to swimming pools. Tanglewood Lakes is a good example where its home and lot owners support a wide range of facilities and services including, among others, a paid management staff, administrative offices, a community center, recreation facilities and programs, and a beach and marina on Lake Wallenpaupack.

Maintaining regular contact with community associations by compiling a list and working with the Alliance of Associations would facilitate communication.

Community Facilities for New Development

A critical concern for any community is the provision of adequate facilities for new development. The Pennsylvania Municipalities Planning Code establishes the authority for local governments to require developers to provide adequate community facilities for their particular project. Via the subdivision and land development ordinance, roads, central water supply, central sewage disposal, storm water control and other facilities, must either be installed or be financially guaranteed prior to the sale of any lots in the development.

It is critical that the Township carefully enforce the subdivision and land development ordinance, and continue to update it to ensure that roads, drainage and other community facilities are installed to standards which will result in quality, durable facilities.

Community Facility and Service Priorities

A common theme in this *Comprehensive Plan* is the need for local municipalities to set priorities for the use of resources in meeting community needs and resident expectations. Concurrently, immediate community needs and resident expectations must be balanced with local officials’ long term view of the future of the community and the costs of action or non-action in providing or postponing facilities and services. Based on this tenet, the Township will focus local municipal resources on those facilities and services traditionally provided by small municipalities and those important to residents.

As noted earlier, emergency services , police protection and health care services were ranked as most important by community survey respondents with Township and state road maintenance and recycling ranked somewhat lower, but higher than other facilities and services. When asked about spending Township tax receipts to improve or initiate specific facilities and services typically provided by township government, emergency services rose to the top of the list. Improving lake and stream water quality found the second highest level of support, perhaps a reflection of the Township’s association with Lake Wallenpaupack and its importance to property values and the local economy. The support for increased spending on police protection and fire protection was also above 50% of the respondents. Support for increased spending on Township roads was somewhat lower an on par with recycling, while support for increased spending on recreation facilities fell to less than 25%.

Road maintenance now accounts for much of the municipal budget and this will continue to be a primary role of the Township. The Township will also work with the volunteer organizations to maintain and improve emergency services, and will explore regional solutions for police service when the need dictates and financial resources permit. As discussed in other sections of this *Plan*, the Township is exploring the provision of central sewage to serve existing development along Lake Wallenpaupack as a means of improving water quality and a range of environmental standards are applied via the zoning ordinance in addition to required compliance with state standards. The Township will also explore ways to cooperate with the County and other municipalities to manage growth and development in the area as the best means for minimizing community impacts, planning for the use of municipal resources, and maintaining a quality lifestyle.

| To what extent would you favor spending your Township tax money for each of the following services and facilities? | add or increase | | continue as is | | decrease | | # |
|--|-----------------|------|----------------|------|----------|-----|-----|
| | # | % | # | % | # | % | |
| A. Acquire land/easements for open space | 105 | 39.3 | 152 | 56.9 | 10 | 3.7 | 267 |
| B. Building/zoning permit services | 29 | 11.1 | 210 | 80.2 | 23 | 8.8 | 262 |
| C. Emergency medical service | 178 | 65.2 | 95 | 34.8 | 0 | 0.0 | 273 |
| D. Fire protection | 161 | 58.5 | 114 | 41.5 | 0 | 0.0 | 275 |
| E. Improve water quality of lakes and streams | 170 | 63.0 | 98 | 36.3 | 2 | 0.7 | 270 |
| F. Police protection | 169 | 61.9 | 102 | 37.4 | 2 | 0.7 | 273 |
| G. Recreation facilities | 66 | 24.5 | 194 | 72.1 | 9 | 3.3 | 269 |
| H. Recycling | 105 | 38.3 | 162 | 59.1 | 7 | 2.6 | 274 |
| I. Township road improvements | 105 | 38.5 | 165 | 60.4 | 3 | 1.1 | 273 |

Capital Improvements Program

Along with land use control ordinances, a formal capital improvements program (CIP) is a primary tool for the implementation of a comprehensive plan. Although not legally binding, the CIP includes and establishes a time frame for the long-term capital expenditures planned by a municipality. A capital expenditure may be defined as an outlay of municipal funds to purchase, improve or construct a piece of equipment or a facility that is expected to provide service over a long period of time. Typically, a capital expenditure is relatively large when compared to normal operating expenditures included in the budget. Examples include the construction of, or major improvements, to buildings, land acquisition, recreation facilities, highway improvements, and vehicle purchases. In short, the CIP is a budgeting device to guide the allocation of non-operating funds, and to avoid the unexpected mid-year expenditure of large sums.

Informal v. Formal

Many local officials think in terms of a capital improvements program in the more informal terms of simply setting aside funds for anticipated large expenditures. Township Supervisors know what they need, how much it costs, and if the municipality can afford it. While this is certainly one technique in planning for community facilities and services, a more formal approach with an adopted, written CIP has certain advantages. *The Practice of Local Government Planning*, published by the International City Management Association, identifies the following benefits of an effective CIP:

- Ensures that plans for community facilities are accomplished.
- Provides an adopted plan that continues even if local officials change.
- Allows improvement proposals to be evaluated against established policies and the comprehensive plan.

| <u>SAMPLE</u> FUND PROJECTION AND CAPITAL BUDGET | | | | | | |
|--|------------|------------|------------|------------|------------|-----------|
| GENERAL FUND PROJECTION | YEAR | | | | | |
| | 2009 | 2010 | 2011 | 2012 | 2013 | 2014 |
| Projected general fund revenue | \$200,000 | \$210,000 | \$225,000 | \$250,000 | \$260,000 | \$275,000 |
| Projected general fund expenditures | \$160,000 | \$168,000 | \$175,000 | \$205,000 | \$215,000 | \$250,000 |
| Projected Net Funds Available | \$40,000 | \$42,000 | \$50,000 | \$45,000 | \$45,000 | \$25,000 |
| CAPITAL BUDGET | | | | | | |
| Township Park - land acquisition, engineering, construction, and debt service. \$300,000 over 20 years beginning in 2006 | \$0 | \$15,000 | \$15,000 | \$15,000 | \$15,000 | \$15,000 |
| Road Improvement - right-of-way acquisition, engineering, construction, and debt service. \$200,000 over 10 years beginning in 2008. | \$0 | \$0 | \$0 | \$20,000 | \$20,000 | \$20,000 |
| Total New Capital Expenditures | \$0 | \$15,000 | \$15,000 | \$35,000 | \$35,000 | \$35,000 |
| Net New Financing Required* <u>Equals</u> Total New Capital Expenditures <u>Minus</u> Projected Net Funds Available | (\$40,000) | (\$27,000) | (\$35,000) | (\$10,000) | (\$10,000) | \$10,000 |
| * Parentheses indicate available funds exceed new capital expenditures. | | | | | | |

- Enables the scheduling of improvements requiring more than one year to construct.
- Provides the opportunity for the purchase of needed land before costs increase.
- Encourages long range financial planning and management.
- Provides for sensible scheduling of improvements.
- Offers the opportunity for public participation in decision making.
- Leads to improved overall municipal management.

Prioritization of Municipal Needs

In developing a CIP a municipality must prioritize its capital needs based on planning findings, and the CIP establishes commitment for public investment in accord with the specific goals and objectives included in the comprehensive plan. *The Practice of Local Government Planning* suggests one method is for a community to divide its needs into three categories: essential, desirable and deferrable. In prioritizing needs, municipal officials must also consider the revenue side of the equation. Needed capital expenditure can only be made by identifying anticipated revenues in terms of other operating expenditures. In other words, the costs of scheduled capital expenditures must be evaluated in terms of acquiring the necessary revenue to fund the improvements. In any case, the CIP is, by necessity, an on-going process which must be reevaluated annually, with a planning period of six years being typical.

A variety of CIP techniques are available and the process can be very complex in larger municipalities. A more simplified approach is certainly more appropriate for Palmyra Township where capital needs are more manageable. A sample is provided in the *Sample Fund Projection and Capital Budget* on the previous page. In any case, the costs of operation and maintenance of new facilities and equipment must also be considered for inclusion in annual budgets. The principal anticipated direct capital expenditures for the Township identified by this *Plan* are outlined below in terms of essential, desirable, and deferrable to provide the foundation for formal capital improvements programming.

| PALMYRA TOWNSHIP NEEDS EQUIPMENT, BUILDINGS AND OTHER FACILITIES | |
|---|--|
| Essential | <ul style="list-style-type: none"> • replace old trucks and equipment as needed • road paving |
| Desirable | <ul style="list-style-type: none"> • replace township building roof • improve Paupack School • Lake Wallenpaupack Trail |
| Deferrable | <ul style="list-style-type: none"> • additional recreation facilities |