

COMPREHENSIVE DEVELOPMENT PLAN

SALEM TOWNSHIP

LUZERNE COUNTY, PENNSYLVANIA

1975



L. ROBERT KIMBALL
CONSULTING ENGINEERS AND PLANNERS
EBENSBURG PITTSBURGH
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The preparation of this report was financed in part through a planning grant from the Department of Community Affairs under the provisions of Act 21A approved June 26, 1974, as administered by the Bureau of Planning, Pennsylvania Department of Community Affairs.

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GOALS AND OBJECTIVES

GOALS AND OBJECTIVES

The Comprehensive Plan for Salem Township represents an official statement of the governing body which sets forth its major policies concerning desirable future development. The Plan will provide a basis for decision makers, both public and private, to relate to and coordinate their actions concerning land use planning within the Township.

The initial step in planning for Salem Township must be the determination of overall goals and objectives for the Township to serve as a framework for the development of the Plan. A plan goal can be defined as a desirable end toward which the Township is working. To maintain their long-term validity, the goals must be general in nature, perhaps reflecting a desire to provide attractive communities, sound homes, good public facilities and employment opportunities. A planning objective describes specific facets of each goal in terms of attainable conditions and thereby indicates more precisely the individual components that make up the goal. From these plan goals and objectives one can then begin to analyze a community's characteristics and develop specific recommendations or proposals to intelligently guide and control the Township's growth and improvement.

The following are goals and objectives for Salem Township:

ENVIRONMENTAL GOAL

Conserve and efficiently use natural resources, directing economic activities and land use development toward compatibility with the natural environment.

Objectives

1. Encourage protection of the natural ground cover, prevention of soil erosion and proper methods of storm water drainage in developed areas.
2. Protect watersheds and streams from pollution to insure both the availability and the quality of water for current and future needs of the Township residents.
3. Propose development densities according to the holding capacities determined by subsurface and slope characteristics.
4. Provide safeguards for any mineral extraction activities to minimize negative environmental effects.

LAND USE GOAL

Create a development pattern that will conserve the Township's natural amenities and encourage a harmonious balance between various land uses and residential structures to produce an overall appealing atmosphere and a distinctive community character.

Objectives

1. Encourage the proper development of vacant lands by preserving scenic beauty, encouraging proper development techniques and coordinating with adjacent communities.
2. Discourage inharmonious and incompatible land use combinations.
3. Guide development through arrangement of land uses that will encourage quick, convenient and safe access between working, shopping, living and recreation areas, and encourage the provision of necessary community facilities.
4. Protect wooded or agricultural lands for recreational uses, especially in areas of steep slope, particularly Lee and Huntington Mountains.

COMMUNITY FACILITIES GOAL

Develop a level of community facilities necessary to meet existing and future needs while locating such facilities for maximum accessibility and efficiency of operation.

Objectives

1. Establish the Township's initial sewage service area in the East Berwick and Beach Haven areas.
2. Extend municipal water service to the Beach Haven area.
3. Eventually provide an elementary school, if future residential development in the Bell Bend and Beach Haven area warrants it.

TRANSPORTATION GOAL

To develop a transportation system that provides safe, efficient and convenient movement of goods and people, with minimum impact upon the total environment.

Objectives

1. Discourage uncontrolled access along major roadways, such as Route 11, which creates strip development.
2. Correct existing roadway deficiencies.
3. Separation of vehicular and pedestrian traffic.
4. Require all new roadways to meet Township's minimum standards.
5. Require offstreet parking and loading facilities for future development.
6. Coordinate Township highway programs with State and County programs.

HOUSING GOAL

Encourage a variety of housing types that provide a safe, decent and sanitary home for the Township's residents regardless of economic or social characteristics.

Objectives

1. Discourage standardized, unimaginative residential design.
2. Adequate provision for automobiles while separating pedestrian and vehicular traffic.
3. Provide adequate light and ventilation.

4. Protect residential districts from incompatible uses.
5. Encourage a maximum level of structural quality.

REGIONAL SETTING

REGIONAL SETTING

Located in the south central section of Luzerne County, which is northeast of Harrisburg, Pennsylvania, Salem Township is bordered by Berwick Borough and Briar Creek Township to the west, Huntington Township and Shickshinny Borough to the north, and the Susquehanna River on the east and west. The Columbia County town of Bloomsburg is approximately 12 miles to the west while Wilkes-Barre is within one hour driving distance of the Township.

EXISTING CONDITIONS

Salem Township is a second class township located in the south central section of Luzerne County, consisting of approximately 27.9 square miles of land area and having a 1970 population of 3,890. It contains approximately .5% of the population and 3% of the land area of Luzerne County, which consists of 886 square miles and a 1970 population of 342,301.

It is a part of the Northeast Pennsylvania Standard Metropolitan Area. Though vacant land, farmland and wooded tracts dominate the Township's landscape, a wide variety of settlement patterns have been established. In the southwest corner of the municipality, commonly known as East Berwick, is an urban extension of Berwick. This area is physically and culturally contiguous with the adjacent section of Berwick. It is comprised of mixed commercial, industrial, and middle income residential uses. This is the Township's most intensely developed area and most rapidly developing area. Other areas that are emerging residential and/or commercial areas include the Beach Haven and Bell Bend areas along Route 11 and the Stone Church area. Older settlement areas that are not likely to expand due to lack of adjacent vacant land include the area extending westward from Shickshinny Borough, Dogtown and an area west of Gould Island. The remaining development in the Township is scattered lineally along the Township's many miles of lightly traveled country roads.

The Township does not have municipal sewage while only the East Berwick and West Shickshinny areas have municipal water service. Elevations in the Township range from 500 to 1,500 feet. Most of the developing areas are 600 to 700 feet above sea level. Average

temperature is 51.9° with June, July, and August the warmest months. There are 41.24 inches of rain, snow and other forms of precipitation on the average per year.

Slopes range from very steep on Lee and Huntington Mountains in the northern section of the Township to nearly level topography in the south. The high point of elevation is 1,600 feet on Lee Mountain while the low point of elevation is approximately 500 feet near the Beach Haven area.

The most heavily traveled roadway in the Township is U.S. Route 11 which has traffic volumes ranging from 7,200 cars per day near Shickshinny to 6,700 cars per day in East Berwick. The remaining roads in the Township average approximately 500 cars per day.

The Township is approximately 7% developed, and had an assessed valuation of \$7,346,570 in 1975, based on 35% of market value. The nature and extent of development and classifications are discussed in more detail in the Proposed Land Use Plan, and the Housing Element. A detailed analysis of existing land use conditions was performed on a parcel-to-parcel basis, from utilizing existing data and field surveys. The holding capacity of the land and potential population in the future, plus their land needs, for living, working, commercial, institutional and recreational space, will be considered in the Land Use Plan.

The major bodies of water in the Township are Salem Creek, Little Shickshinny Creek, and Walker Run while the Susquehanna River is along its southern border.

The predominant drainage pattern is southwesterly for approximately 60% of the Township and easterly for the balance, which mostly includes the Little Shickshinny Creek Valley between Lee Mountain and Huntington Mountain. The Susquehanna River is the receiving body for both drainage patterns.

The major employment within the Township, in terms of numbers of people involved is farming. Much of the work force is employed outside of the Township in Berwick or Bloomsburg. Agricultural, vacant or wooded and recreation are the largest categories of land use, accounting for nearly 90% of the land in the Township.

The Township's eastern and southern edges lie on the Susquehanna River floodplain while the remainder of the Township is a series of hills, ridges and valleys commonly associated with the Pennsylvania Ridge and Valley Physiographic Province. The Township is largely a combination of conventional single family frame and brick homes, and mobile homes with scattered commercial and industrial uses along Route 11 and in East Berwick. Many of the Township's vacant parcels of land particularly in the southern section of the Township are and will continue to experience pressure for subdivision and development for residential, commercial, and industrial uses due to the lack of available land in adjacent Berwick and nearby Bloomsburg.

With its convenient location and good roads, the Township has many of the advantages of a larger area. Other conveniences include easy access to the Berwick hospital, to court house records in Bloomsburg, and other Federal and State governmental services and excellent regional recreation facilities in Briar Creek Township. The Township also has ready access to the cities of Scranton, Wilkes-Barre, and Hazelton via I-80 and I-81 for regional educational, medical, cultural, and entertainment facilities. The Scranton-Wilkes-Barre, Hazelton and Berwick Airports are also nearby.

No major department stores have established suburban branch stores in the Township, though a number are located to the west

along Route 11. Future commercial activity can be expected to continue to settle in the Township area along Route 11 due to access and visibility amenities. Also the East Berwick, Beach Haven, Bell Bend and Stone Church areas can be expected to continue developing as residential districts.

There were a total of 1,239 occupied housing units in the Township which included 188 mobile homes in 1970. Nearly all of the 673 dwelling units in the East Berwick area were served by the Berwick Water Company. Natural gas for new development is scarce while present homes and buildings are heated by gas, electric, oil and coal, to a lesser extent.

A representative from each of the County, State and Federal agencies operating within Luzerne County was interviewed where appropriate to ascertain their present operations, and possible future building plans or provision of services, to assess the potential effects on the Township land use plan, and general development picture.

Most of the government facilities will remain relatively stable in terms of programs, employment, clientele and land area, as they might affect Salem Township.

Regional planning aspects were also considered and the planning program will be coordinated with the Luzerne County Planning Commission and the Columbia and Luzerne Council of Governments. A regional plan will be prepared for Briar Creek Borough, Briar Creek Township, Salem Township and Nescopeck Township. The administration of the updated land use and subdivision regulations will be coordinated during a recommended changeover with Luzerne County regulations.

The Township is a self-contained municipality. There is one urban extension of single-family homes and commercial and industrial development in the Township from Berwick along its southern and south-

west border. A sanitary sewer plan of study report was underway at this writing to ascertain the economic feasibility of providing sanitary sewerage service to the Township's most builtup areas from East Berwick to Beach Haven along Route 11.

All of the residential areas are discussed in detail elsewhere, particularly in the Housing Element, and Residential Land Uses, in terms of average size of lots, availability of utilities, and socio-economic characteristics.

In summary, the Township has a potential to be developed, if municipal utilities are satisfactory, and due to good access roads, the presence of Berwick's and Bloomsburg's business and industrial districts, proximity to the places of employment in Luzerne County, the Wilkes-Barre and Scranton Airport, the Hazelton Airport and the cities of Scranton and Hazelton and I-80.

All of the above factors justify the preparation of the comprehensive plan, which in turn is the legal basis for the land use regulations, including the zoning ordinance, subdivision regulations, and creation of a planned residential development ordinance.

FUTURE LAND USE PLAN

FUTURE LAND USE PLAN

The data and trends detailed in the Basic Background Report have been utilized in preparing a "Future Land Use Plan" for Salem Township. It is a policy statement by the Township Supervisors and Planning Commission on anticipated future development in the Township. By taking these steps, Township officials wish to promote efficient and orderly subdivision of the Township's remaining tracts of developable land. The plan can also aide the Township Supervisors in the future land development decisions that are inevitable in Salem Township. If adopted, the land use plan can also act as the legal basis by which the Township Zoning Ordinance can be enforced.

Land Use Standards

A dilemma in many developing communities centers around the amount and type of development that should be considered desirable and optimal. Each community's physical and cultural capabilities should be considered unique with regards to land development. However, a Township must have some standards by which to measure and compare land use allocation.

The following standards* are commonly utilized as flexible guidelines by which to gauge and control new land development in a community.

<u>Land Use Category</u>	<u>% of Developed Area</u>
Commercial	5%
Public & Recreation	10%
Streets	20%
Residential	60%
Other Uses	5%

*Source: Community Builders Handbook, Chicago, Illinois, 1968

Future Land Uses

As detailed in the Columbia County Development Plan and Salem Township Basic Background Report, the floodplain and terraces of the Susquehanna River between and adjacent to Berwick and Bloomsburg should develop in response to housing shortages found in both communities and the lack of vacant land within the boundaries of the two communities. Land development pressures from these factors are seen in the East Berwick and Beach Haven areas and along Route 11 to the Bell Bend area. Numerous homes, and business enterprises have located on the very desirable tracts of vacant or agricultural land found in these areas. These locations have provided new Salem Township residents excellent access to the cultural, commercial and educational centers of Berwick and Bloomsburg while living in a comfortable uncongested environment. Land along Route 11 has proven to be attractive to new commercial and industrial uses in Salem Township. Sizable parcels of land required by the highway commercial and industrial uses abutting the roadway are provided with two characteristics very much in demand by businesses - accessibility and visibility. It is likely that the above described trends will dominate Salem Township's development patterns (as shown on Proposed Land Use Map). Once these areas are urbanized, development of the Township's hinterland will begin if there is a demand. There are two factors that could temporarily limit or slow the pace of development in any area of the Township and that is the provision of municipal utilities, i.e. sewers and water.

None of the Township is serviced by municipal sewage disposal and only the East Berwick area by a water distribution system.

A characteristic of the Region's and the Township's soils is their lack of capabilities for properly absorbing and filtering sewage effluent from septic tanks. This can and has led to sanitary health conditions and polluted water table problems. A report presently underway is studying the feasibility of providing municipal sewerage service to the East Berwick, Sybert Hollow, Beach Haven areas. One scheme for such service may be to extend Berwick's collection system to the areas and transport the raw sewage, mainly by gravity, to Berwick's Sewage Treatment Plant. If this scheme is recommended and eventually approved by the Township Supervisors, construction of the system could only begin after the Berwick Treatment Plant is upgraded from its present primary treatment status to secondary treatment.

Future Residential Uses

Future residential development in Salem Township should be limited only to single family dwellings or very large lot multi-family uses until municipal sewerage and/or water is provided in an area. It is likely that the very large level tracts of agricultural land north and east of East Berwick will feel pressure from residential developers. To conform with and to preserve the character of the existing residential uses to the east, it is recommended that these areas develop at a similarly high density. The only additional areas recommended to develop at this density level is located slightly northeast of the Pennsylvania Power and Light power plant site along Route 11.

Substantial medium density residential districts have been identified near or adjacent to the existing residential uses in the Beach Haven, Sybert Hollow, and Bell Bend areas. Areas deemed desirable

for future low density residential development, due to their facilities and utilities are the Stone Church area; an area northeast of the Glen Brook Reservoir; and an area northwest of the Pennsylvania Power and Light power plant site.

The following are recommended minimum residential development standards for Salem Township during its various levels of development.

Recommended Minimum Residential Development Standards
Salem Township

Land Use District	Minimum Lot Size Square Feet Unless Noted	Typical Lot Dimensions	Minimum Width	Front Yard Setback	Minimum Rear Yard	Minimum Side Yard	Maximum Coverage	Per Lot Maximum # Units	Maximum Height
Agriculture Districts	1 acre	100' x 290'	100'	50'	50'	25'	10%	1	35'
<u>General Single Family Dwellings (Low to Medium Price)</u>									
Without municipal sewage or water	14,500	90' x 160'	90'	30'	35'	12'	25%	1	35'
With municipal sewage & water	7,200	60' x 120'	60'	30'	25'	10'	25%	1	35'
With water but no sewer	9,000	70' x 128'	70'	30'	25'	10'	25%	1	35'
<u>Other Single Family Dwelling Districts (Medium to High Price)</u>									
Single Family Dwelling	20,000	125' x 160'	125'	40'	25'	25'	20%	1	35'
Single Family Dwelling	1 acre	120' x 290'	150'	50'	50'	25'	15%	1	35'
Single Family Dwelling	2 acres	200' x 430'	200'	75'	50'	25'	15%	1	35'
<u>Two Family Dwelling Without municipal sewage & water</u>									
	2 acres	200' x 430'	200'	75'	50'	25'	50%**	2	45'
<u>With municipal sewage or water</u>									
	29,000	180' x 160'	180'	30'	35'	12'	25%**	2	45'
<u>With municipal sewage & water</u>									
	20,000	160' x 125'	160'	30'	25'	25'	25%**	2	45'

<u>Land Use District</u>	<u>Minimum Lot Size Square Feet Unless Noted</u>	<u>Typical Lot Dimensions</u>	<u>Minimum Width</u>	<u>Front Yard Setback</u>	<u>Minimum Rear Yard</u>	<u>Minimum Side Yard</u>	<u>Maximum Coverage</u>	<u>Per Lot Maximum # Units</u>	<u>Maximum Height</u>
Three & Four Family Dwellings Without municipal sewage & water	2 acres	200' x 430'	200'	75'	50'	25'	50%	4	45'
With municipal sewage or water	1.5 acres	175' x 373'	175'	60'	45'	25'	50%	4	45'
With municipal sewage & water	1 acre	150' x 290'	150'	50'	40'	20'	50%	4	45'
Townhouses* (Dwelling unit, sharing party wall, minimum 5 units) Maximum of 8 units per structure	3 acres	20' x 100'	150'	75' on Major Arterial Road; 50' on Collector or Minor Road	30'	30'	33%	8	30'
Garden Apartments* 5 or more family dwelling units	5 acres	1 Br-450 sq.ft. 2 Br-600 sq.ft. 3 Br-750 sq.ft.	250'	75' on Major Arterial Road; 50' on Collector	35'	30'	25%	12	45'
Mobile Home Park	20 acres	--	200'	30'	20'	20'	--	--	--
Conservation	2 acres	--	200'	50'	40'	25'	10%	1	35'

* All Townhouse and Garden Apartment districts require municipal sewage and water systems or a D.E.R. approved package treatment plant and water system.

** Indicates maximum coverage for entire lot, both dwelling units combined.

Future Commercial and Industrial Areas

A significant trend in Salem Township's future land use will be its continued economic growth. As in the past, it will be centered around Route 11. Business establishments that formerly would locate within Berwick or Bloomsburg will continue to seek vacant parcels along Route 11 as future commercial and industrial sites. The type of businesses along Route 11 will be dominated mainly by the highway varieties which usually require extensive tracts of land and good accessibility and visibility. The most significant area identified for future commercial use is between the Beach Haven and Bell Bend areas. A variety of commercial uses ranging from neighborhood convenience shopping to highway business uses would be most ideal for this area. Many of the tracts of land there have a central location to its developing residential service areas. Neighborhood shopping establishments also should locate in East Berwick to serve this area's growing residential sector. No large shopping centers or malls are likely to be established in Salem Township due to the facilities in Berwick and west along Route 11. However, sufficient land exists for future extensive commercial retailing shopping centers along Route 11 if present centers cannot meet future demands. Of course such development would be contingent upon the provision of municipal or D.E.R. accepted utility systems. No additional industrial uses are shown on the Proposed Land Use Map due to the sizable acreage that the Pennsylvania Power and Light Company power plant site will utilize upon its completion.

However, there are several large tracts of level vacant land in the Bell Bend and East Berwick area that could be desirable for such uses if proper utilities and protective buffer zones are provided. The floodplain tracts along the Susquehanna River and Erie

and Lackawanna Railroad have a long range potential for industrial uses if their flood proneness can be overcome.

The following are recommended commercial and industrial development standards for Salem Township.

Recommended Commercial & Industrial Development Standards
Salem Township

<u>Land Use District</u>	<u>Minimum Lot Size Square Feet Unless Noted</u>	<u>Typical Lot Dimensions</u>	<u>Front Yard Setback</u>	<u>Minimum Rear Yard</u>	<u>Minimum Side Yard</u>	<u>Maximum Coverage</u>	<u>Maximum Height</u>
<u>Business</u>							
Neighborhood Business District	10,000	80' x 125'	25'	10'	15'	50%	35'
General Business District	20,000	125' x 160'	40'	20'	20'	55%	45'
Highway Business District	1 acre	150' x 290'	50'	50'	25'	55%	45'
<u>Industrial</u>							
Light Industrial	25,000	125' x 200'	35'	15'	15'	60%	40'
Heavy Industrial	200,000	250' x 800'	75'	50'	45'	45%	45'

Agricultural and Conservation Uses

Even with the anticipated commercial and residential development in the southern sections of Salem Township, agricultural and conservation should comprise a large segment of the Township's future land uses. Land in these categories will be located throughout the Township and with their primary uses, they will also form natural open space buffer zones between conflicting land uses. The criteria utilized for classifying a tract of land in the conservation category are excessive slope of land, proneness to flooding, and predominance of woodland. Much of this category can be found on the wooded slopes and valleys between Huntington and Lee Mountains to the north and the Susquehanna River floodplain. Criteria for delineating future agricultural uses depend upon a parcel's present level of farming activity and the likelihood of it being subjected to development pressure.

Public Uses

Future public uses other than the present uses have not been identified on the "Proposed Land Use Map". This is primarily due to the fact that land adjacent to the present facilities is adequate for any future expansion.

Effects of Land Use Plan

After much study, a number of basic conclusions affecting the implementation of Salem Township's future land use plan must be considered.

- The Township has a great deal of vacant developable land.
- Adjacent Berwick Borough to the west is fully builtup and potential or former residents and commercial and industrial concentrations are settling in surrounding communities due to a housing shortage and a lack of developable land in Berwick.

- The intensity of development in Salem Township will be controlled by the following factors:

1. Availability of land which can pass percolation tests for on-lot sewage disposal systems;
2. Provision of municipal sewerage;
3. Provision of municipal water; or
4. Reducing the potential of flooding in some areas.

Other factors include the condition of roads for access, storm water runoff facilities, and the usual municipal services which people expect to have.

With the above taken into consideration, the various potential effects and results of the land use plan will be summarized.

Supply of new homes in the Berwick-Bloomsburg region has been limited, as has been the case across the nation. The same factors affecting the national housing supply also are applicable to this region, which are as follows:

1. General downturn in the economy (recession), job layoffs.
2. Inflation - less net income to spend on housing.
3. High construction costs.
4. High interest rates for mortgaging a home and larger downpayment requirements.
5. Reduction of active Federally funded or subsidized housing programs.
6. No municipal water or sewerage system.

As a consequence of the above factors, lower cost homes, such as mobile homes and modular homes have become popular. These units have provided many families of various income levels clean, decent, safe, sanitary and in some cases, transitory housing. Until the various negative factors affecting the housing supply are compromised

or neutralized, it can be expected that the popularity of this type of housing will continue.

Rising property values, tax revenue, population and the lack of amenities are characteristics that Salem Township shares with many communities. Some factors affecting property values, tax revenues, population, living amenities, and general economy are:

1. Rise in the cost of constructing or buying a home,
2. The provision of new community facilities such as streets, sidewalks, storm sewers, and municipal sewerage or water systems.
3. Rise in operating expenditures of existing community facilities and utilities, which are partially financed through property taxes.
4. A high demand for desirable land from developers and individuals which raises a property's value.
5. Revised county valuation methods.
6. Establishment of intensive development such as a shopping center, industrial concerns or multi-family developments.

None of the above mentioned factors will singularly influence property values, tax revenues, population and the general economy because of their interrelatedness. It is most likely that one factor will exert a great influence while one or a combination of the other factors will contribute to a lesser degree to the use or fall in property values, tax revenues, and population.

In Salem Township, land use patterns are dominated by residential and agricultural uses. Residential and agricultural parcels of land in most communities have traditionally been less valuable when compared to commercial or industrial uses. If any of the previously listed factors occur, property values will most likely increase by substantial margins. Due to the lack of municipal utilities, only

single family dwellings, which are generally the least valued of residential uses, have been constructed in Salem Township. Many of the new homes in the Township have been low valued mobile homes.

The population potential of Salem Township will be most affected by the cost and availability of housing in Berwick Borough. Also determining Salem Township's population growth will be the type of residential dwelling units available in the Township. In turn these will be greatly affected by the availability of municipal utilities. Though the Township is not expected to construct municipal sewerage in the near future, the construction of single family dwelling units can and will continue to take place if soil conditions and lot sizes are sufficient for "on-lot" sewerage disposal systems and water systems. Once such "municipal" systems become available, particularly in the Route 11 and East Berwick areas, higher density residential uses could become feasible, which in turn could dramatically increase the Township's population.

Community revenues from taxes should continue to increase at a gradual rate in the Township. This is based on the assumption that new housing construction will continue to be mostly single family units for a number of years. Tax revenues from higher valued multi-family residential, commercial and industrial uses are not likely to increase until the demand and the construction of a municipal sanitary sewage system makes their construction economically feasible. With continued low density single family residential development patterns, community facilities such as roads are going to experience use and demand beyond their present capabilities. In all likelihood, the tax revenues from the single family residential areas

will not be sufficient to defray the expenditures of upgrading inadequate facilities or the construction of new facilities. It is generally agreed that most communities cannot fiscally survive without substantial tax revenues from commercial, industrial or multi-family residential land uses. This condition is particularly applicable to Salem Township, which has few municipal facilities or utilities.

The economy of Salem Township will continue to be almost entirely dependent upon Bloomsburg and Berwick for commercial and industrial services and employment opportunities. Salem Township's economic base is not likely to grow significantly and it is probable that Bloomsburg and Berwick will remain the principal service and employment centers for the Township, in the immediate future.

The general economy of Salem Township is likely to remain at or near its present level. Developable land that is more accessible, visible and thus more desirable for commercial and industrial establishments is available along Route 11. Any new businesses in the Township will most likely be of the highway variety.

Amenities of the Future Land Use Plan, if it is implemented, will affect not only future residents, but also the Township's present citizens. Many of the standards recommended for controlling and coordinating the overall physical development patterns of Salem Township would take effect immediately. Adequate open spaces would become a requirement in all new developments through required minimum lot sizes, setbacks and yard requirements. Malfunctioning septic tanks have been a problem in the Beach Haven area and are suspected in the less developed areas by officials. Potential health problems can be avoided by requiring a lot size that would allow proper fil-

tration and absorption of septic tank effluent by the soils. The provision of municipal sewer and water systems are amenities that will eventually be created for some areas of the Township. Their provision could attract high density residential or commercial development, which, in turn, would increase community income, commercial service to residents, employment activities, population, tax revenues, and property values. The immediate and future amenities resulting from the implementation of a balanced Land Use Plan will allow the Township to provide a sufficient level of community services.

In general, very little housing is presently for sale or rent in the Berwick Area. Most of the projected population increases for the Bloomsburg-Berwick region will have to be assimilated by the communities surrounding Berwick and Bloomsburg, such as Salem Township and Briar Creek Township.

Housing demand has also increased with the completion of Interstate 80, which has considerably lengthened the potential commuting distance of the work force. This movement may be tempered somewhat by the current energy crisis.

Interviews with knowledgeable people in the area have been conducted and all generally agreed that housing is the number one problem in the area and that any type and any price range of sales or rental housing should be marketable.

Commercial and industrial establishments are expected to continue to grow in the region. Economic projections show that non-industrial concerns are expected to employ 13,436 persons by 1990, an increase of 12% over 1970, and the industrial sector is expected to employ 15,542 persons in 1990, an increase of 33% over 1970.

New economic expansion of the Bloomsburg-Berwick market area will be absorbed by the communities along Route 11 or near the I-80 interchanges. Many of the region's new business concerns are locating outside of Bloomsburg and Berwick. Both municipalities are urbanized and have very few large parcels of vacant land, the type required for modern, one story industrial and commercial development. The McGregor manufacturing plant, west of Briar Creek Borough, along Route 11, is an example of this particular trend. The Ames Shopping Plaza in Briar Creek Borough is also an example. A factor determining the location of industrial and commercial establishments is the service and market area. Logically, the market area of commercial facilities will shift, as the population of Bloomsburg and Berwick gradually expands to the suburban areas. With this shift will come the establishment of new retail facilities near the population centers.

Access is also a determining factor in plant or store location. The completion of I-80 has been a vital link in the Bloomsburg-Berwick region's circulation system. The effects of improved traffic movement due to I-80 is presently being felt in the vicinity of various interchanges along the expressway. Shopping centers have been established near the interchanges that serve Bloomsburg and Berwick and the new residential development surrounding the two municipalities.

COMMUNITY FACILITIES AND UTILITIES PLAN

COMMUNITY FACILITIES & UTILITIES PLAN

The Community Facilities and Utilities Plan focuses on all the recommendations for which Salem Township will be largely responsible. Where appropriate, locations, and land area will be recommended for educational facilities, recreation areas, social and cultural centers, public service building and municipal utilities, and depicted on the Proposed Community Facilities and Utilities Map.

Salem Township is a unique community in that various areas of the Township are going through one of three development phases. The East Berwick area is in the most advanced phase by being the most builtup and populated. Areas such as Beach Haven, Bell Bend and Sybert Hollow are in an intermediate stage of development. The areas are no longer rural but do not have sufficient development or population to be classified as urban. A third category encompasses the remainder of the Township which is basically rural and agriculturally oriented. Small clusters of population are found in the vicinity of intersecting roads or churches. Provision of many community facilities and utilities in the areas of the last two categories is economically infeasible due to the low demand associated with the sparse development and scattered population.

Recommendations for community facilities and utilities will only be concerned with the areas that presently can support such facilities. Until the emerging urban areas have more fully defined land use patterns, it is difficult to make meaningful recommendations.

Educational Facilities

As stated previously, Salem Township is in the Berwick Area School District and one of the system's elementary schools (Salem Elementary) and part of the senior high school site are located in

East Berwick. No recommendations for additional educational facilities are made due to the plans of the school district to reorganize and expand its facilities. Also, the facilities serving the Township's most builtup area, East Berwick, are adequate and should improve with the districts growth program. It is possible that an elementary school will be needed to serve the Beach Haven and Bell Bend areas if their population doubles its present level.

Table CF-1
Elementary School - General Requirements

Assumed Family Size	3.5 persons	Area Required	Minimum school—7-8 acres Average school—12-14 acres Maximum school—16-18 acres
Assumed Population Characteristics	175 children of Elementary School age per 1000 persons or 275-300 families	Accessory Facilities	Playground completely equipped for a wide range of activities Playground area should be completely screened from street
Number of Children of Elementary School Age Per Family	.54 children	Radius of Area Served	1/4 miles—desirable 1/2 mile—maximum
Age of Children Served	5 thru 11 years	Design Features	Elementary School should be accessible by foot-path from dwelling units without crossing any streets. If street must be crossed it should be a minor street
Size of Elementary School	Minimum—250 pupils Average—800 pupils Maximum—1200 pupils	General Location	Near center of residential area, near or adjacent to other community facilities
Size of Typical Class	30-32 pupils	Accessory Parking	One space per class plus 3 spaces
Population Served	Minimum school—1500 persons Average school—5000 persons Maximum school—7000 persons		

These figures will vary for most areas. They are based on a full cross-section of the population. Population figures should be checked for local age distribution and birth trends for any specific location.

Table CF-2
Junior High School - General Requirements

Assumed Family Size	3.5 persons	Area Required	Minimum school—18-20 acres Average school—24-26 acres Maximum school—30-32 acres
Assumed Population Characteristics	75 children of Junior High School age per 1000 persons 275-300 families		
Number of Children of Jr. High School Age Per Family	.22 children	Accessory Facilities	Playfield completely equipped for a wide range of game activities
Age of Children Served	12 to 14 years	Radius of Area Served	1/2 mile—desirable 3/4 miles—maximum
Size of Junior High School	Minimum school—800 pupils Average school—1200 pupils Maximum school—1600 pupils	Design Features	School should be away from major arterial streets; pedestrian walkways from other areas should be provided
Size of Typical Class	30-32 pupils		
Population Served	Minimum school—10,000 persons 2,750-3,000 families Average school—16,000 persons 4,500-5,000 families Maximum school—20,000 persons 5,800-6,000 families	General Location	Located near concentration of dwelling units or near center of residential area
		Accessory Parking	One space per classroom plus six spaces

These figures will vary for most areas. They are based on a full cross-section of the population. Population figures should be checked for local age distribution and birth trends for any specific location.

Table CF-3
Senior High School - General Requirements

Assumed Family Size	3.5 persons	Area Required	Minimum—32-34 acres Average—40-42 acres Maximum—48-50 acres
Assumed Population Characteristics	75 children of High School age per 1000 persons or 275 to 300 families		
Number of Children of High School Age Per Family	.22 children	Accessory Facilities	Playfield completely equipped for a wide range of game activities
Age of Children Served	15-18 years	Radius of Area Served	$\frac{3}{4}$ mile—desirable 1 mile—maximum
Size of High School	Minimum—1000 pupils Average—1800 pupils Maximum—2600 pupils	Design Features	School should be located adjacent to a park area. School should be adequately screened from noise or objectionable uses
Size of Typical Class	30-35 pupils	General Location	School should be centrally located for easy access. Proximity to other community facilities is advantageous
Population Served	Minimum—14,000 persons 3,800-4,000 families Average—24,000 persons 6,800-7,000 families Maximum—34,000 persons 9,800-10,000 families	Accessory Parking	1 space per classroom plus 16 spaces

These figures will vary for most areas. They are based on a full cross-section of the population. Population figures should be checked for local age distribution and birth trends for any specific location.

Recreational Areas

As discussed previously, Salem Township has no park or playground system. At this time the only area that is sufficiently urban to need such facilities is the East Berwick area of the Township.

To be useful, the recreation plan should follow a functional classification system that ranges from the urban block, to the neighborhood and communities. Tables CF-4 and CF-5 outline the recommended standards for future recreational development in Salem Township.

Using these guidelines and in conjunction with Berwick's proposed recreational facilities, a neighborhood park serving the East Berwick area is recommended. The total size of the site should be between 7 to 10 acres and provide recreational activities for all age groups. A section of a vacant parcel of land at the end of 7th and 8th Street is a site that would be within one-half mile walking distance to the present and future residential areas and 500 feet from the Berwick Area Senior High School.

No play lot or tot lots or playgrounds have been recommended since most of the homes in East Berwick and all other areas have adequate yard space available in which pre-school children can play. Also the Salem Township Elementary School site has adequate space to expand its present playground facilities if the demand arises. An extensive recreational development that can be classified as a community park is planned for the Pennsylvania Power and Light nuclear power plant site in the Bell Bend area. Facilities will include picnic areas, playfields, pavilions, hiking trails and similar facilities for family and group activities. An area will be developed as a nature study

center, and will include nature trails and other interpretative facilities. Field trips by schools, colleges and other groups will be encouraged for wildlife study and outdoor education.

A 302 acre water impoundment project sponsored by the State and Luzerne County is proposed for the western end of the Little Shickshinny Creek. It will be used for fishing and recreation.

Table CF-4
Space Standards for Municipal Public Recreation

Type	Min. Acreage/ 1,000 Persons	Minimum Area	Desired Size	Age Group Served	Location Determination
Playlot or Tot-lot	0.3 acres	1/8 acre or 2,000 sq.ft.	1/8-1/4 acre or 5,000- 10,000 sq.ft.	Pre-school under 6 years	Center in block of area served; 250- 700 population; 1/4 mile walking distance.
Playground	1.5 acres	3-5 acres	5-7 acres	Children 5-15 years.	Adjacent to elementary school; 1/4-1/2 mile walking distance.
Neighborhood Park	2.0 acres	5 acres	10 acres	All ages for passive recreation.	Center of neighbor- hood, with .5 miles walking distance of all homes.
Playfield	1.5 acres	12 acres	20 acres	15-24 years and family groups.	Adjacent to Junior or senior high schools; .5 mile walking distance.
Community Parks	3.5 acres	50+ acres	100 acres	All ages.	Close to urban area. Vacant land with natural scenic features. 2.0 mile service radius.
Special Use Areas - Golf Course	3 acres	60 acres, 9- hole; 18- hole, 120 acres	80 acres 9-hole; 18- hole, 160 acres	Depends on facility and local desire.	Gentle rolling terrain; scattered woodland; users travel 1 hour by car.

Source: Recreation Division of Federal Security Agency and National Recreation Association,
and George Nez, Standards for New Urban Development - The Denver Background.

Table CF-5
Recreation Facilities

A. Standards for Recreational Activities

Type of Recreational Activity	Space Requirements for Activity Per Population	Ideal Size of Space Required for Activity	Recreational Area Wherein Activity May Be Located
Active Recreation			
1. Children's Play Area (with equipment)	0.5 acre/1,000 pop.	1 acre	Playgrounds-Neighborhood Parks
2. Field Play Areas for Young Children	1.5 acres/1,000 pop.	3 acres	Community Parks, School Playgrounds
3. Older Children-Adult Field Sports Activities	1.5 acres/1,000 pop.	15 acres	Playgrounds-Neighborhood Parks
4. Tennis-Outdoor Basketball Other Court Sports	1.0 acres/5,000 pop.	2 acres	Community Parks
5. Swimming	1 outdoor pool/25,000		Playfield-Community Park
6. Major Boating Activities	100 acres/50,000	Competition size plus wading pool 2 acres	Playfield-Community Park
7. Hiking-Camping-Horseback Riding-Nature Study	10 acres/1,000 pop.	100 acres and over 500-1,000 acres	District Park-Regional Park or Reservation
8. Golfing	1-18 hole course per 50,000 pop.	120 acres	Large District Park-Regional Park
Passive Recreation			
1. Picnicking	4 acres/1,000 pop.		Community Park
2. Passive Water Sports	1 Lake or Lagoon per 25,000 pop.	varies	All parks
Fishing-Rowing-Canoeing	1 acre/1,000 pop.	20 acre water area	Special Regional Reservations
3. Zoos, Arboretums, Botanical Gardens		100 acres	Large District Park or Special Facility
Other			
1. Parking at Recreational Areas	1 acre/1,000 pop.	varies	Playfields, Community, District & Regional Parks
2. Indoor Recreation Centers	1 acre/10,000 pop.	1-2 acres	Community Parks
3. Outdoor Theaters, Band Shells	1 acre/25,000 pop.	5 acres	District Parks

Source: George Nez, Standards for New Urban Development - The Denver Background

Social and Cultural Facilities

As noted earlier, the Township Municipal Building is located in the Bell Bend area which is approximately five miles from East Berwick. For civic meetings and social and cultural functions, the Salem Township Elementary School, the Berwick Area Senior High School and the East Berwick fire station are available.

Fire Protection

Salem Township's two fire companies are located in the Beach Haven area and on 5th Street in East Berwick approximately two miles east of Beach Haven. To the east of East Berwick, the Township's highest value district, is the outer service limits of Berwick Borough's five company fire department. These facilities and locations are more than adequate according to the standards of the National Board of Underwriters, which recommends a two mile response radius for servicing high value areas such as East Berwick. In order to measure future levels of fire protection in the Township, the following standards can be used as performance guidelines.

FIRE PROTECTION STANDARDS

Fire Protection And/Or Facility Characteristics

Recommended Standards

Service Area

No more than 3/4 mile from pump and ladder company from business district, 1-1/2 mile from residential district with three homes per acre, and 4 miles for areas with houses 100 feet apart.

Fire Companies

One company at least 7 men and one piece of motor equipment.

Number of Pumper Trucks
(In Terms of Population)

0.85 + 0.12 per
1,000 population.

Number of Men

At least 7 to a company (4 volunteers equal 1 full-time man).

Equipment

Ladder, Truck & Jump Net

1 ladder a company per 20,000 population where 5 buildings exist at a 3-story or greater height.

Pumper and Tank Truck

1,500 GPM required in higher value areas.

Source: American Insurance Association.

Police Protection

There is currently no police protection service in the Township except for the service provided by a branch station of the State Police located in the Bell Bend area on Route 11. The National League of Cities recommends the desirability of 2.0 policemen per 1,000 population. Application of these standards reveals that there should be a Township police force composed of at least six full time members and one patrol car. An alternative to this proposal would involve the creation of a regional police force for the nine municipality Columbia and Luzerne County Council of Governments.

Storm Sewer Facilities

As development increases, the natural ground surface and vegetation that absorb much of a storm's runoff is reduced. If a buildup area has an inadequate storm sewer system the result is that yards, sidewalks, and basements can be flooded with the ponding of water in low areas. If such conditions warrant it, the Township should have a feasibility report done to study the problems and require any future residential developments to provide municipal sewerage service. Areas that should be investigated are East Berwick, West Shickshinny, Sybert Hollow, and Beach Haven.

Sanitary Sewer Facilities

Salem Township is not served by any municipal sewage collection system. On-lot sewage disposal systems are usually in the form of septic tanks. Due to the character of the soil and bedrock in the Township, most of the soils in Salem Township have been classified as not being suitable to accept septic tank effluent. The probability of hazardous groundwater pollution in these soils types is great.

In 1974, a sanitary sewerage facility feasibility study was undertaken for Salem Township and at the time of this writing, the feasibility study was not publicly released. The areas being studied extend from the East Berwick area east along Route 11 to the Beach Haven area. These are the most heavily builtup areas in Salem Township and some septic tank malfunctions have been reported.

At this time the facilities needed to treat the sewage from the proposed service areas have not been determined. A possible facility is the sewage treatment plant in Berwick. However, it presently offers only primary treatment of sewage and is not permitted to receive any new taps into its system until its treatment plant is upgraded to secondary treatment.

Water Supply

The Luzerne County Master Plan for water supply recommends that the existing water system provided by the Berwick Water Company in East Berwick be extended east along U.S. Route 11 to provide service to Sybert Hollow and Beach Haven by 1980. By 1990, the system could provide the water supply to the Bell Bend area and possibly to the Pennsylvania Power and Light power plant northwest of Bell Bend. Due to present and projected sparse populations, the remaining areas of Salem Township are expected to continue to be dependent upon their own individual water supplies and will probably be excluded from participation in any organized public water system.

MAJOR THOROUGHFARE AND TRANSPORTATION PLAN

MAJOR THOROUGHFARE AND TRANSPORTATION PLAN

In order for a community to reach its desired development level an efficient circulation pattern is required. An integrated circulation system for Salem Township can be formed only after existing road conditions, traffic volumes, functions and proposed highways have been inventoried and analyzed.

Circulation Pattern

Salem Township's development and circulation is oriented almost entirely to Route 11. This roadway as shown on the "Highway Improvement and Major Thoroughfare Map" runs parallel to the Susquehanna River along the entire southern and eastern peripheries of Salem Township. It is a vital link between the Susquehanna River Valley's centers of commerce, culture, and education; and Interstate 80. This is indicated by the high daily volumes of traffic. The main functions of Route 11 are to transport traffic through the Township and to provide access to the ribbon type of development that presently abuts this facility.

It is a two and three lane highway with few turning lanes. This is an undesirable condition due to the great amount of development found directly along its right-of-way. A hazardous intersection is created at the entrance or exit of each individual home or business to permit access to and from the various parcels. This slows traffic and the possibility of rear end collisions is greatly increased. To reduce these hazards, traffic to and from a group of parcels should be channeled to a properly identified entrance or exit on Route 11.

No other thoroughfare in the Township approaches the volumes that Route 11 carries nor its intercity function. In terms of total

annual 24-hour average traffic, the remaining Township and State routes carry far less than Route 11's high of 7,200. L.R. 40028 is the second most heavily traveled road with an average of 600 vehicles per 24 hours.

Shown schematically on the "Highway Improvement and Major Thoroughfare Map" are the routes presently under investigation by the Pennsylvania Department of Transportation for the recommended "Berwick Beltway". Such a facility would direct through traffic either north or south of Berwick Borough. This would relieve congestion in Berwick's Central Business District and possibly reduce traffic flow on Route 11 in Salem Township.

A number of routes in Salem Township are being investigated, one northern route and two southern corridors. The northern route would have the least impact on the Township's Future Land Use pattern because of the area's rural and undeveloped character and divert a great deal of traffic around the Township's most intensely developed areas. The southern routes would partially divert traffic around the Township's East Berwick and Beach Haven area, and could promote development on vacant land in the vicinity of the interchanges east of Sybert Hollow. The northern route north of the Berwick airfield could act as a barrier and divider to projected residential uses in the area.

Presently these routes are only in the preliminary investigating stages and construction of such a facility is not on PennDOT's Twelve Year Program. This would be the only major new highway facility in Salem Township during the next ten years, if it were constructed.

Classification of Roads

It is necessary to classify the roads in the Township on the basis of function, traffic demand and potential significance to future development. This provides guidelines by which to evaluate and maintain the roads within the Township. All of the Township's roads have been placed in one of four functional categories.

1. Expressway - This is a limited access freeway which carries through traffic between major regional points as well as to and from points outside the Region with little or no local interference.

Example - Proposed "Berwick Beltway" and Interstate 80.

2. Primary Road - This road serves as a main travel route between and through the important land uses such as major residential, business, industrial and recreational areas. On a local basis this route connects all traffic to a regional expressway, and functions as a main corridor of movement. Route 11 is an example.
3. Secondary Roads - In a community system, this road collects the local traffic and transmits it to a primary road. These roads also provide direct access to abutting property.

The following are classified as secondary roads within Salem Township:

- a. L.R. 40028
- b. L.R. 40029
- c. T-430
- d. T-434
- e. T-436
- f. T-438

Many of the roads listed under this category do not carry the traffic volumes normally associated with secondary roads. However, these roads collect rural traffic and transmit it to Route 11, a primary road. These roads are being identified at this time to aide in integrating future transportation facilities into a hierarchy.

4. Local Roads - Local roads provide direct access to abutting land uses. Therefore, these are the lowest level interval roads in a community providing access to all functions. All other roads not discussed above are classified as local roads.

The following recommended design standards for any roads to be constructed within the Township have been proposed in the Salem Township Subdivision and Land Development Ordinance.

Street Design Requirements:

1. Proposed streets shall be planned with regard to topographic conditions (diagonally across contours where slopes are steep); public safety and convenience in terms of vehicular and pedestrian movement, maintenance and fire protection; probable traffic volumes; and existing and proposed uses of land on abutting properties.
2. The proposed street system shall extend existing or recorded streets at the same width, but in no case at less than the required minimum width.
3. Where, in the opinion of the Township Planning Commission, it is desirable to provide for street access to adjoining property, streets shall be extended by right-of-way dedication to the boundary of such property.
4. New minor streets shall be so designed as to discourage through traffic, but the developer shall give adequate consideration to provisions for the extension and continuation of major and collector streets into and from adjoining properties.
5. Where an existing Township street of inadequate width traverses or abuts the subdivision or land development, the entire right-of-way, measured from the centerline of the existing cartway shall be provided in accordance with the standards of the Subdivision and Land Development Ordinance.
6. Where a subdivision or land development abuts or is traversed by an existing State street of inadequate width or alignment, any additional right-of-way necessary to correct such in accordance with the standards of the Subdivision and Land Development Ordinance or known highway plans shall be reserved but need not be offered for dedication.
7. Private streets (streets not offered for dedication) are prohibited unless they meet the design standards of these regulations.
8. Whenever the proposed subdivision of land development contains or is adjacent to an arterial highway, the Planning Commission may require that provision be made for a marginal access street. The Commission may also require rear service alleys, reverse frontage lots or such other treatment which will provide protection for abutting properties, reduction in the number of intersections with major streets, and separation of local and through traffic.

9. Where the lots in a subdivision are large enough for resubdivision, or where a portion of the tract is not subdivided, suitable access to these areas shall be provided.
10. Proposed streets which are aligned with existing streets shall bear the name of the existing street. In the event a proposed street is not aligned with an existing street, it shall not bear a name similar to any existing street located within the Township and/or the same postal service area, irrespective of the suffix: street, avenue, boulevard, drive, place, court, etc.
11. Dead-end streets shall be prohibited, except when designed and constructed as permanent cul-de-sac streets, or as stubs to permit future street extension into adjoining tracts (in such cases, a temporary turn-around having at least a stabilized surface and an outside diameter of eighty feet shall be provided).
12. Half or partial streets are permitted only where needed to complete existing half streets.
13. Reserve strips, including those controlling access to streets, are prohibited except along legal limited access thoroughfares or along other arterial streets when approved by the Planning Commission.
14. Design standards for arterial or limited access roads are to be determined after consultation with the Pennsylvania Department of Transportation. In any case, the design criteria for such streets or roads shall not be less than as required herein for collector streets.

b. Street Design Standards:

Street Type	Collectors	Minor Streets	Cul-De-Sacs ²	Marginal Access	Service Drives
Minimum Right-of-Way Width	60'	50'	50'	33-50'	22'
Minimum Pavement Width (Roadway)	36' (c) 22' (nc)	32' (c) 20' (nc)	32' (c) 20' (nc)	26' (c) 20' (nc)	18-20'
Maximum Grade	7% ³	10% ⁴	10% ⁴	10% ⁴	12% ⁴
Minimum Grade	.75%	.75%	.75%	.75%	.75%
Minimum Radius of Curve At Center Line	300'	150'	100'	100'	----
Minimum Tangent Length Between Curves	100'	----	----	----	----
Minimum Stopping Sight Distance	275'	200'	200'	----	----

(1) Where street lines deflect from each other more than 10 degrees.

(2) Cul-de-sac streets may not exceed 1,500 feet in length, however, length greater than 500 feet shall be avoided whenever possible. They must be provided with a paved turn-around with a minimum diameter of eighty (80) feet to the outside edge of pavement and one hundred (100) feet to the legal right-of-way.

(c) Minimum width where curbs are to be installed.

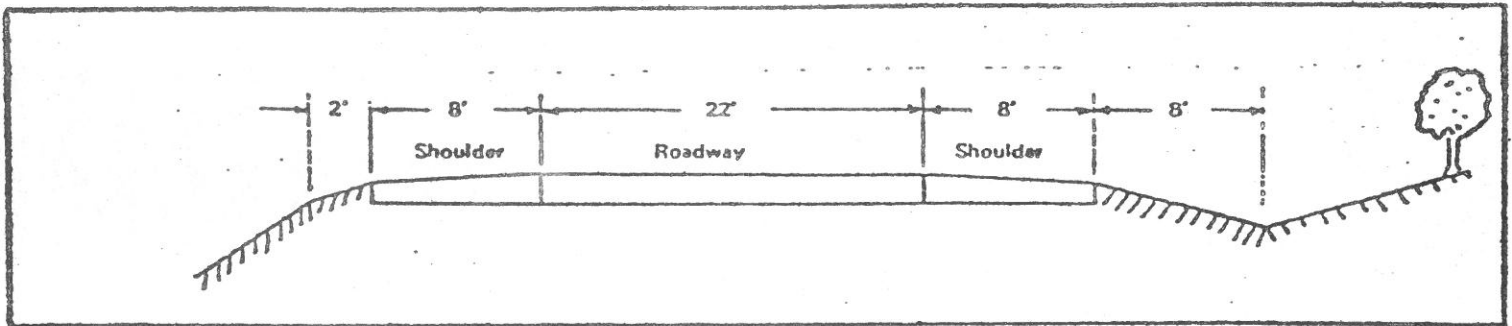
(nc) Minimum width where curbs are not to be installed. (see Plate No. 1 for minimum shoulder and side slope area requirements as well as minimum pavement variations.)

(3) May be increased by 1% for grades not more than 300' long.

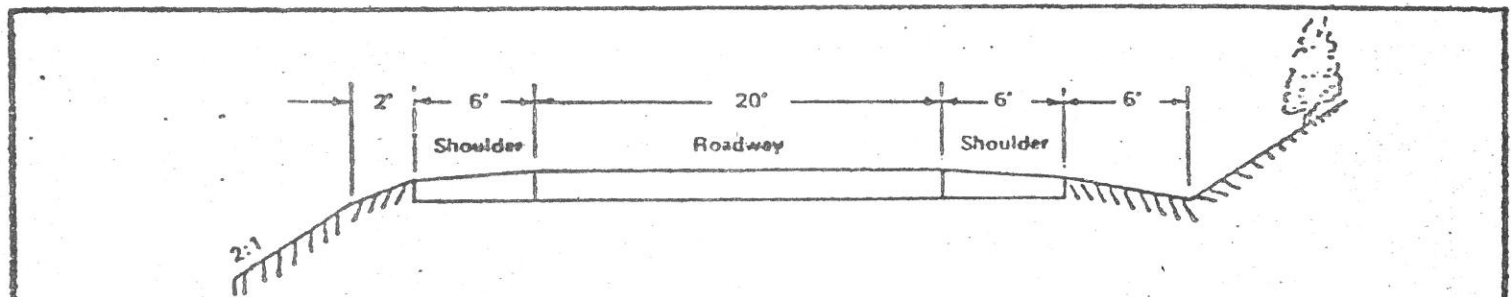
(4) May be increased by 2% for grades not more than 150' long.

PLATE NO. 1 Roadway Cross Sections Without Curbing.

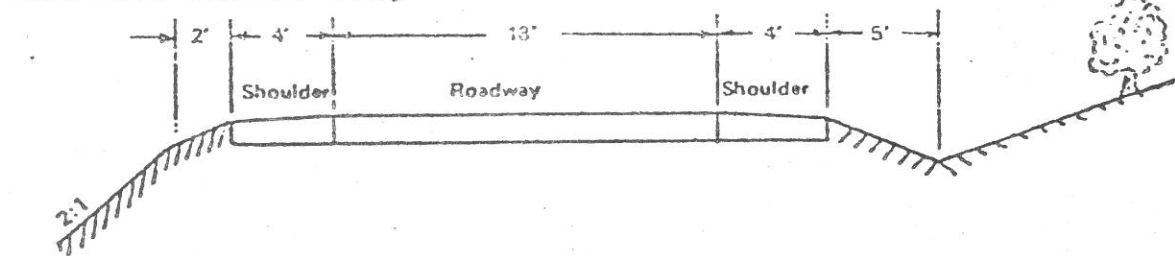
Secondary or
Collectors



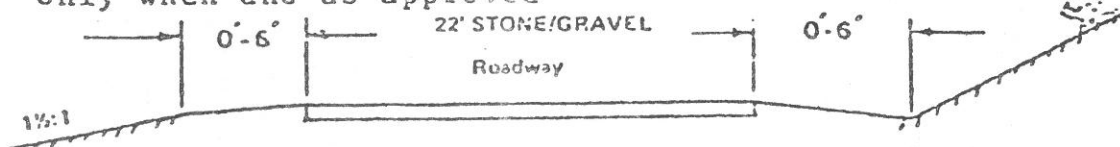
Local or
Minor Streets, Cul-De-Sacs, and Lesser



Service Drives Only



Only when and as approved



c. Intersection Design Standards:

Type Intersection	Arterial With Collector	Collector With Collector	Collector With Minor	Minor With Minor
Maximum Number of Intersecting Streets At Each Junction.	2	2	2	2
Minimum Distance Between Center Lines of Inter- sections.	800'	500'	500' B/L 250' B/W	500' B/L 250' B/W
Minimum Center Line Offset Of Adjacent Inter- sections.	400'	250'	125'	125'
Angle of Inter- section Of Street Center Lines.	90°	90°	75°-105°	75°-105°
Length and Maximum Grade of Approaches to Intersections Where General Grade Is Over 7%.	100' / 4%	75' / 4%	75' / 4%	40' / 4%
(Measured from the intersection cartway lines).				
Minimum Radius Of Pavement.	35' (c) 45' (nc)	30' (c) 40' (nc)	25' (c) 35' (nc)	20' (c) 30' (nc)
Minimum Inter- section Sight Distance Along Center Line.	220'	130'	130'	130'
Intersection Clear Sight Triangle - Ea. Center Line Leg.	150'	75'	75'	75'

B/L - Along Block Length.

B/W - Along Block Width.

Table (c) Note: The intersection design standards for all subdivision and major development entrance streets shall be according to street classification but not less than as required for the intersections of a minor street with a collector street.

Street Surfacing: Streets must be surfaced to the grades and dimensions drawn on plans, profiles, and cross-sections submitted by the developer and approved by the Township Planning Commission. Before paving the street the developer must install required utilities and provide, where necessary adequate subsurface drainage for the streets, as acceptable to the commission. The pavement base and wearing surface must be constructed according to the Pennsylvania Department of Transportation Specifications Form 408 as follows:

1. Minor Streets: A 6 inch subbase with a 4 inch bituminous concrete base course and a 1-1/2 inch ID-2 surface course; OR 6 inch subbase with an 8 inch crushed aggregate base course and a 2-1/2 inch ID-2 or CP-2 surface course, or a 3 inch FJ-1 or FB-2 surface course.

In the case of lightly traveled rural lanes, as determined by the Planning Commission, the base course may be stabilized in lieu of providing a surface course; subject to the approval of and as prescribed by the Municipality.

2. Collector Streets: A 6 inch subbase with a 6 inch bituminous concrete base course and a 1-1/2 inch ID-2 surface course; OR a 9 inch subbase with a 10 inch crushed aggregate base course and a 3 inch ID-2 surface course.

The thickness of any base course shall be increased where surface and subsurface soil conditions warrant such as determined by the County or Municipal Engineer.

Curbs: Vertical curbs shall be installed as follows:

1. In subdivisions which have a typical lot width of 100 feet or less at the building line.
2. In all subdivisions or developments involving dwellings of a type other than single-family detached.
3. In all other subdivisions or developments unless such are determined to be unnecessary by the Planning Commission.

On minor streets, curbs shall be concrete or extruded bituminous placed by a curbing machine. On collector and arterial streets curbs shall be concrete.

Gutters: In areas where curbing is not required, paved or stabilized gutters must be provided to control water runoff and avoid erosion.

Sidewalks: Sidewalks at least four feet in width, constructed of 3,000 lb. Portland Cement concrete at least 5 inches thick and underlain by crushed stone shall be installed as follows:

- a. In subdivisions which have a typical lot width of 80 feet or less at the building line.
- b. In all subdivisions or developments involving dwellings of a type other than single-family detached.
- c. Where the continuation of existing sidewalks would be desirable.
- d. To provide access to community facilities and elsewhere as deemed necessary by the Planning Commission.
- e. Sidewalks shall be located within the street right-of-way, preferably one foot from the property line, and in all cases shall be separated from a cartway by a planting strip.

Street Signs and Lighting: Street name signs shall be placed at all intersections and a street lighting system shall be installed in developments involving multi-family dwellings and elsewhere as required by the Municipality. The design and location of signs and light fixtures shall be as approved by the Township Supervisors.

Street Trees: Street trees of a caliper not less than 1-1/2 inches shall be planted 40 to 60 feet apart. The location of street trees shall be as deemed appropriate by the Planning Commission but in no case shall such be planted less than two and one-half (2-1/2) feet from any curb, edge of shoulder, or sidewalk. The provision of street trees may be waived where, in the opinion of the Planning Commission, sufficient trees exist and will remain. In no circumstances will any of the following trees be permitted either to remain or to be planted as street trees:

1. Poplars; all varieties.
2. Willows; all varieties.
3. White or Silver Maple (Acer Saccharinum).
4. Aspen; all varieties.
5. Common Black Locust.

Improvement Plan

This Plan attempts to identify those intersections and areas of the Township's roads which could possibly be justifiably upgraded. Such improvements would include vertical curve realignments, horizontal curve realignments, sight lines, and stacking lanes or turns.

Improving improperly drained areas which could cause freezing and premature decay of the roads and icy surfaces, upgrading roads which are too narrow for proper traffic safety, alleviating points of congestion and other types of hazards or conditions which hamper the free movement of passenger automobiles were also analyzed.

Recommendations are not made to pave any of the Township roads in the very rural areas because in many instances the sparse development along them would not justify this expensive improvement program. To be properly paved these roadways would have to be first graded, and drainage be provided for them in the form of culverts and shoulders. On a map entitled, "Highway Improvements and Major Thoroughfare Map", recommended improvements are identified by a code in the legend. Cost estimates are not made, due to the unique situation which could be present in each case, such as soils conditions, legal right-of-way ownership and land acquisition which could be necessary.

Salem Township's highway improvement program is not structured to deal with expensive major design improvements on its roads. Due to limited funds, and the low level of service required by a majority of the roads, the program is geared more to making minor improvements such as grading and patching. To accomplish these short range objectives, the Township employs three full time employees and provides them with one dump truck and various other equipment. Most of the improvements shown on the "Highway Improvement and Major Thoroughfare Map" are long range and will not be urgent for years to come. They have been identified here to aid the Township Supervisors and Planning Commission in making future decisions on the community's land use pattern.

The Highway Improvement Program should logically give priority to those thoroughfares that have the highest traffic volumes or

highest functional classification as shown on the map. The remaining improvements not listed below as recommended short range improvements, but shown on the map, should be carried out as development increases or if the potentially hazardous conditions increase in severity.

Recommended Short Range Highway Improvements

1. T-434 - various sight line, vertical curve and horizontal curve improvements.
2. L.R. 40028 - vertical curve, sight line, horizontal curve improvements.
3. T-419 - surfacing.
4. T-436 - numerous vertical curve and horizontal curve improvements.
5. Route 11 - sight line improvement in Bell Bend area.
6. T-432 - horizontal curve improvements.

HOUSING PLAN

HOUSING PLAN

As described in previous sections, a great deal of the Township's vacant land has the potential for residential uses. Most of these parcels have convenient vehicular access via Route 11, or Township roads, which the present residential development patterns bear out. The most recent residential development in the Township has been a single family pattern and mobile home parks. The most recent figures on housing costs published by the Joint Economic Committee of Congress, reports that monthly housing expenses in the United States rose by 22%, from 1973 to 1974. To further amplify the recent trend in high construction costs, the report states that only 15% of American families are able to afford the costs associated with a new home, which is a 6.5% drop from 1974. The mobile home has proven to be an acceptable alternative for low and lower middle income levels seeking housing during the present period of high construction and mortgage costs and inflation.

Probable location and densities of future residential areas have been outlined in the Future Land Use Plan. Future mobile home parks have not been projected due to their speculative nature. However, additional parks in the future should be in areas suitable to their needs and capability of satisfying their requirements of high density residential areas. Future locations of all residential developments should provide convenient location to community facilities and utilities and reasonable commuting distances to present or future employment centers. This discussion will deal with the various housing programs presently active in providing funds for low and moderate income housing and their applicability to Salem Township.

Over the past ten years, the Federal government's deep involvement in providing funds for housing programs has been reduced, due to disappointing results and a change in funding philosophy by a new Federal administration. Many of the formerly well-subsidized programs have received little or no funds for new projects during the past four to five years.

Many of the categorial grants formerly administered by the Department of Housing and Urban Development have been eliminated or consolidated under the recently adopted Community Development Block Grant Program.

The chart on the following page details the various activities under this new program.

As can be seen, the great majority of the programs listed are not applicable to Salem Township. Most of the programs are oriented towards providing or improving housing for the elderly, the urban poor and lower and middle-income level families.

Salem Township does not qualify for participation in many of these programs under the criteria presently utilized for evaluating a municipality's eligibility for such programs. Some of these programs are to provide housing in urban areas that have a housing shortage, which Salem Township does not have. Also limiting the Township's eligibility for such programs is that it does not possess a minimum of amenities, such as sewer and water facilities, stormwater runoff facilities, central location to shopping districts, and employment centers. These elements are needed for the viability of high density residential areas which these housing programs create. The level of blight in a community is also a criteria utilized for selecting an area for various rehabilitation and housing programs. Salem

Township has little or no blight present and rehabilitation and preservation of dwelling units is already being accomplished through private sectors.

The section 235 program is one of the urban housing programs that Salem Township would be eligible for, however, its funding has been drastically cut back in recent years. The federal government feels that by decreasing its influence on the housing market, through the suspension or termination of housing programs, it can bring a new dependence on the private market. The 235 program provides a subsidy to the homeowner by paying the interest on his mortgage above 5%. A low downpayment of 3% of the first \$25,000 and 10% of the balance, of the sales price, is provided. There are income and family size limitations for eligibility.

The U. S. Department of Agriculture, Farmers Home Administration (FmHA) is probably the one agency that sponsors the greatest number of housing programs that are applicable to Salem Township. In cooperation with FmHA, the Pennsylvania Department of Community Affairs is now combining its resources with FmHA to improve conditions in rural Pennsylvania. A preliminary requirement for eligibility under the offered program is that a community must have a population of 20,000 or less and not be in an urban area. The following details the various programs that Salem Township or its future residents would most likely be eligible for and the potential sponsors of the programs.

Home Ownership - "Section 502"

Provides loans to buy, build, improve, repair or rehabilitate rural homes. Modest homes may be built on individual tracts and/or subdivision. Loans also are made for necessary modernization of

Housing Site Loans - "Sections 523 and 524"

This provides loans to buy and develop building sites including amenities and to pay the costs of administration during the development period.

Salem Township is not likely to receive funds from programs under the recently adopted Community Development Act of 1974, due to its size. If the Township so desires, it can apply for such funds that are allocated to Luzerne County. However, it is probable that priority for these funds will be given to those highly urban areas of the County that the Luzerne County Planning Commission has recommended for public housing.

The role that mobile homes play in increasing the low and moderate income housing supply should not be underestimated. Due to the current high construction costs of conventional single family homes and a housing shortage in Berwick, mobile home units have proven to be in demand in the general Bloomsburg-Berwick region. They provide decent, safe, and sanitary housing for all income levels at relatively inexpensive price levels.

However, the mobile home parks must be carefully regulated as to physical planning and the improvements to be provided by the developer. This is accomplished through implementation of subdivision regulations and zoning ordinance.

Residential development standards have been recommended in the Proposed Township Zoning Ordinance that provides for a wide variety of housing types and densities. The housing types included are large, medium and small lot single family dwelling units; two, three and four family dwelling units; townhouses; garden apartments and mobile home parks.

existing homes, such as adding bathrooms, central heating, modern kitchens or other improvements. Loans may be obtained at 8-1/4% interest by eligible qualified applicants whose adjusted annual income does not exceed \$12,900. Those applicants whose adjusted annual income is \$8,500 or less may qualify for a lower interest rate.

Housing Repair Loans - "Section 504"

Provides loans to repair homes that are unsafe or dangerous to the health of the family or community. Examples of eligible work are roof repairs, repairs to structural supports, and installation of adequate and sanitary water supply facilities. The interest rate is only 1%. The maximum amount that may be borrowed is \$3,500.

Rental Housing Loans - Low Income & Elderly - "Sections 515 and 521"

Provides loans to corporations, cooperatives, public agencies, individuals and partnerships to build, buy and improve or repair rental or cooperatively-owned houses or apartments for low and moderate income families and persons age 62 or older. Loans may include the cost and purchase and development of the site, and water and sewer installation. Reduction of interest rates to as low as 1%, depending on the incomes of the occupants, is available to non-profit and limited-profit borrowers.

The State, through DCA, can provide funds to non-profit sponsors to cover the predevelopment costs of such projects. Referred to as "seed money," these funds are repayable from the mortgage proceeds of the housing development.

In conclusion, it is not likely that Salem Township's low and moderate income housing supply will increase through many of the presently funded community development and housing assistance programs. The programs that will have the most applicability to Salem Township are administered by the Farmer's Home Administration and the Pennsylvania Bureau of Housing and Community Development. The FmHA mortgage insurance program is likely to be the program most often used, for low downpayments and long term, lower monthly payments.

CITIZEN PARTICIPATION PROGRAM

CITIZEN PARTICIPATION PROGRAM

Citizen involvement is a requirement for a planning program to be successful. Lines of communication must be established between the governing bodies and the public. Unless the citizenry shares in the responsibility for planned growth and development, the Township cannot meaningfully grow.

Through the combined efforts of the Board of Supervisors and the Planning Commission, an initial relationship can be established with the public. At this point in time, public hearings and the press have been utilized as vehicles of presentation for the planning program.

Public interest has been mixed with varying numbers of citizens present at each regular Planning Commission meeting, during plan preparation. Usually this inconsistency can be traced to easily corrected errors in public notification of the Planning Commission meetings. This was not the case in Salem Township. Newsletters, presentations for social and civic organizations, brochures and periodical reports could be additional means of educating and involving the public. Once the planning program has been implemented, public knowledge can be increased by the availability of copies of the Comprehensive Plan.

In order to give the public a more formal role in the planning process, it is recommended that a Citizen Advisory Committee be created. Such an organization would encourage public participation and act as a mediator between Township officials and the public. Its membership would be a representative cross section of the Township's residents and officially appointed by the Township Supervisors.

As detailed in the background report, there are few organized citizen groups in Salem Township due to its low population density and the concentration of such groups in Berwick. From the individual citizen and not groups is the sector from which citizen participation has and probably will continue to emanate. At the public meetings, the comprehensive planning process was explained, beginning with its purpose and intent to its implementation and its potential impact on the individual home owner, farmer and businessman. All materials presented were on public display for examination by all present. From this arrangement the Consultant received the attitudes and reactions concerning the community's planning program and future development. After each meeting, the Consultant had informal discussions to answer and discuss all questions or issues involving the Township from any of the citizens. They ranged from the impact of the planning program on property values, zoning and subdivision regulations to home occupations. Copies of all materials discussed at the planning commission meetings were given to Planning Commission members and the Township Supervisors for review and availability to the interested citizens and groups.

The Township should permit the local residents an effective and constructive voice in community matters. However, there should be no exclusive control of decisions by residents or any single citizen group. The joint decisions of the Township and the advisory committee must move toward positive goals--to identify and meet the real needs and desires of the Township's residents.

The development of an advisory committee may include representatives from existing clubs and organizations. The Township should also seek to identify and involve community leaders.

Involvement in decision making is not the only element of citizen participation. Residents may be used for interviewing other residents, gathering opinions and distributing information about the Township planning program.

Citizen involvement does not end with the implementation of the planning program. The continuing success of the program depends upon the subsequent involvement of the residents.

The committee can act as a sounding board to help reveal the attitudes of Salem Township. This in turn will assist the Township Supervisors and the Planning Commission in the formulation and implementation of planning policies.

The functions to be carried out by the committee and its members would be:

1. To monitor the various problems of the Township and provide input for their solution when appropriate.
2. To participate in planning commission meetings and present the public's views and the various attitudes of community groups or individuals.
3. To procure publications relative to aspects of community development and planning.
4. To inform and poll other citizens and groups regarding needed community improvements and growth policies.

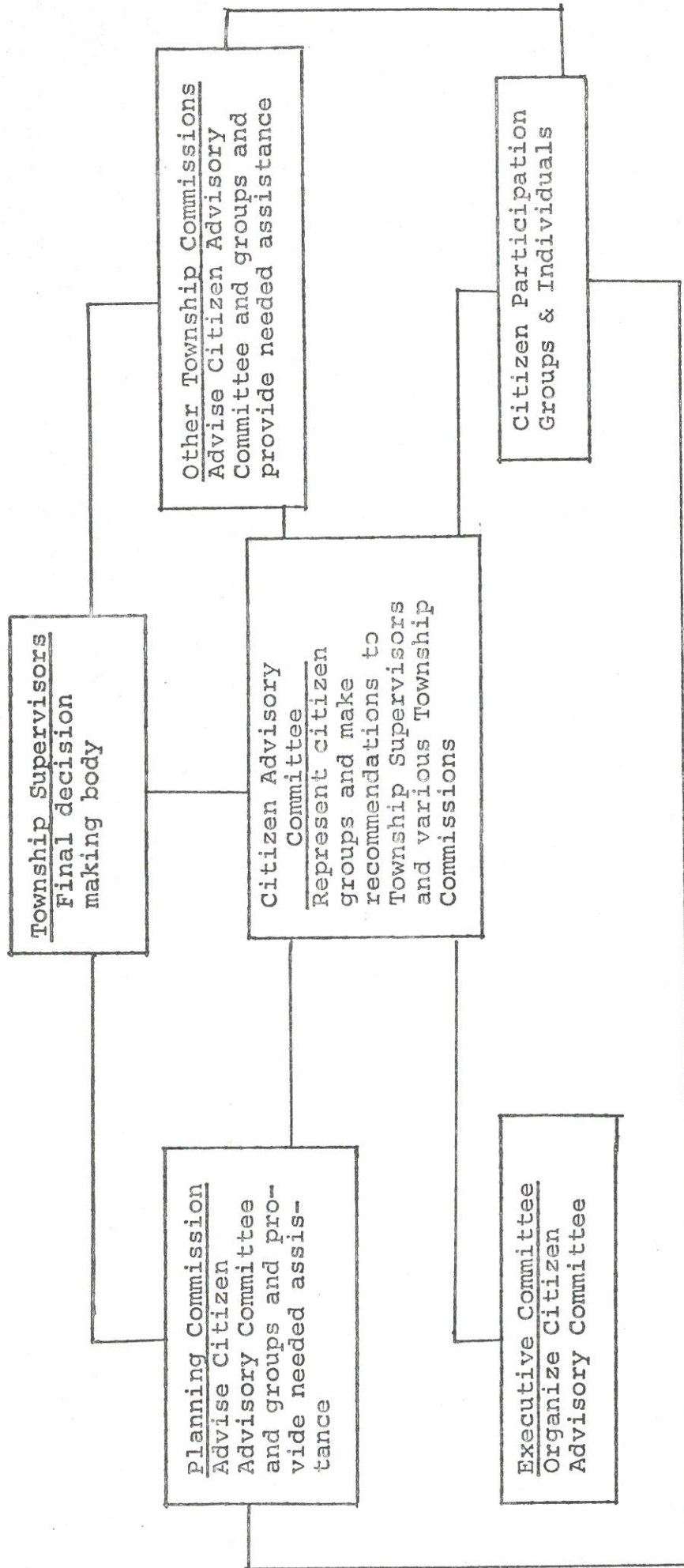
The first step in organizing the committee and its activities can begin with the creation of an Executive Committee. A board of officers headed by a chairman should meet regularly to:

1. Establish committee policy.
2. Develop general operating procedure rules within the committee and at planning commission and township meetings.
3. Plan the work program for the citizen's advisory committee.

4. Maintain communication with the Township Supervisors and Planning Commission.
5. Coordinate internal committee programs with Planning Commission programs.

The hierarchial relationship of the Citizen Advisory Committee and in the Township is shown on the following chart.

Recommended Relationship of Citizen Advisory Committee in the Township



CAPITAL IMPROVEMENTS PROGRAM

CAPITAL IMPROVEMENTS PROGRAM

The following analysis of receipts and expenditures for the operating fund assists in determining the Township's capacity to finance capital improvements proposed in this Comprehensive Plan. Effort is made to examine trends in receipts and expenditures, bonded debt, market values, assessed valuation, tax rates and debt limitations. This analysis is deemed necessary to formulate the Township's Short Range, Medium Range, and Long Range Capital Improvements Program.

The Long and Medium Range Capital Improvements Programs are provided and include a listing of projects to be developed over the next ten to twenty years in accordance with the recommendations of the Comprehensive Plan. Because of the uncertainty involved in projecting financial trends beyond five or six years, only general means of financing Capital Improvements are included. The Short Range Capital Improvements Budget includes a listing of scheduled improvements, and specific recommendations for financing over the next five years.

Financial Analysis

The two primary sources of Salem Township's revenues have not changed much since 1970. In 1970, taxes comprised 43% of the Township's total revenues and grants, payments, interest and rents made up 16.5%. By 1974, taxes remained at approximately 43% and the grants category to 20%. The rise in grants largely reflects the monies the Township began receiving through the Federal revenue sharing program. The 150% increase in total general revenues over the past five years reflects the demographic and physical development growth the Township

has experienced. Without numerous costly municipal expenditures the community has been able to continually to increase its initial operating balance at the beginning of each year from a low of \$18,774 in 1970, to a high of \$75,883 in 1974. (See Table CI-1).

As shown previously a more precise measurement for revenue generated in the community itself is an analysis of the receipts from taxes allocated to the general fund. The Township's three major sources of tax revenue towards the General Fund in addition to minor sources are included in Table CI-2.

When compared to the other sources of tax income, the real estate tax contributed relatively smaller proportions to total tax revenue. The primary source of tax income, wage tax, has far outdistanced the other sources. In 1970, it contributed 61% to tax revenues and by 1974 it decreased slightly to 57%. The most significant increase of tax income came from the occupational privilege listed under the "other" category. In 1970, this segment comprised 12.9% of total tax incomes and by 1974 it represented 23.7% of total tax revenues. This reflects the increased economic activity that the Township has experienced especially along Route 11. However, that small increase does not compensate for the decline in real estate receipts. The most drastic reduction of revenue was the occupational privilege tax which has been cut in half in the last five year period. Per capita tax as well as miscellaneous taxes have remained as a small portion of the general fund receipts.

Table CI-1

SUMMARY OF REVENUE RECEIPTS

Salem Township

	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>
Beginning Year's Balance	\$ 18,774	\$ 28,223	\$ 35,082	\$ 55,614	\$ 75,883
Taxes	74,028	71,401	76,063	89,095	111,351
Grants, Payments, Interest & Rents	27,989	23,596	33,158	54,001	51,378
Permits, Fines & Licenses	1,381	1,483	1,784	4,227	3,659
Departmental Earnings	--	--	--	6,272	8,485
Special Assessments and Liens	12,104	11,931	12,826	--	--
Miscellaneous Revenue Receipts	4,737	3,734	5,883	184	669
Non-Revenue Receipts	<u>30,159</u>	<u>220</u>	<u>27,222</u>	<u>9,466</u>	<u>9,970</u>
Totals	\$ 169,172	\$ 140,588	\$ 192,119	\$ 218,858	\$ 261,395

Source: Annual Audit and Financial Report for Salem Township

Table CI-2

MAJOR SOURCES OF TAX REVENUE

	<u>Salem Township</u>			
	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>
Real Estate	\$ 8,843	\$ 8,375	\$ 10,078	\$ 10,514
Per Capita	10,218	9,033	10,274	11,828
Wage Tax	45,406	44,592	45,756	54,684
Other	<u>9,560</u>	<u>9,402</u>	<u>9,955</u>	<u>12,069</u>
Total Taxes Collected	\$ 74,027	\$ 71,402	\$ 76,063	\$ 89,095
				<u>\$ 111,351</u>

Source: Annual Audit and Financial Reports for Salem Township

An accurate evaluation of the Township's tax rate structure is not possible since some residents in the past could have been taxed at a 1.5 to 8 mill tax rate depending on their address (See Table CI-3).

The assessed valuation on taxable property has increased gradually over the last five year period in Salem Township. Since 1970, the assessed valuation has increased from \$6,175,122 to \$7,181,470.

Expenditures

Expenditures, especially those from the general fund must be made to cover the actual cost of carrying on the necessary business of the Township. During the period under consideration, the largest expenditures have been for highways. In the past few years, general government expenditures (including administration costs, tax collection, lands and buildings) have been the second largest expense (See Table CI-4).

Summary of Receipts and Expenditures

Table CI-5 summarizes both total receipts and expenditures excluding opening and closing balances and intra-community receipts or expenditures to show what is actually being taken in and spent on the community.

Receipts have kept decidedly ahead of expenditures in all of the past five years. This can be attributed to the relatively low level of municipal facilities and services the Township has continued to provide while its population increased. Also coupled

Table CI-3

REAL ESTATE RECEIPTS

<u>Salem Township</u>						
<u>Year</u>	<u>Rate of Assessment</u>	<u>Assessed Valuation</u>	<u>Taxable Parcels</u>	<u>Tax Rate (Mills)</u>	<u>Tax Levy</u>	<u>Receipts</u>
1970	35%	\$ 6,175,122	2,509	8*	\$ 14,574	\$ 13,717
1971	35%	6,372,240	2,520	8*	14,949	14,258
1972	35%	6,619,280	2,595	12*	15,977	16,366
1973	35%	6,940,785	Not Reported	1.5**	10,412	10,514
1974	35%	7,181,470	Not Reported	1.5**	9,642	10,872

Source: Annual Audit and Financial Report for Salem Township

* Not uniform throughout the Township.

** Only for general purposes.

Table CI-4

SUMMARY OF GENERAL FUND EXPENDITURES

	<u>Salem Township</u>			
	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>
General Administration	\$ 4,251	\$ 4,670	\$ 6,607	\$ 9,133
Tax Collection	2,767	3,249	3,369	3,465
Township Building	12,154	17,417	23,719	1,095
Police Protection	906	1,548	1,694	1,686
Fire Protection	--	--	1,000	2,191
Planning and Zoning	465	636	768	1,501
Health and Sanitation	508	788	815	--
Water, Sewer & Electric	--	--	--	6,549
Highways	67,421	56,709	80,114	92,707
Miscellaneous	8,825	12,380	13,708	10,279
Non-Governmental Expenditures	34,285	40	4,716	14,370
Balance at end of year (cash, securities, and investments)	<u>37,588</u>	<u>43,151</u>	<u>55,613</u>	<u>75,883</u>
Totals	\$169,170	\$140,588	\$192,123	\$218,859
				<u>\$261,395</u>

Source: Annual Audit and Financial Reports for Salem Township

Table CI-5

SUMMARY OF RECEIPTS & EXPENDITURES

Salem Township

	<u>Receipts^A</u>	<u>Per Capita* Receipts</u>	<u>Expenditures^B</u>	<u>Per Capita* Expenditures</u>
1970	\$150,398	\$38.66	\$131,582	\$33.82
1971	112,365	28.88	97,437	25.04
1972	157,027	40.36	136,510	35.09
1973	163,244	41.90	142,976	36.8
1974	185,512	47.70	173,411	44.6

Source: Annual Audit and Financial Report for Salem Township

*Based on estimated 1970 population of 3,890.

^ADoes not include beginning years balance.

^BDoes not include year end balance.

with this factor is the sizable contribution of funds that State and Federal revenue sharing programs have contributed. If the community had to go independently without this extra funding, expenditures would have far out run receipts. Receipts and expenses have nearly doubled in the past five years.

Existing Debt and Debt Limitation

In the years 1970 to 1974, the Township did not make use of borrowed monies.

Implementation of proposed capital improvements will at times mean the borrowing of funds. Three methods of borrowing are open to the Township according to Pennsylvania Law.

1. General Obligation Bonds - These bonds are backed by the full faith and credit of the Township, and all property owners pay in proportion to the assessed value of their property. The amount of these bonds, outstanding at any one time, was limited by the State Constitution and State statutes to 15 percent of the Township's assessed valuation.

The 1968 Constitutional amendment, however, directed the General Assembly to prescribe the debt limits of all units of local government. This term includes all municipalities and all school districts. Article IX, Section 10, sets the following restrictions:

- a. The debt limitations shall be based upon a percentage of total revenues computed over a specific period immediately preceeding the year of borrowing.
- b. The debt shall exclude all indebtedness approved by the electors.
- c. The debt limit shall exclude all indebtedness for any project to the extent that it is self-liquidating or self-supporting or has heretofore been so defined.
- d. A covenant shall be adopted to make payment out of sinking funds sufficient to meet principal and the interest on unpaid indebtedness when said amount is due.

As a result of the foregoing material, the Local Government Limit Debt Act (Act 185 of 1972) was enacted to implement the debt limits previously mentioned for borrowing on bonds or notes, including tax anticipation notes.

Determination of Borrowing Capacity - To determine the limit of municipality indebtedness, the community must first determine the borrowing base. Section 102 (c) (3) of Act 185 defines the borrowing base as the annual arithmetic average of the total revenues for three full fiscal years immediately preceeding the incurring nonelectoral debt. Total revenues are defined as all monies received by the local government unit, excluding:

- a. Subsidies or reimbursements from the Federal or State government related to a particular project financed by debt.
- b. Revenues, notes, receipts, user charges, special assessments and special levies pledged for specific self-liquidating debt.
- c. Interest on monies in sinking funds or reserves which are pledged for the payments or security of outstanding debt.
- d. Grants and gifts designated for specified projects.
- e. Non-recurring receipts such as bond and noteproceeds and sale of capital assets.

As an example of this borrowing capacity determination, the table Summary of Projected Receipts and Borrowing Capacity indicates a rough approximation of the anticipated borrowing capacity for the next five year period. (See Table CI-6.)

Determination of the accurate Salem Township borrowing capacity for each oncoming year can be determined by completing the Borrowing Base Certifacate available through the Department of Community Affairs, Commonwealth of Pennsylvania.

2. Special Assessment of Bonds and Certificates - Special Assessment Bonds and Certificates are secured by compulsory levies on property owners to pay for improvements directly affecting their property; e.g., street paving, sewer and water projects. Special assessments can also be levied against properties normally exempted from property taxes; i.e., charitable institutions, churches and public organizations. Two methods for levying special assessments are as follows: Bonds are secured by the Township but financed by special assessment levies; or special assessment certificates may be issued.

If the latter method is chosen, the Township assumes no liability for repayment and the obligation rests entirely on the property owners benefited by the improvement.

Table CI-6

SUMMARY OF PROJECTED RECEIPTS & BORROWING CAPACITY, 1975-1980

Year	Total ¹ Receipts	Salem Township				Recommended Limit of Indebtedness	
		Estimated ² Receipts Available for Borrowing Base	Estimated ³ Borrowing Base	Estimated ⁴ Borrowing Capacity		40% Capacity	
						25% Capacity	
1972	\$ 144,638	\$ 86,783	\$ 116,278	\$ 290,695	\$ 72,674	\$ 116,278	
1973	218,858	145,768	131,111	327,728	81,944	131,111	
1974	261,395	156,837	129,796	324,490	81,122	129,796	
1975	313,674	188,204	163,603	409,007	102,252	163,603	
1976	376,408	225,844	190,295	475,737	118,934	190,295	
1977	451,689	271,013	228,354	570,885	142,721	228,354	
1978	542,027	325,216	274,024	685,061	171,265	274,024	
1979	650,432	390,259	310,829	777,073	194,268	310,829	
1980	\$ 780,518	\$ 468,310	\$ 394,595	\$ 986,488	\$ 246,622	\$ 394,595	

¹Assumes annual increase in receipts of 20% beyond 1974.²Assumes 65% of total receipts available for borrowing base.³Average of previous three years recognized receipts.⁴Borrowing capacity = borrowing base x 2.5.

Source: Local Unit Government Debt Act 185 of 1972.

3. Revenue Bonds - Revenue Bonds are secured entirely by the income derived from the operation of a public service for which a charge or service fee is made. Consequently, the bond is not a debt to the Township and borrowing is not regulated by constitutional or statutory limitations. Furthermore, since the bonds are retired by service fees, the municipality is free to use its property tax receipts for current expenses. A moral obligation to the community taxpayers should nevertheless be recognized since direct tax obligations or service fees involve individual monetary participation for community improvements.

Capital Improvements Program

It will now be necessary to identify capital improvements to be initiated over the coming five year period as set forth in proposals made throughout this Plan. These proposals will be arranged in a priority order that appears to be the most logical and most effective manner to best achieve maximum benefit to the community.

The table to follow entitled, "Capital Improvements Program" provides a summary of the proposed capital improvements and programs that might necessitate expenditures above and beyond ordinary Township expenditures. The table establishes the proposed expenditure program, the estimated total costs of the program, where possible, and the general method of financing to be utilized. The improvements are placed in one of three time period categories, short range, medium range and long range. This phasing of development framework is a function of current and anticipated need. The short range proposals are those needed within the next five years; the medium range - 5 to 10 years; and the long range categories includes improvements anticipated in 10 to 20 years. They are put forth on the assumption that the Township will continue to grow and that this growth can be directed and managed.

The Township will not be solely responsible for funding all proposed improvements. The financial responsibility for many capital

CAPITAL IMPROVEMENTS PROGRAM

Phasing	Proposal	Estimated Cost	Method of Financing
Short Range	Provide Sanitary sewer service from East Berwick to Beach Haven areas.	Not Available (N.A.)	E.P.A. Grant and Salem Township
Short Range	Provide sanitary sewer service to area west of Shickshinny Borough.	N.A.	E.P.A. Grant and Salem Township
Short Range	Recreation area in Bell Bend area.	N.A.	Solely by Pennsylvania Power and Light Company
Medium Range	Provide water service to area along Route 11 to Beach Haven.	(T.B.D.) To Be Determined	Salem Township and govern- mental grants
Medium Range	Provide sanitary sewerage service to Bell Bend area.	T.B.D.	Salem Township and govern- mental grants
Medium Range	Establishment of Police Department	T.B.D.	Salem Township - General Fund

CAPITAL IMPROVEMENTS PROGRAM

Phasing	Proposal	Estimated Cost	Method of Financing
Medium Range	Active recreation facilities along Susquehanna River.	N.A.	State and County
Medium Range	Expansion of the facilities or establish a neighborhood park in East Berwick area.	T.B.D.	Salem Township, grants and general fund.
Medium Range	Construction of Berwick Bypass routes.	T.B.D.	Solely by PennDOT
Long Range	Construction of elementary school to service Beach Haven and Bell Bend areas.	T.B.D.	Berwick Area School District
Long Range	Provide municipal water service to Bell Bend area.	T.B.D.	Salem Township, grants

improvements is to be shared by the various State or Federal aid programs, by school districts, municipal authorities and other private and/or public agencies, and public subscription.

As discussed previously three general methods of financing are available to the Township to defray these anticipated expenditures: general fund receipts, general obligation bonds and short-term capital loans.

Estimates of cost and source of funding for the Township's Short Range Capital Improvement needs are logically much more precise. Any attempt to speculate on the establishment of governmental aid programs or the continuance of existing programs would be impractical and arbitrary. Costs and sources of funding for capital improvements in the medium and long range phases will have to be dealt with once a solid need is expressed for them and within their fiscal and technological frameworks.

The short range programs provide the significant first-step proposals that are necessary for further improvements such as sewerage service in the East Berwick to Beach Haven area. As the Plan continues, the costs of proposed improvements become significantly greater. It is recommended that the Township continue to minimize as much as possible the level of deficit spending and borrowing so as to provide for a healthy borrowing capacity as the need for more costly improvements evolve. At this time the financial picture of the Township and its borrowing potential should be reviewed once again in order to establish methods of financing these improvements.

It will be necessary for the medium and long range programs to continuously be reviewed for the purpose of updating as called for by changing circumstances and needs. This continuous review

will also provide the means to refine cost estimates as well as adapt to changes that will occur in Federal and State grant-in-aid programs.

IMPLEMENTATION

IMPLEMENTATION

The transformation of the preceding recommended improvements and proposed actions of the Comprehensive Plan into a meaningful program of action depends upon the various governmental and quasi governmental agencies and bodies in the Township. A spirit of cooperation is needed between organizations to effectuate the Comprehensive Plan. If it is not accomplished, this can lead to the eventual abandonment of efforts to control the Township's growth. The actual preparation of this plan is only the initial step in the comprehensive planning process. The administrative tools utilized for the plan's implementation are detailed in this section.

Planning Commission

Through the State enabling legislation, the Planning Commission is empowered to act as an advisory to the Township Supervisors and to initiate, organize and assist in the implementation of the Comprehensive Plan. In its advisory role, the Commission is responsible for establishing communications between the various agencies involved with implementing the Plan. Also it should attempt to organize an education program to familiarize local residents with the planning program.

Listed below is a brief summary of the basic guidelines which the Planning Commission can follow:

1. Maintain open lines of communication with the Board of Supervisors by keeping it well informed on all planning activities and related actions such as sources of financial aid.
2. Hold regularly scheduled public hearings or meetings to accommodate the planning needs of the Township.

3. Consider and comment on all ordinances or regulations governing public improvements.
4. Approve or reject all proposals for land subdivision.
5. Initiate the creation or the revisions of ordinances pertaining to land use and development.
6. Cooperate with local, regional, County, State and Federal agencies involved with community planning and development.

Board of Supervisors

This body of government is legally authorized to implement or reject the proposals and recommendations of the Planning Commission. It is responsible for allocating funds for planning programs and administering the many tools for implementing the Plan.

A close industrious relationship with the Board is required for the Planning Commission to realize an effective program. The Board is obligated to consult the Commission on all planning matters. Every attempt should be made to maintain a cooperative relationship with the Commission by appointing at least one member of the Board to attend Planning Commission meetings and to deliver a report on the Commission's activities. Normally the minutes will suffice.

Legal Planning Tools

Only by certain legally enforceable administrative policies can the Comprehensive Plan be effectuated.

1. The Comprehensive Plan - Acts as a policy guide for the Township's decisions about the physical development of the community. It acts as the official statement of the Township Supervisors concerning desirable future physical development. It makes recommendations for short term and long range municipal improvements and should be the heart of the Township's planning program.
2. Zoning Ordinance - It is possibly the most effective planning tool available to the Township. The ordinance is an exercise of the basic police power of the State and local

governments to enact legislation to protect the public health, safety, morals and general welfare of its citizens.

It can provide for the logical systematic use of land by assuring the proper distribution and location of land uses and structures. The zoning ordinance is an instrument that can assure that land development is in accordance with the Comprehensive Plan.

The zoning process involves the creation of various districts. It permits land uses that would be best suited for each district. Minimum lot sizes and area requirements with regard to such factors as topography, the proximity of public facilities and utilities, desired population and building densities and surrounding development are among the factors considered for each district.

Unless enforced, the zoning ordinance is meaningless. Characteristics commonly associated with ineffective zoning ordinances are as follows:

1. The adoption by the governing body of unwise amendments based only on the applications of individual property owners with little reference to the Comprehensive Plan.
2. The granting of variances that dilute the intent of the ordinance.
3. Subdivision Regulations - An ordinance adopted by the Township governing the process of converting the Township's many acres of undeveloped land into building sites, or the resubdivision of existing recorded plots. If qualitative subdivision regulations can be adopted and effectively enforced, substandard, unsightly and uneconomical subdivision can be avoided. This will result in the preservation or rise in property values, and other facilities. It will allow the Township to control the street pattern and lot configurations so that the development will be safe, pleasant and economical

to maintain. Approval or disapproval of a subdivision by the Planning Commission is usually accomplished through plot approval procedures outlined in the Subdivision Regulations. This represents the strongest legal power usually delegated to the Planning Commission. Until a developer's subdivision design is approved by the Planning Commission, he is not permitted to make improvements, or to divide and sell his land.

Planned Residential Development Ordinance

One of the most promising innovations in the field of land development regulation in the past decade has been the increasing utilization of "planned residential development" ordinances by local governments. The basic concept behind these regulations is the idea that the municipality should establish certain general criteria concerning overall density, water supply and sewage disposal, percentage of open space, subdivision standards, and the like, and then permit the developer considerable flexibility within these criteria to develop his tract as he sees fit.

Rigid requirements for minimum lot size, setback and layout design which are imposed by traditional zoning regulations are relaxed in return for a development pattern which is sensitive to the slope of land, its wooded areas, and its streams. Planned residential development is an option which is available to a developer if he prefers it to traditional zoning regulations, provided he meets the standards set by local government.

Codes

After the Township adopts and implements the above mentioned land use controls, local officials should begin investigation into the formulation of building, electrical, housing and plumbing codes. Such tools of community maintenance establish minimum standards of construction, repair and upkeep for existing and new buildings. A

well integrated program of codes will create a base, below which no property in the community will be allowed to deteriorate, as well as the starting point from which higher standards of livability may be developed in new structures.

Governmental and Professional Assistance

Some of the more prominent governmental agencies at the State, Federal and Regional levels that can help Salem Township in realizing its development policies through loans, grants, and technical and administrative aid are: the U.S. Department of Housing and Urban Development, the U.S. Department of Agriculture (Farmers Home Administration), the Pennsylvania Department of Community Affairs, Luzerne County Planning Commission, and the Columbia and Luzerne Council of Governments.

Retaining the continuing services of a Planning Consultant can prove to be a very valuable method of effectuating the planning program. It is the function of such organizations to stay abreast of current planning techniques and governmental regulations and programs. This is particularly applicable to Salem Township, which could experience a great deal of growth but has no professional or full time staff to monitor the Township's development practices. The Luzerne County Planning Commission could also be helpful, within the limits of their staff size and availability.

Review of Plan

Possibly every five years the Comprehensive Plan should be reviewed and updated to reflect the changes in the character of the Township. All changes should be evaluated in terms of not negating the Plan's value as a long range guide for community development.

ENACTMENT

APPROVED ON: August 5, 1976

Enacted and ordained this _____ day of _____, 19____.

SALEM TOWNSHIP SUPERVISORS

Chairman

Secretary

ATTEST:

Secretary

(Seal)

Salem Twp., Luz. Co., Pa.
Aug. 5, 1976

A public hearing by the Salem Township Board of Supervisors was held on the above date at 7:30 P. M. in the township municipal building. Those in attendance were Supervisors Thomas Bower, and Samuel; Dr. Wm. Gearhart, Chairman of the Township Planning Commission; Geo. Evans of Kimball Associates, Zoning Officer Confer; interested citizens Donald Rinchimer, Randy Rinchimer, Clarence Laubach, and the Board's secretary.

The hearing was held to take action on a Proposed Comprehensive Plan, a Proposed Zoning Ordinance, a Proposed Subdivision and Land Development Ordinance, and a Proposed Planned Residential Development Ordinance.

All were passed except the zoning Ordinance. Objections were raised to the 150 ft. frontage on lots in agricultural, zoned land. The Board has 90 days to decide whether to change to 100 ft. frontage.

The hearing adjourned at 10:30 P. M.

E. Cleaver Geist, Secy.

EXISTING LAND USE MAP

SALEM TOWNSHIP

LUZERNE COUNTY, PENNSYLVANIA

PREPARED BY

L. ROBERT KIMBALL

ENGINEERS AND PLANNERS

PITTSBURGH, PENNSYLVANIA

SCALE 1" = 1000 FEET

SALEM TOWNSHIP PLANNING COMMISSION

LEGEND:

(Stippled pattern)	AGRICULTURE OR VACANT
(Diagonal lines \)	BUSINESS
(Diagonal lines /)	CONVENTIONAL SINGLE FAMILY DETACHED DWELLINGS
(Cross-hatched)	INDUSTRIAL
(Horizontal lines)	MOBILE HOME PARK
(Vertical lines)	PUBLIC OR INSTITUTIONAL
(Dotted pattern)	RECREATION, STATE GAME LANDS OR WOODED

THE PREPARATION OF THIS MAP WAS FINANCED IN PART THROUGH A PLANNING GRANT FROM THE DEPARTMENT OF COMMUNITY AFFAIRS UNDER THE PROVISIONS OF ACT 21A APPROVED JUNE 26, 1974 AS ADMINISTERED BY THE PLANNING, ZONING, AND COMMUNITY DEVELOPMENT DIVISION, PENNSYLVANIA DEPARTMENT OF COMMUNITY DEVELOPMENT.

PROPOSED LAND USE MAP

SALEM TOWNSHIP

LUZERNE COUNTY, PENNSYLVANIA

PREPARED BY

L. ROBERT KIMBALL

ENGINEERS AND PLANNERS

PITTSBURGH, PENNSYLVANIA

SALEM TOWNSHIP PLANNING COMMISSION

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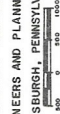
LEGEND:

[Pattern]	AGRICULTURE OR VACANT
[Pattern]	BUSINESS
[Pattern]	CONSERVATION OR RECREATION
[Pattern]	INDUSTRIAL
[Pattern]	PUBLIC OR INSTITUTIONAL
[Pattern]	RESIDENTIAL
[Pattern]	HIGH DENSITY
[Pattern]	MEDIUM DENSITY
[Pattern]	LOW DENSITY
[Pattern]	MOBILE HOME PARK

THE PREPARATION OF THIS MAP WAS FINANCED IN PART THROUGH A PLANNING GRANT FROM THE DEPARTMENT OF COMMUNITY AFFAIRS UNDER THE PROVISIONS OF ACT 214 APPROVED JUNE 26, 1974 AS ADMINISTERED BY THE BUREAU OF PLANNING, PENNSYLVANIA DEPARTMENT OF COMMUNITY AFFAIRS.

HIGHWAY IMPROVEMENTS AND MAJOR THOROUGHFARE MAP SALEM TOWNSHIP

LUZERNE COUNTY, PENNSYLVANIA
PREPARED BY
L. ROBERT KIMBALL
ENGINEERS AND PLANNERS
PITTSBURGH, PENNSYLVANIA
SALEM TOWNSHIP PLANNING COMMISSION
JUNE, 1975



JUNE, 1975



- LEGEND
- MAJOR THOROUGHFARE
 - ROUTES UNDER INVESTIGATION
 - FOR "BENICIA BELTWAY"
 - 6700 TOTAL TRAFFIC
 - TOTAL TRAFFIC IS THE 1971 ANNUAL
 - PERCENTAGE INCLUDING SATURDAYS
 - AND SUNDAYS
 - SOURCE: PENNSYLVANIA DEPARTMENT OF TRANSPORTATION
 - BUREAU OF TRANSPORTATION PLANNING STATISTICS
 - HORIZONTAL CURVE IMPROVEMENT
 - VERTICAL CURVE IMPROVEMENT
 - SIGHT LINE DISTANCE CORRECTION
 - UNIMPROVED ROAD

THE PREPARATION OF THIS MAP WAS FINANCED IN PART
THROUGH A PLANNING GRANT FROM THE DEPARTMENT OF
COMMUNITY AFFAIRS, PENNSYLVANIA, AND PART BY A
GRANT FROM THE BUREAU OF TRANSPORTATION PLANNING
STATISTICS, PENNSYLVANIA DEPARTMENT OF TRANSPORTATION.