



2005 State Land Use and Growth Management Report



My Fellow Pennsylvanians –

Pennsylvania is a Commonwealth rich in resources. We have been blessed with abundant natural resources, forests, streams, rivers and farmland that is the envy of many; with historic resources that reflect the key role Pennsylvania played in the birth and growth of our nation and the preservation of our freedom; educational institutions that graduate some of the brightest minds in our country; urban centers that served as the foundation of the industrial revolution. We are at a critical crossroad, however, and local government officials, business officials, educators and citizens across the Commonwealth are increasingly recognizing the necessity of wisely using, preserving and protecting our land and natural resources.

Thomas Jefferson, former president and one of our nation's greatest champions of the rights of man and representative democracy once said..."Our land was not given to us by our parents and grandparents....It is on loan from our children and grandchildren."

Collectively, we have begun to acknowledge the vital connection between comprehensive planning and effective community and economic development. Indeed, our economy, our environment and our very quality of life are dependent on the decisions each of us makes regarding the use of this precious resource. The decisions we make today will determine whether our children and our children's children will be able to enjoy our natural and historic resources and the quality of life that we treasure.

Amendments to the Pennsylvania Municipalities Planning Code in 2000 provided for the Governor's Center for Local Government Services to issue a Land Use and Growth Management Report at five-year intervals beginning in 2005. I am pleased to be able to present this first report to state and local decision-makers and to all Pennsylvanians.

This report is a snapshot look at the "state of our state" with respect to land use issues. For example, the 2000 amendments to the Municipalities Planning Code provided a number of special tools and incentives to encourage more intergovernmental approaches to municipal planning. One of the key findings of this report has been the response of local government to those incentives. By September 2005, approximately 760, or 30 percent of local governments, had undertaken multimunicipal comprehensive planning processes. This demonstrates the value of the changes in the Planning Code and represents a real recognition of the importance of cooperative planning. This number will only continue to grow in future years as we work collaboratively to provide Pennsylvanians with a high quality of life, whether they choose to live in a rural community, a suburb, a small town or a city.

I trust you will find our report insightful on the progress made over the last five years on land use issues in the Commonwealth and will join with me in our collective effort to build upon the successes achieved to date in the coming years.

Fred Reddig

Executive Director, Governor's Center for Local Government Services

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Purpose and Intent: Why this Report?

Acts 67 and 68 of 2000 introduced the most significant changes to the Pennsylvania Municipalities Planning Code (MPC, Act 247 of 1968) in more than a decade and are the cornerstones of Pennsylvania's land use planning initiative. As a result of these amendments, MPC Section 307 mandates that the Governor's Center for Local Government Services (the Center) prepares a comprehensive State Land Use and Growth Management Report every five years, beginning in 2005.

This inaugural issue of the Center's Land Use and Growth Management Report (2005 Report) fulfills the Report provisions of the MPC by providing an assessment of statewide and regional growth and development patterns and offering a series of strategic policy recommendations to Commonwealth agencies for coordination of executive action, regulations and programs.

State Land Use and Growth Management Report Defined:

"A comprehensive land use and growth management report to be prepared by the Center for Local Government Services, which shall contain information, data and conclusions regarding growth and development patterns in this Commonwealth. It will offer recommendations to Commonwealth agencies for coordination of executive action, regulation and programs."

— Pennsylvania Municipalities Planning Code

Foundation: What preceded this Report?

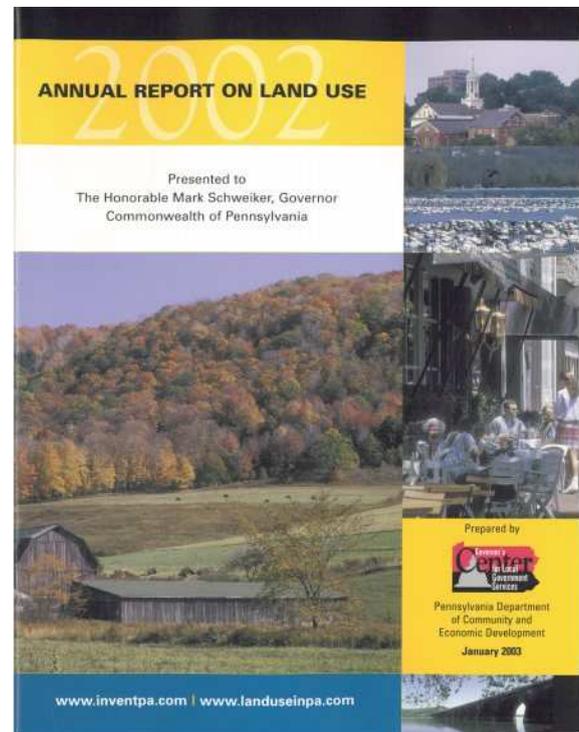
Since the 1960s, Pennsylvania has developed policy and enacted legislation to address one of the Commonwealth's most pressing environmental, social and economic issues — the use of land. Recognizing the important role that county and municipal governments play in successfully protecting this invaluable resource, Executive Order 1999-1 designated the Center as the principal State entity for land use assistance and monitoring. Since then, the Center has become the primary point of contact for county and municipal land use planning initiatives.

Following Executive Order 1999-1 and the 2000 amendments to the MPC, the Center joined forces with the State's Sound Land Use Advisory Committee and the Interagency Team on Land Use — both created as a result of the Executive Order — to identify Pennsylvania's land use policies and promote more effective land use management practices.

In the summer of 1999, one of the Center's and Interagency Team on Land Use's first accomplishments was a series of 53 grassroots forums involving approximately 4,000 participants. The forums' purpose was to give Pennsylvanians an opportunity to voice their opinions regarding land use.

Since Executive Order 1999-1 was issued in January 1999, the Center has submitted a series of annual land use reports to the Governor, detailing land use planning and technical assistance achievements and progress in Pennsylvania. This annual reporting process will continue and will reflect the Center's achievements of the

preceding year and map out its program strategy for the following year with regard to land use planning, technical and financial assistance, and local government training and education. Future annual reports will also report on the progress made to implement the recommendations of this and future five-year reports, the State Action Plan from the 2003 Conference on Land Use and Transportation for Economic Development and other significant reports by the Center.



2002 Annual Report on Land Use

The information and data collected through the Center's outreach and research efforts were used to develop reports and tools described below:

2005 Report and executive summary map – As presented herein, this Report represents the culmination of a multi-year research and study effort on Pennsylvania's growth and development patterns. The Report also includes a two-sided foldout map, which provides a graphical executive summary of the Report. Additional and supporting information and data tools resulting from this work are as follows:

4 County and regional land use profiles – Land use profiles were developed for all 67 Pennsylvania counties and nine regional reporting areas (Figure 1). These were based on interviews and input received from each county planning agency and through focus groups conducted with all nine regions. These profiles are living documents to be used frequently by State and local governments, as well as nongovernment organizations, to document the status

of existing and future land use and development trends and issues. These documents will also be used by the Center to support the development of future reports. These documents are accessible through the Center's website at www.landuseinpa.com.

Enhanced land use website – The 2005 Report development process generated a wealth of information and data that supported the preparation of this Report. Such information and data includes the 1992 and 2000 land use/land cover data sets presented herein. This information provides a foundation on which future land use reports and research can be based and maintained as a dynamic spatial data repository. The Report, as well as the land use/land cover data sets, can be accessed through the aforementioned website.

Process: How was this Report prepared?

The Center spearheaded a collaborative effort to inventory the Commonwealth's most pressing land use trends and issues. Considering the diversity and complexity of the State's population growth and land development patterns, the Center initially developed a multi-level outreach effort to obtain information and data for this Report. Interviews and focus group research were conducted with all 67 county planning agencies and across the nine regions (Figure 1), which convened both community planning and economic development officials. The Center supplemented this research by conducting interviews with various public and private stakeholders, which included representatives from the five local government associations and other organizations such as the Pennsylvania Economic Development Association, Pennsylvania Planning Association, Smart Growth Partnership of Westmoreland County, 10,000 Friends of Pennsylvania, Pennsylvania Economy League, Sustainable Pittsburgh, Pennsylvania Builders Association and the National Association of Industrial and Office Properties. Input was also obtained from the Interagency Team on Land Use and the State Planning Board. A complete listing of the Center's project stakeholders is provided in the Acknowledgements section of this Report.

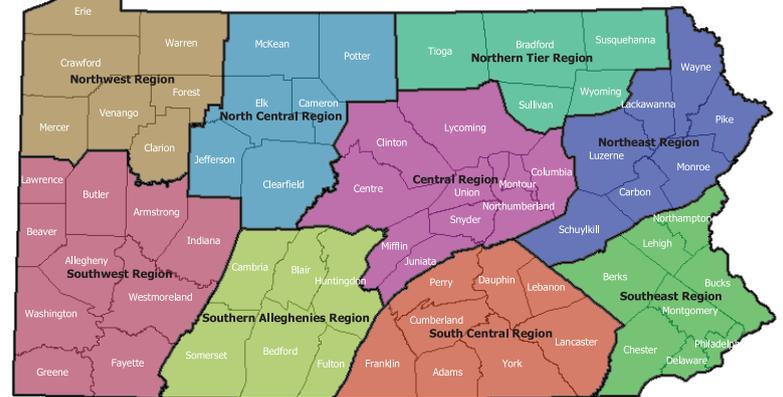
Literature reviews were also used to identify findings from relevant State agencies' reports and studies. These included:

- Report of the 21st Century Environment Commission (1998);
- Nine Regional Economic Development Conference Reports (2002-2003) resulting from the Governor's nine Regional Economic Development Conferences;
- Statewide Action Plan (February 2004) resulting from the 2003 Conference on Transportation and Land Use for Economic Development;
- Nine Regional Conference Plans resulting from the 2005 Regional Conferences on Transportation and Land Use for Economic Development;
- The Center's Annual Land Use Reports (1999-2004);
- Interagency Land Use Report (August 2000);
- Land Use Trends in Pennsylvania (January 2000);
- Land Use in Pennsylvania: Practices and Tools, An Inventory (January 2000);
- Pennsylvanians Speak: Sound Land Use Forums Report (January 2000); and
- Land Use Executive Orders 1993-3, 1999-1 and 2004-9.

Literature reviews were also performed using research and reports developed by various project stakeholders.

FIGURE 1 – Regional Reporting Delineations

Source: Governor's Center for Local Government Services



The Center also collected and analyzed existing quantitative and spatial data — to the extent that such data was available — to develop an approximate measure of Pennsylvania's growth and development patterns over time. This approach was challenging due to the lack of a historic, statewide, parcel-level, land use/land cover data. Without this information, the Center could perform only broad analyses of Pennsylvania's land use and growth trends. Despite this challenge, data was retrieved from a variety of federal and State sources, including the U.S. Census Bureau, U.S. Geological Survey, U.S. Department of Agriculture, Penn State University, Pennsylvania State Data Center and from various State agencies, including the Department of Agriculture, Department of Community and Economic Development, Department of Conservation and Natural Resources, Department of Environmental Protection and Department of Transportation.

These approaches proved invaluable to the preparation of the 2005 Report because they:

- identified diverse land use trends and issues and validated that a "one-size fits all" solution to land use planning and management is not viable in Pennsylvania;
- provided the foundation on which the 2005 Report's recommendations are built;
- substantiated the need for building strong public-private partnerships; and
- created a series of county and regional land use profiles to serve as a discussion and action agenda for county planning agencies, regional planning organizations, public and private stakeholders and the Center.

Implementation:

How will this Report be used?

This Report provides policy recommendations to Commonwealth agencies for the coordination of executive action, regulation and programs. The intended audience also includes local governments, regional planning organizations, the general public, private-sector groups and other nongovernmental organizations. Successful implementation of the recommendations will require the dedication, support and collaboration among and between the Governor, General Assembly, State agencies, the Center, State Planning Board, county and municipal governments and the public.

Message:

What are key themes in this Report?

Pennsylvania's growth and development patterns are decentralizing. While Pennsylvania's long-term population growth rates have been steadily declining, more land that is farther from traditional population centers is being used. Increases in land consumption have not been accompanied by commensurate growth in the Commonwealth's population and economy.

Pennsylvania needs better information to make well-informed decisions. The Commonwealth's decision-making capabilities are challenged by the lack of standardized and detailed land use/land cover information. Such information is necessary to accurately measure and track Pennsylvania's growth and development patterns.

Land use planning is integral to Pennsylvania's economic success.

A major theme that resounded throughout the Report development process was the need to link economic investments with a community's vision and broader development objectives. A comprehensive plan is the practical tool for this. It ties together economic development priority projects with complementary strategies for neighborhoods, roads, utilities, and unique natural and historic assets, all part of a community's package for economic success. According to Martin (Marty) Marasco — President and CEO, Altoona-Blair County Economic Development Corporation — “A well-developed local multimunicipal land use plan is an essential component of a healthy economic development program for any community. It shows investors and citizens that communities are serious about creating a positive balance between business needs, quality of life issues and the environment.”

One size does not fit all. Although one size truly does not fit all in Pennsylvania, too many State and local leaders have allowed themselves to use that fact as an excuse for inaction, and the State cannot afford inaction on these issues. Broadly accepted statewide objectives, combined with local flexibility on the means to achieve those objectives, are needed.

There is a need for continuing education and training for Pennsylvania's elected and appointed government officials.

The MPC empowers county and municipal government officials to plan for community and economic development through comprehensive planning, zoning, and subdivision and land development ordinances. There is, however, an ongoing need to strengthen its capacity to properly address the many complex community and economic development issues.

Interagency and intergovernmental coordination provides consistency among and between State and local policies.

Coordination between county and municipal governments is essential to ensure that local community and economic development goals are recognized and implemented consistently. Furthermore, coordination among State agencies, offices and departments is also important to provide consistency in State policies and programs. Such coordination ensures that Pennsylvania's finite resources are used strategically and equitably to produce the greatest good for the greatest number of citizens.

Collaboration among and between the public and private sectors is necessary to strengthen community planning and economic development efforts. Strong collaborative partnerships provide the financial resources, technical expertise and leadership necessary to develop high-quality community and economic development projects.

Pennsylvania must: Capitalize on its assets; maximize the use of existing land use management tools; and build on existing community and economic development efforts. Pennsylvania is rich with assets — from its prime agricultural land, open space and woodlands to its historic resources, educational institutions and cultural diversity found in its bustling cities, small towns and rural communities. Various land use planning and management tools are offered through the MPC, and business and community grant and loan programs are offered through the Economic Stimulus Package, Growing Greener II and other financial assistance programs. As a result, public and private entities now have a greater opportunity to leverage these resources to plan for the future and achieve their community development objectives.



“Establishing a cooperative and collaborative program that facilitates data-sharing between counties and the State is a difficult and challenging prospect. The State does not have the capability nor capacity to combine 67 different data formats for each of the defined PAMAP data layers into one comprehensive statewide GIS layer database.”

— James Knudson, Director
Bureau of Geospatial Technologies
Governor’s Office of Administration

Undoubtedly, Pennsylvania is making progress toward promoting land use planning and coordinating community and economic development. The issuance of this Report parallels the many proactive and strategic community and economic development efforts being undertaken by the Commonwealth. Such efforts include:

- the passage and implementation of the Economic Stimulus Package;
- the implementation of Growing Greener II;
- the issuance of Executive Order 2004-9, which established the Economic Development Committee of the Cabinet and further advanced the roles and responsibilities of the Interagency Team on Land Use;
- a strategic effort to target Pennsylvania’s investments through the implementation of the Keystone Principles & Criteria for Growth, Investment & Resource Conservation, which will be used by all State agencies in their decision-making processes;
- 10 State agencies agreeing to a consistent implementation policy for:
 - considering and relying upon comprehensive plans and zoning ordinances to make decisions on funding and permitting of facilities and infrastructure (Pennsylvania MPC Sections 619.2 and 1105) and
 - providing priority to the implementation of multimunicipal comprehensive plans (Pennsylvania MPC Section 1105);
- the reinstatement of the State Planning Board;
- the 2003 Conference on Transportation, Land Use and Economic Development and subsequent development and implementation of the Conference Action Plan; and
- the nine Regional Conferences on Transportation, Land Use and Economic Development held in May and June 2005.

Collectively, these efforts represent a unique opportunity to advance planning in the State and to leverage available resources to overcome Pennsylvania’s renewal challenges. In light of these efforts, substantial work remains and must be recognized and championed by the citizens of the Commonwealth.

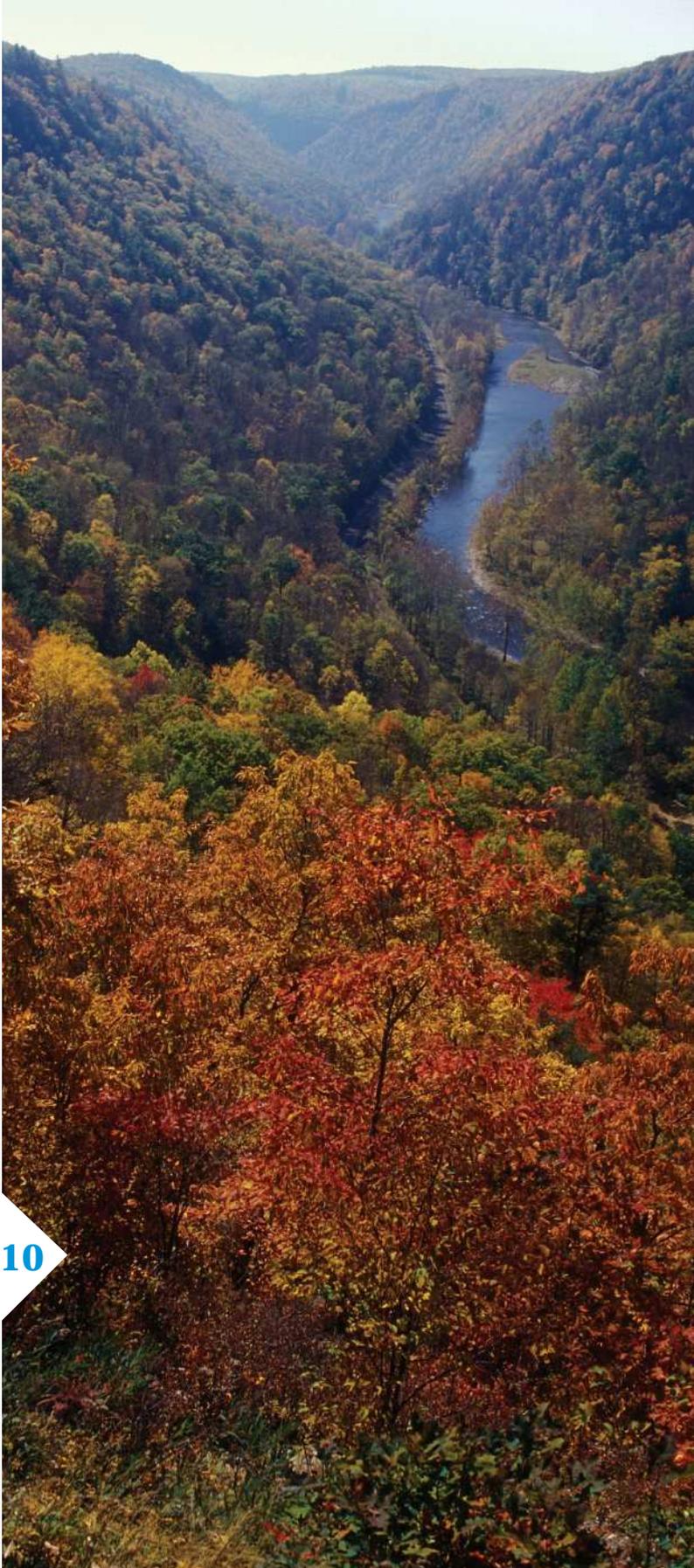
GROWTH AND DEVELOPMENT PATTERNS

The MPC directs the Center to provide “information, data and conclusions regarding growth and development patterns” throughout the Commonwealth.

This section draws such conclusions, which are supported by existing information and data and are further corroborated by discussions with the State’s 67 county planning agencies, county and municipal government associations, State agencies and other stakeholders.



PENNSYLVANIA'S DEVELOPMENT PATTERNS ARE GEOGRAPHICALLY DISPARATE.



Pennsylvania is home to a diverse population dispersed across an equally diverse landscape. According to David Cuff in “The Atlas of Pennsylvania,” “The Pennsylvania landscape is a varied, complex and fine-grained mosaic — indeed one of the most diverse human landscapes in the American union.”¹

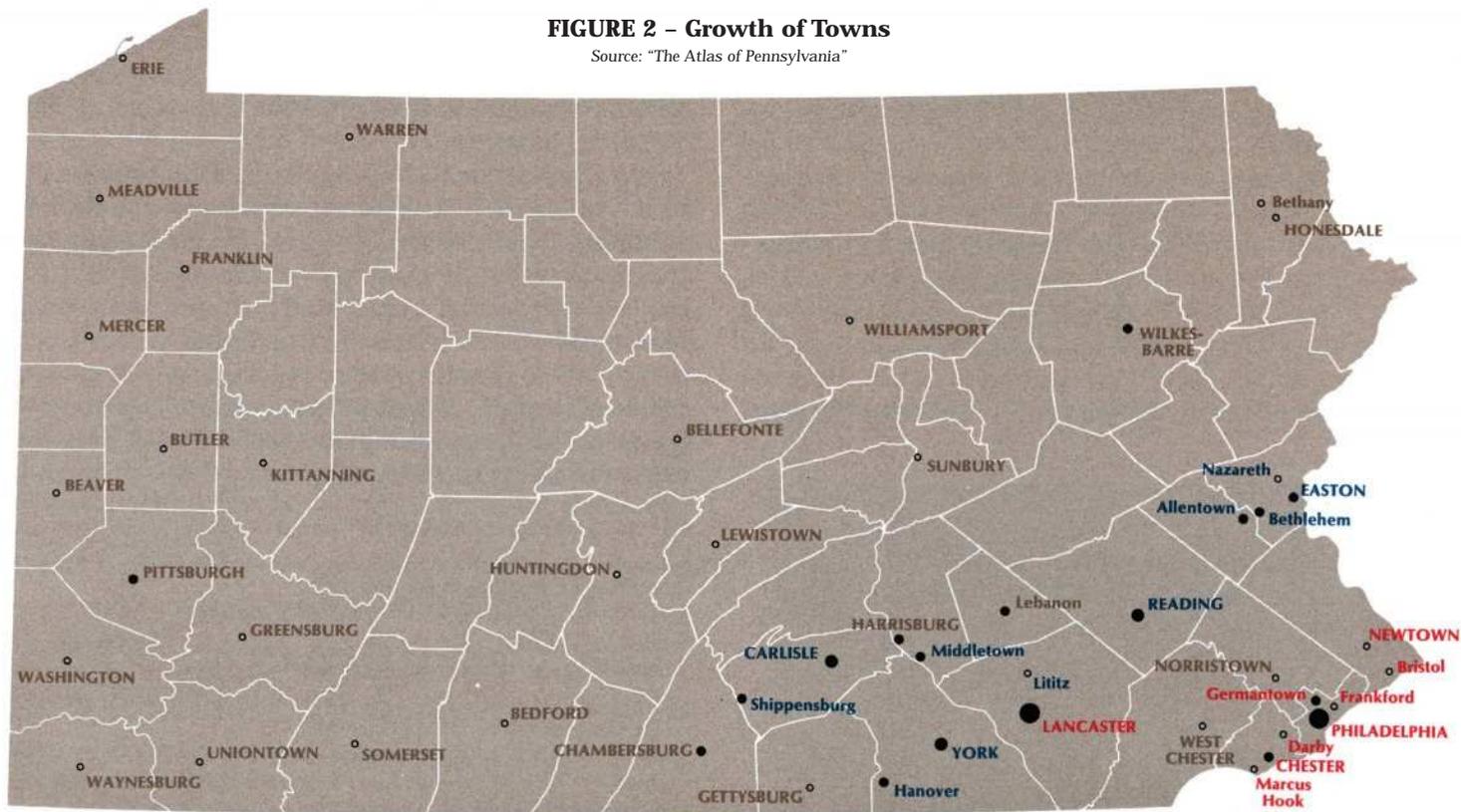
Migration and settlement patterns of Penn’s Woods were influenced by Pennsylvania’s complex topography, soils and climatic regions. Today, one can easily observe the relationship between Pennsylvania’s physical and human geographies in the strategic location of urban, suburban and rural communities as well as the railroads and highways connecting them. Early settlement and development of Pennsylvania was determined by geographic considerations, such as soil, topography and climate. Figure 2 illustrates the growth and distribution of Pennsylvania’s early settlements.

Although the initial settlements of Penn’s Woods in the Piedmont Region (Figure 3) were easily accommodated by relatively flat terrain, waterways and excellent agricultural soils, the frontier beyond — particularly the Allegheny Plateaus Region — posed more formidable challenges. According to Cuff, “The settlers encountered markedly varied topography, soils and climatic regimes, which influenced not only the rate and density of settlement but also the kind of development that ensued.”

The Allegheny Plateaus Region, as illustrated in Figure 3, is the largest landform region in the Appalachian Mountains and is defined by rolling uplands cut by deep, steep stream valleys. This region covers the entire western and northern portions of Pennsylvania and topographically, sharply contrasts the linear ridge and stream valleys of the southern and eastern reaches of the State. The eastern end of the Allegheny Plateaus is sharply defined by a large rounded cliff, which demarcates the Allegheny Front and the beginning of the Ridge and Valley landform region. The Allegheny Front is referenced throughout this Report, as it often serves as a dividing line for disparate growth and development trends.

FIGURE 2 – Growth of Towns

Source: "The Atlas of Pennsylvania"



Population in 1800

- Over 5,000
- 2,500 – 5,000
- 500 – 2,499
- Under 500

Towns Settled by

- 1730
- 1760
- 1790

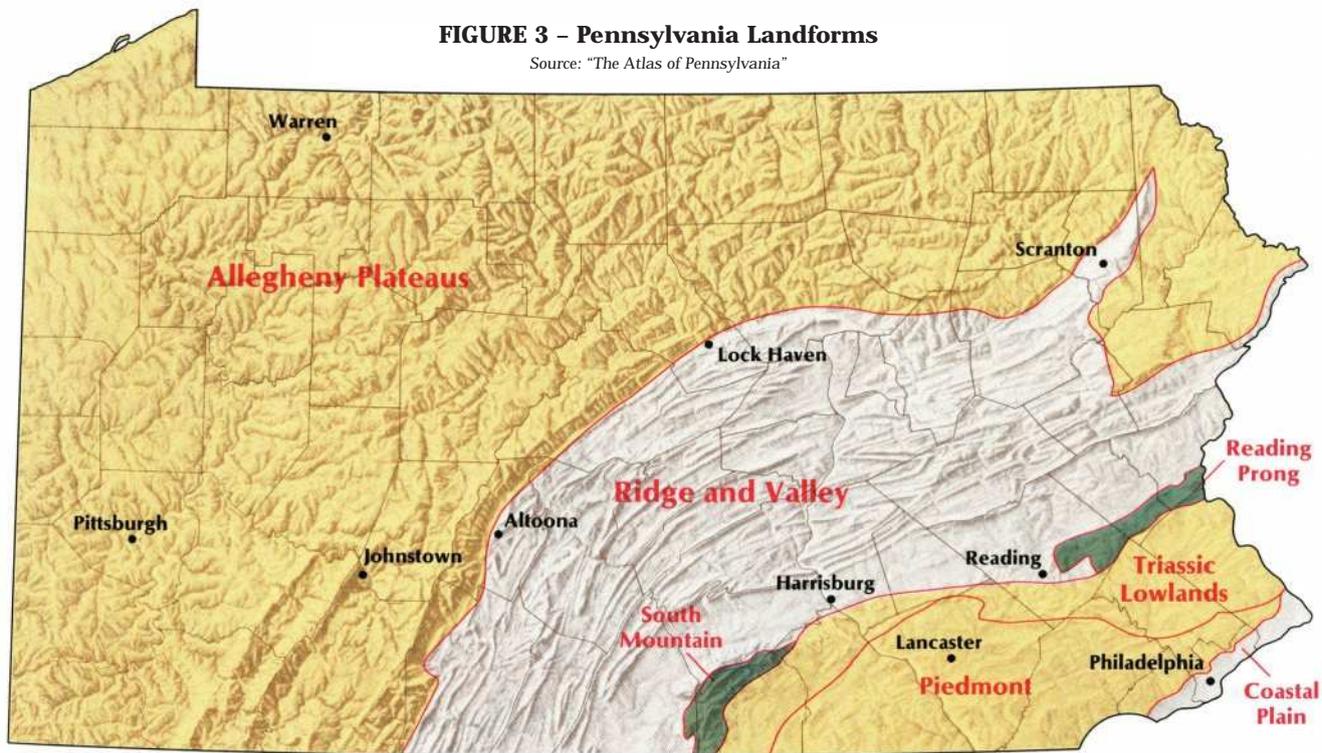
County seats shown in capital letters.

Notes:

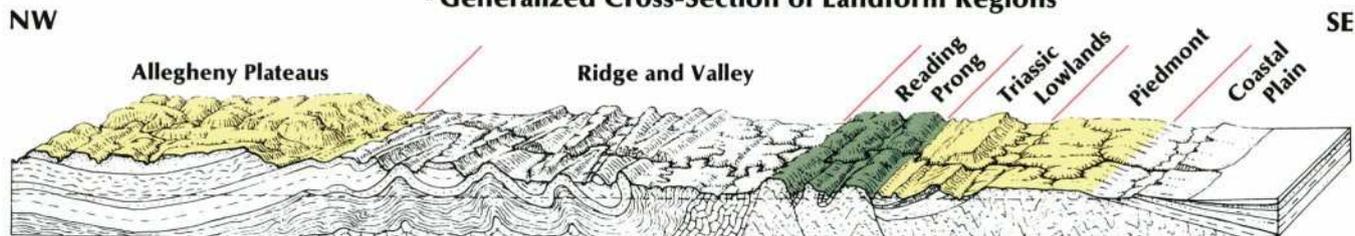
- (1) Philadelphia's population in 1800 was 67,811.
- (2) County seats are as of period of settlement.
- (3) Bristol was the Bucks County seat until 1724 when the county seat was moved to Newtown.
- (4) Chester was the Chester County seat until Delaware County was formed in 1789. Media became the county seat of Delaware County.

FIGURE 3 – Pennsylvania Landforms

Source: "The Atlas of Pennsylvania"



2 Generalized Cross-Section of Landform Regions





PENNSYLVANIA'S POPULATION GROWTH IS RELATIVELY STAGNANT, WHILE LAND DEVELOPMENT AND SETTLEMENT PATTERNS ARE EXPANDING OUTWARD FROM DENSELY POPULATED URBAN AREAS.

Historic Population Growth

Historically, Pennsylvania has been one of the nation's most populated states, and its population of 12,281,000 (2000 Census) ranks sixth in the nation. A look at Pennsylvania's trends over the past 200 years reveals that the State achieved a growth rate of 20 percent or more through 1910 (Figures 4 and 5). After 1930, however, the Commonwealth's population growth never exceeded 10 percent and its share of the national population declined rapidly.

Recently, Pennsylvania's 3.4 percent growth during the 1990s indicated only modest improvement, exceeding that of only two states — West Virginia (0.8 percent) and North Dakota (0.5 percent).

FIGURE 4 - Pennsylvania's Historic Population Growth and Share of U.S. Population: 1790-2000

Source: U.S. Census Bureau

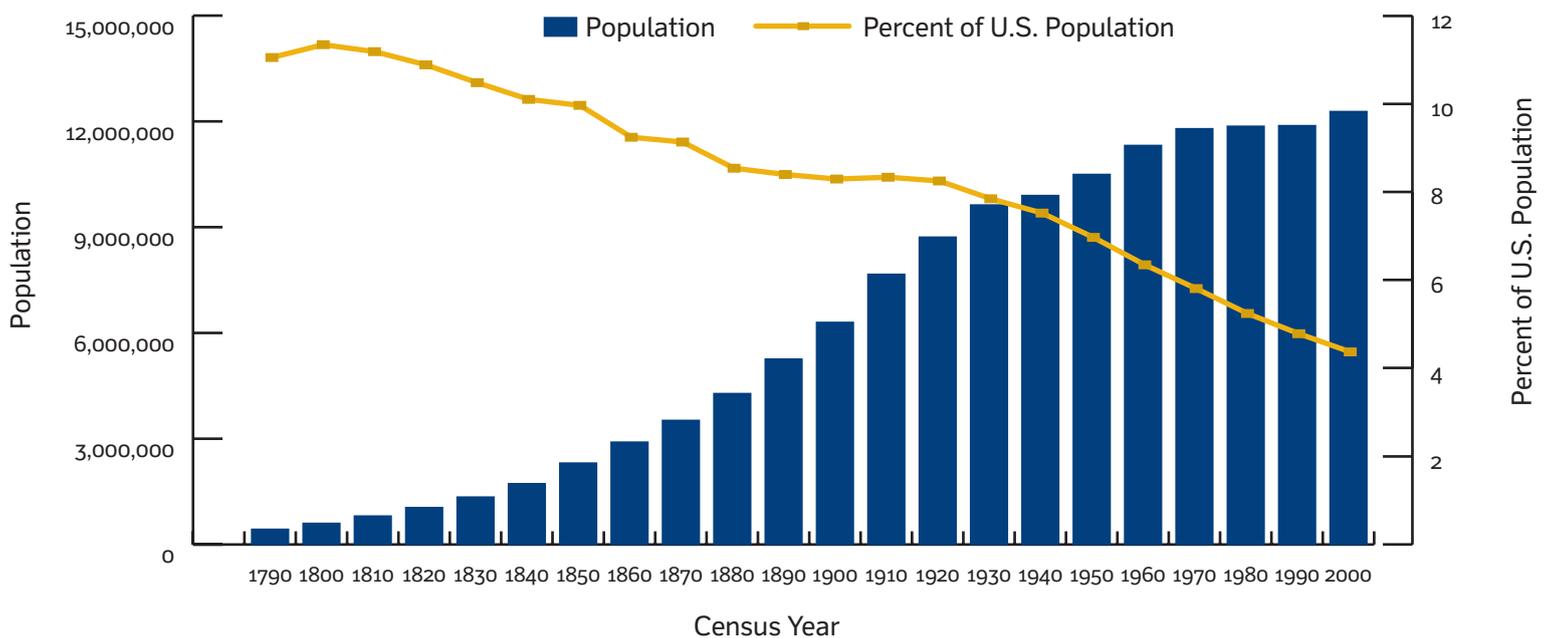
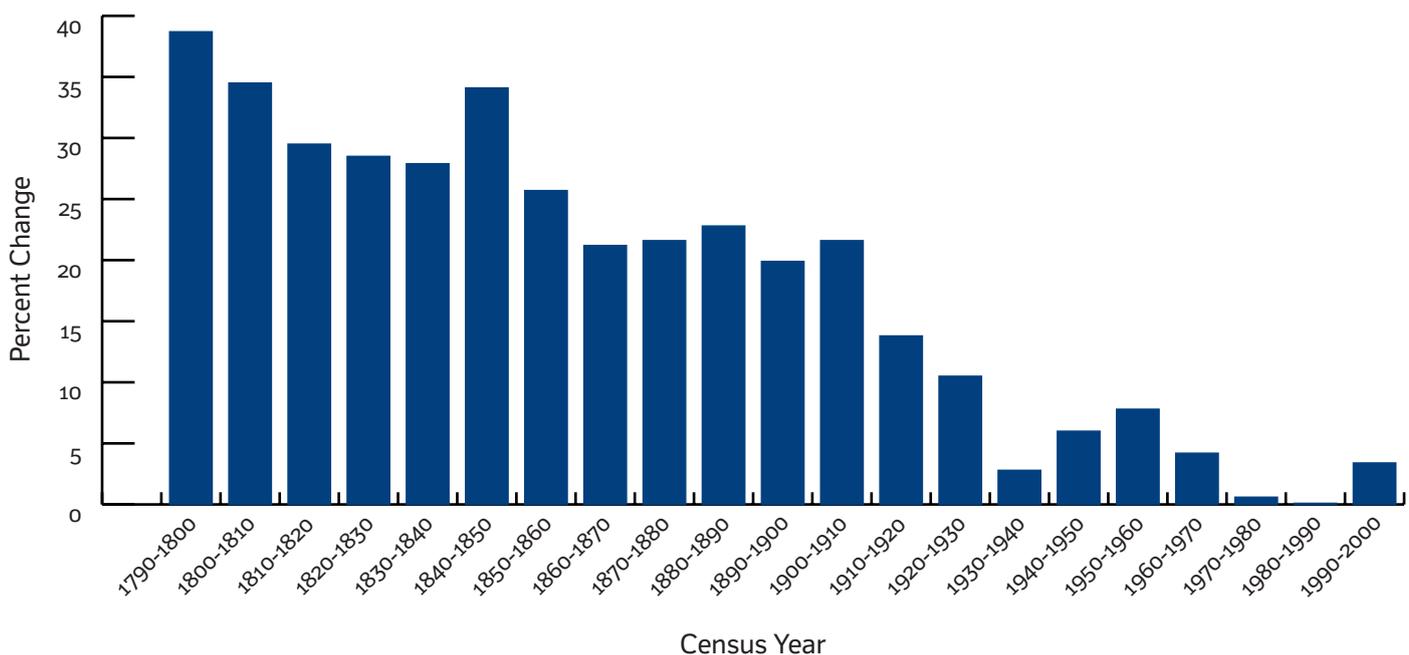


FIGURE 5 - Pennsylvania's Historic Population Growth Rates: 1790-2000

Source: U.S. Census Bureau



Pennsylvania experienced considerable migration activity during the 1990s.

The 2000 Census reported that from April 1995 - April 2000, 131,296 people migrated out of Pennsylvania (interstate) and 1.5 million people migrated between the State's counties (intrastate). These migration trends demonstrate that an overwhelming majority of Pennsylvania's population is shifting internally from one county to another, contributing to the State's disparate population growth and land development patterns. A regional analysis of Pennsylvania's migration trends follows.

Migration Defined:

Migration is commonly defined as the movement of people from one jurisdiction or locality to another.

The migration data discussed on this page is derived from a two-part question on the 2000 Census long form regarding place of residence in 1995. The first part of the question asked if the respondent lived in the same house or apartment five years earlier

(April 1, 1995). Respondents answering

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"No, different house in the United States" were then asked where they lived five years earlier. Responses to the question identify the number of people who moved between counties from April 1, 1995 - April 1, 2000.

— U.S. Census Bureau

Dominant Migration Trends by Regional Reporting Delineations

- **Northeast** (interstate net gain) – Monroe and Pike counties' migration influx (net gain of 18,933 people) is attributable to the immigration of former residents of New York and New Jersey, most notably the five boroughs of New York City.
- **Southeast** (intrastate net gain/interstate net loss) – For the most part, southeastern counties largely traded residents; Chester, Montgomery, Bucks and Berks counties' migration gains originated from other Pennsylvania counties. Philadelphia lost many of its residents to the neighboring counties of Montgomery, Bucks, Delaware and Chester. The most notable net loss of Delaware County residents was to counties in neighboring states, such as New Castle and Sussex counties in Delaware, and Gloucester and Cape May counties in New Jersey.
- **South Central** (interstate and intrastate net gains) – York and Adams counties' net gain of new residents is attributable to movers from the neighboring state of Maryland, while Cumberland County's migration increase is attributable to intrastate movers from other Pennsylvania counties.
- **Central and Southern Alleghenies** (intrastate net gain and interstate/intrastate net losses, respectively) – Centre County received a significant number of new residents (more than 16,000) from other Pennsylvania counties. Centre County gained new residents from Allegheny and Bucks counties in significant numbers, but also in smaller numbers from southeast, south central and southwestern counties. Cambria and Blair counties experienced significant net losses of population attributable to both interstate and intrastate movement.
- **Northwest and Southwest** (interstate net loss/intrastate net gain) – Allegheny, Westmoreland, Beaver and Erie counties' most noticeable trend was the gap between those moving out of the State and the lack of out-of-staters moving into these counties. The migrating residents of these counties moved to various hot spots across the country, most notably to the American Southeast and Southwest. Butler and Indiana counties' net gain of migrants came chiefly from Allegheny and Westmoreland counties.
- **North Central and Northern Tier** (interstate and intrastate net losses) – The counties of the North Central and Northern Tier regions experienced a net loss of residents. North Central's loss is attributable to intrastate movement, while Northern Tier's loss is attributable to interstate movement, especially to neighboring New York counties.

Pennsylvania's MSAs exhibit disparate population growth trends.

A closer look at Pennsylvania's population growth trends may be obtained by examining population growth of the State's Metropolitan Statistical Areas (MSA). The population growth trends illustrated in Figure 6 reveal three distinct growth patterns based on the MSA's geographic location within the State. First, the four MSAs located east of the Allegheny Front (York, Lancaster, Reading and Allentown-Bethlehem) experienced population growth in their cities and boroughs and growth in their suburban and rural townships. These trends supported the strong overall growth of these MSAs.

The second growth pattern is present in the State College, Harrisburg/Lebanon/Carlisle, Philadelphia, Erie and Williamsport MSAs. These MSAs experienced overall population losses in their cities and boroughs but had relatively strong population growth in their suburban and rural townships.

The final growth pattern is present in the remaining MSAs. These MSAs experienced overall population losses, the largest of which can be attributed to their respective cities and boroughs.

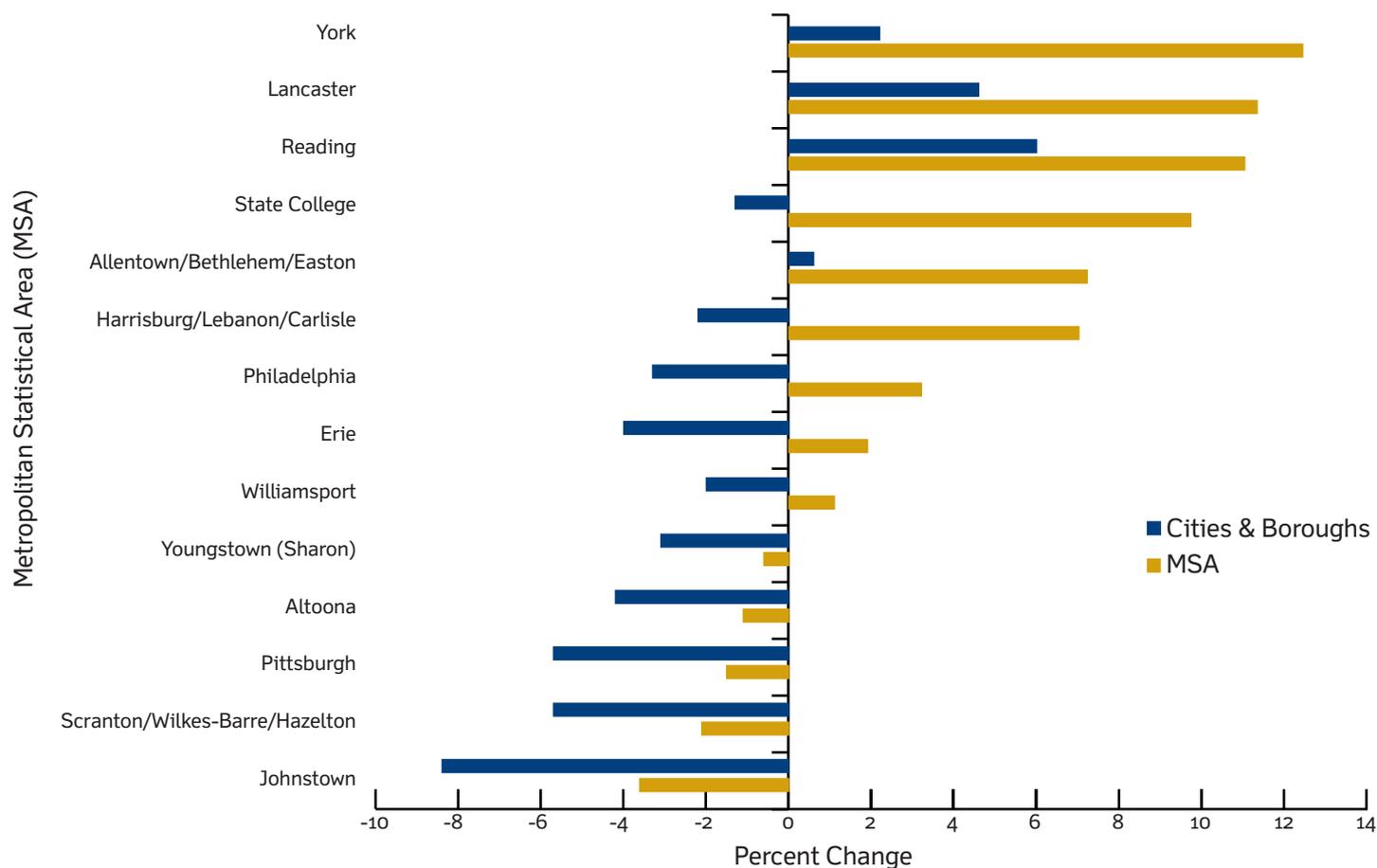
MSA Defined:

A MSA, or metropolitan statistical area, is a county or group of contiguous counties that contains at least one city with a population of 50,000 or more or includes a Census Bureau-defined urbanized area of at least 50,000 with a metropolitan population of at least 100,000. In addition to the county containing the main city or urbanized area, a MSA may contain other counties that are metropolitan in character and are economically and socially integrated with the central counties.

— U.S. Census Bureau

FIGURE 6 - Percent Change in Population for Selected MSAs, Cities and Boroughs, 1990 and 2000

Source: U.S. Census Bureau



Historic Population Decline of Urban Centers and Population Growth of Suburban and Rural Communities

A study of Pennsylvania's population growth patterns over the past 100 years highlights a persistent, long-term trend of declining urban centers, which was precipitated by the contraction of the State's industrial economy in the early 1900s.² For example, those losing a third or more of their populations between 1930 and 2000 included Pittsburgh, Altoona, Johnstown, McKeesport, New Castle, Scranton, Wilkes-Barre and Harrisburg (Table 1).

TABLE 1 – Population Changes in Pennsylvania Cities

Source: "Pennsylvania: A History of the Commonwealth"

City	1930	2000	Change (%)
Johnstown	67,000	24,000	-64.2
McKeesport	55,000	24,000	-56.4
Wilkes-Barre	87,000	43,000	-50.6
Pittsburgh	670,000	335,000	-50.0
New Castle	49,000	26,000	-46.9
Scranton	143,000	76,000	-46.9
Altoona	82,000	50,000	-39.0
Harrisburg	80,000	49,000	-38.8
Hazleton	37,000	23,000	-37.8
Chester	59,000	37,000	-37.3
Williamsport	46,000	31,000	-32.6
Reading	111,000	81,000	-27.0
Easton	35,000	26,000	-25.7
York	55,000	41,000	-25.5
Philadelphia	1,951,000	1,518,000	-22.2
Norristown	36,000	31,000	-13.9
Erie	116,000	104,000	-10.3
Lancaster	60,000	56,000	-6.7
Allentown	93,000	107,000	+15.1
Bethlehem	58,000	71,000	+22.4

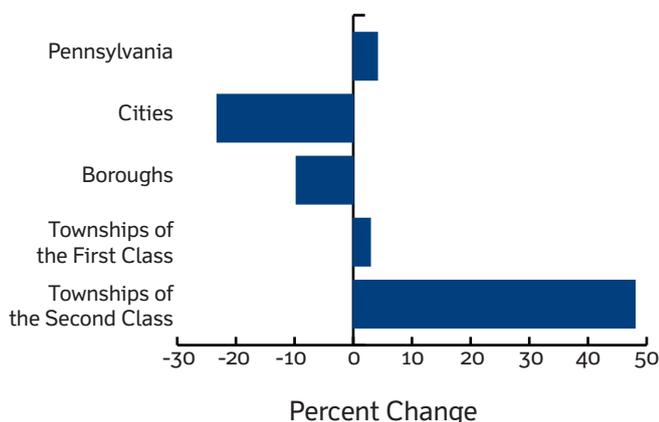
More recent figures from the U.S. Census reveal that from 1970-2000, population in the Commonwealth's cities and boroughs decreased by 1,220,425 persons, or by 17.7 percent. The greatest population losses were experienced by Pennsylvania's cities, which lost 945,447 persons (23.2 percent), followed by boroughs, which declined by 274,978 persons (9.7 percent). In contrast, population in the townships of the first and second class increased by 42,333 (2.9 percent) and 1,659,641 persons (48 percent), respectively.

FIGURE 7 – Population Change by Municipality Type, 1970 and 2000

Source: U.S. Census Bureau

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Municipality Type



Using the Census Bureau's historic definition of rural (places having less than 2,500 persons), a comparison of Pennsylvania's rural municipalities between 1970 and 2000 reveals the impact of suburban expansion. Figure 8 shows that during this period, 229 municipalities (or 8.9 percent of all rural municipalities) attained a population greater than 2,500. Of these municipalities, 25 were boroughs. The highest concentration of the 229 municipalities is located east of the Allegheny Front and within the BosWash Megalopolis.

The majority (203) of the 229 municipalities shown in Figure 8 are townships of the second class, which have historically served as Pennsylvania's traditional suburban and rural communities.

Figure 9 shows all Pennsylvania municipalities having populations greater than 2,500 according to the 2000 Census.

BosWash Megalopolis Defined:

The urban corridor extending more than 600 miles from Boston to Washington, D.C. in the United States represents the most distinctive metropolitan complex in the world. The more than 30 metropolitan areas comprising this region are closely tied together with interstate highways, commercial airline service and rail passenger/freight service. The area possesses the largest and wealthiest urban population in the country and serves as the economic hinge of the national economy.³

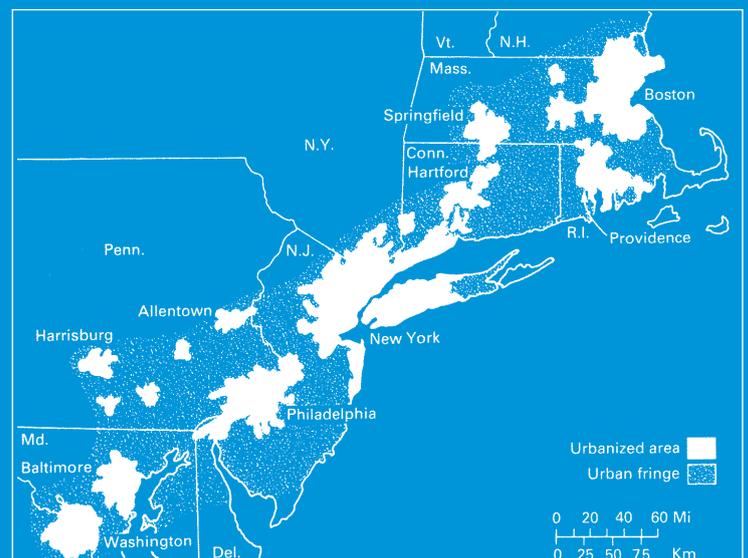


FIGURE 8 - Municipalities That Attained Populations Greater Than 2,500 from 1970-2000

Source: U.S. Census Bureau, 1970-2000

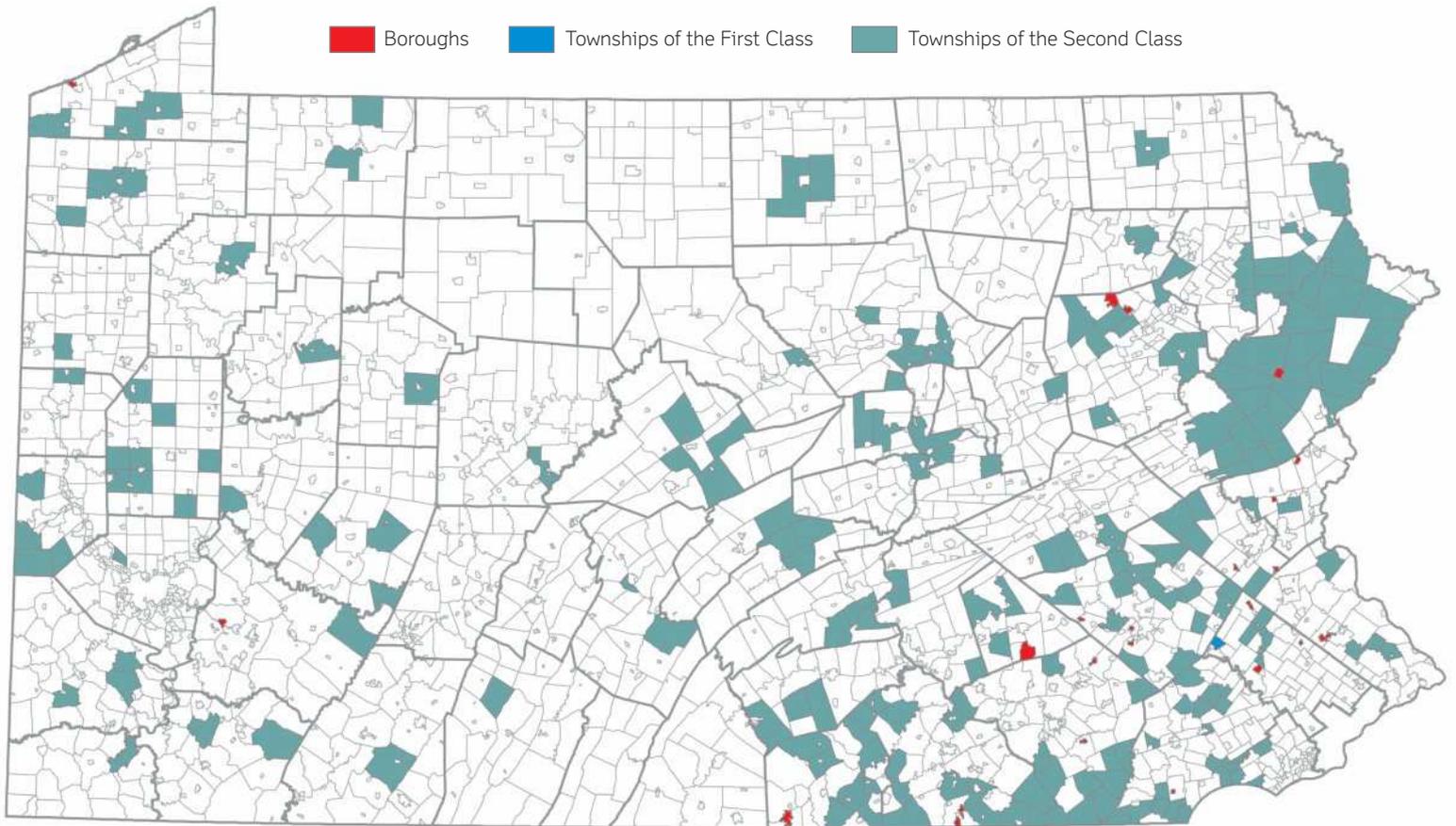
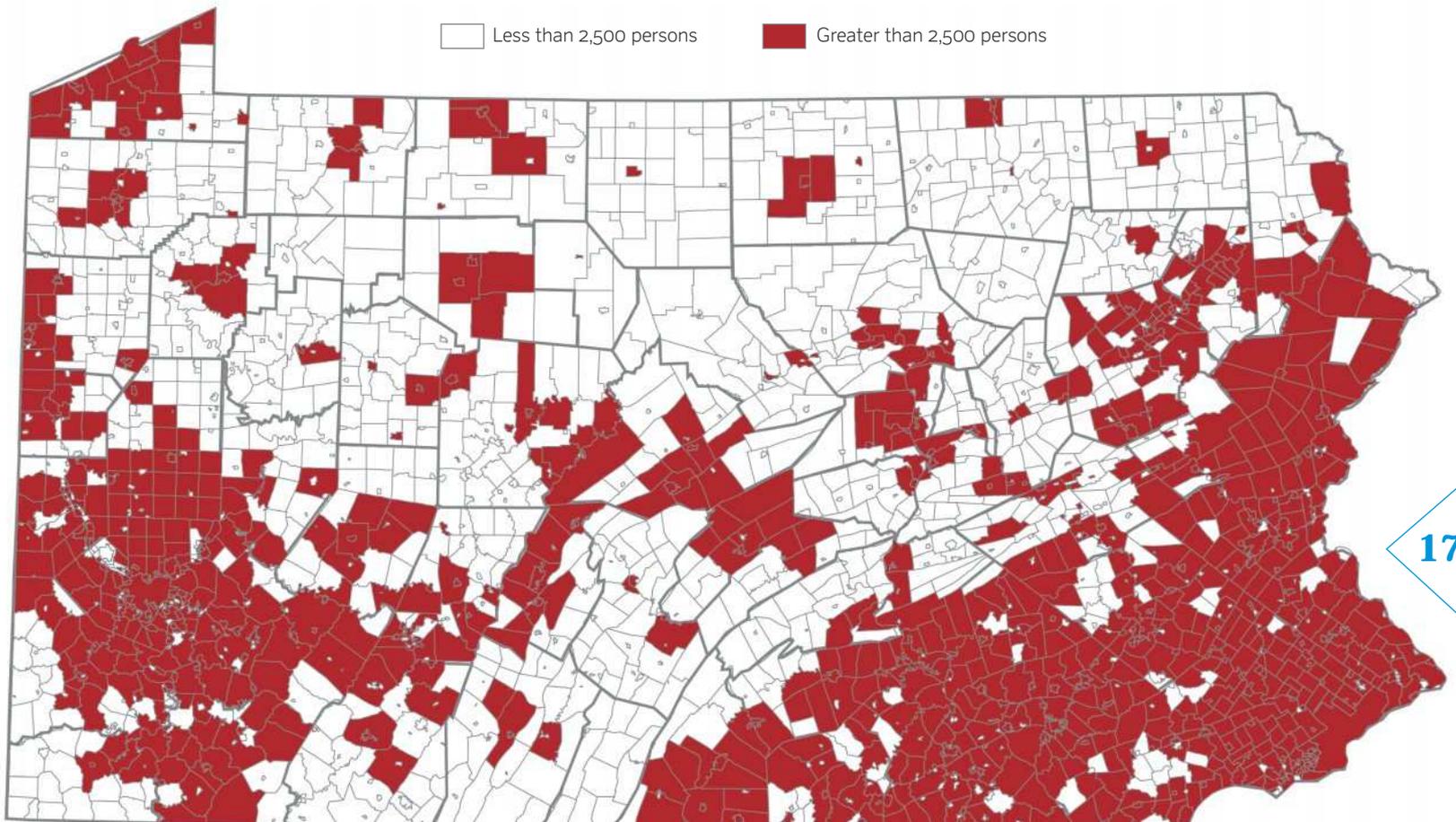


FIGURE 9 - Pennsylvania Municipalities with Populations Greater Than 2,500 in 2000

Source: U.S. Census Bureau, 2000



Pace of development is greater than population growth.

During the 1990s, the total number of acres developed in Pennsylvania increased by 53.6 percent, from approximately 1,193,420 acres to 1,832,704 acres, while Pennsylvania's population grew by only 3.4 percent (Figure 10). As a percentage of total land area, Pennsylvania's developed land area (urban or built-up land use/land cover classification) increased from 4.1 percent to 6.3 percent during the 1992–2000 inventory period (Figure 11). Putting these figures in perspective, 1.6 acres were developed for every person added to Pennsylvania's population during the 1990s. Furthermore, from 1940 to 2000, Pennsylvania's population grew by 24 percent versus its housing growth rate of 100.5 percent.

Housing types change with suburban growth.

The decline of Pennsylvania's urban communities has changed the dynamics of the population and housing patterns. In contrast to the traditional urban development patterns, less multifamily housing has been constructed in suburban and rural communities. From 1990 to 2000, the number of single-family detached homes increased by nearly 304,000 (11.5 percent). The majority (75.2 percent) of these housing types were built in townships of the second class, with the balance built in boroughs (10.9 percent), cities (8.6 percent) and townships of the first class (5.2 percent).

FIGURE 10 – Rates of Change for Developed Land and Population, 1990 and 2000

Sources: U.S. Census Bureau, National Land Cover Data set (1992) USGS and Pennsylvania Land Cover (2000) Penn State University

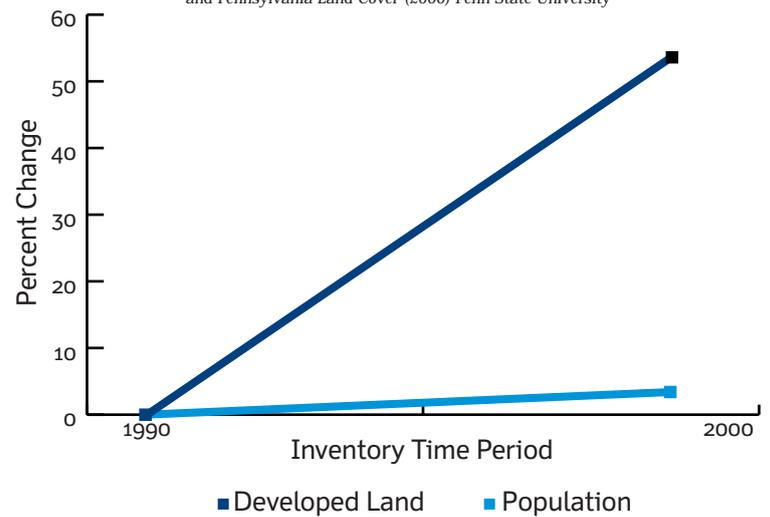
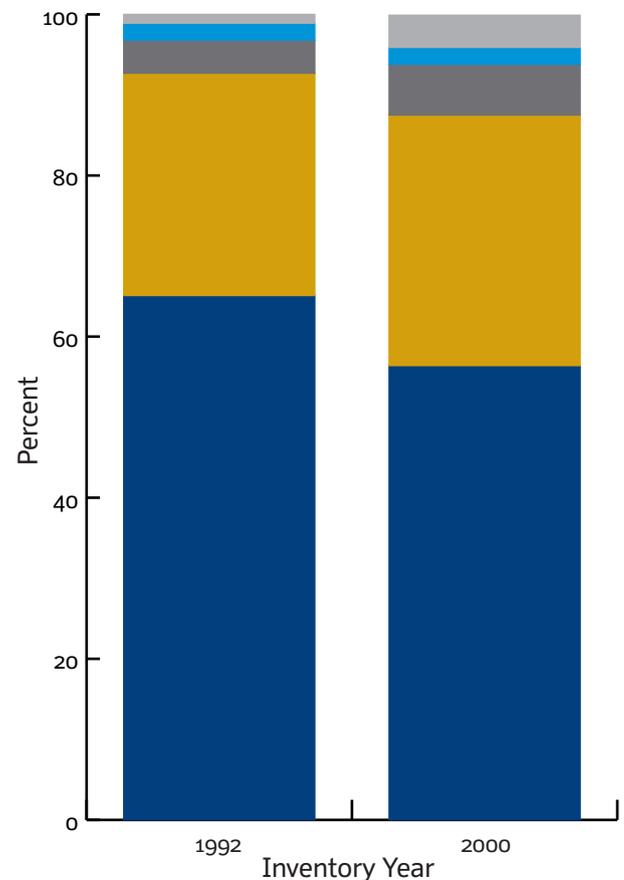


FIGURE 11 – Statewide Land Use/Land Cover Distribution Comparisons

Source: National Land Cover Data set (1992) USGS and Pennsylvania Land Cover (2000) Penn State University



	1992	2000
Barren Land*	1.1	4.0
Water & Wetlands	2.1	2.1
Urban or Built-up	4.1	6.3
Agricultural Land or Open Space	27.6	31.1
Forest Land	65.1	56.4

* Barren Land identifies lands that have a less than one-third of their defined area covered by vegetation or other cover and areas that are in transition from one land use activity to another. Specific uses include mines and quarries, borrow pits, beaches, sandy areas, bare exposed rock and land areas in the process of being converted to another use or altered, including sanitary landfills.

Decrease in Persons per Household

The number of persons per household in Pennsylvania declined from 2.64 persons in 1990 to 2.57 persons in 2000, a 2.7 percent decrease. Despite this decrease, the continuing housing boom in Pennsylvania, fueled by persistently favorable interest rates, resulted in a higher per capita consumption of land. The major factor underlying this trend is the predominance of one-person households versus two-or-more-person households. From 1990-2000, one-person households increased by 14.7 percent compared with the 3.4 percent increase for two-or-more-person households in 2000. This has given rise to a greater number of people entering the housing market.

Decrease in Persons per Developed Acre

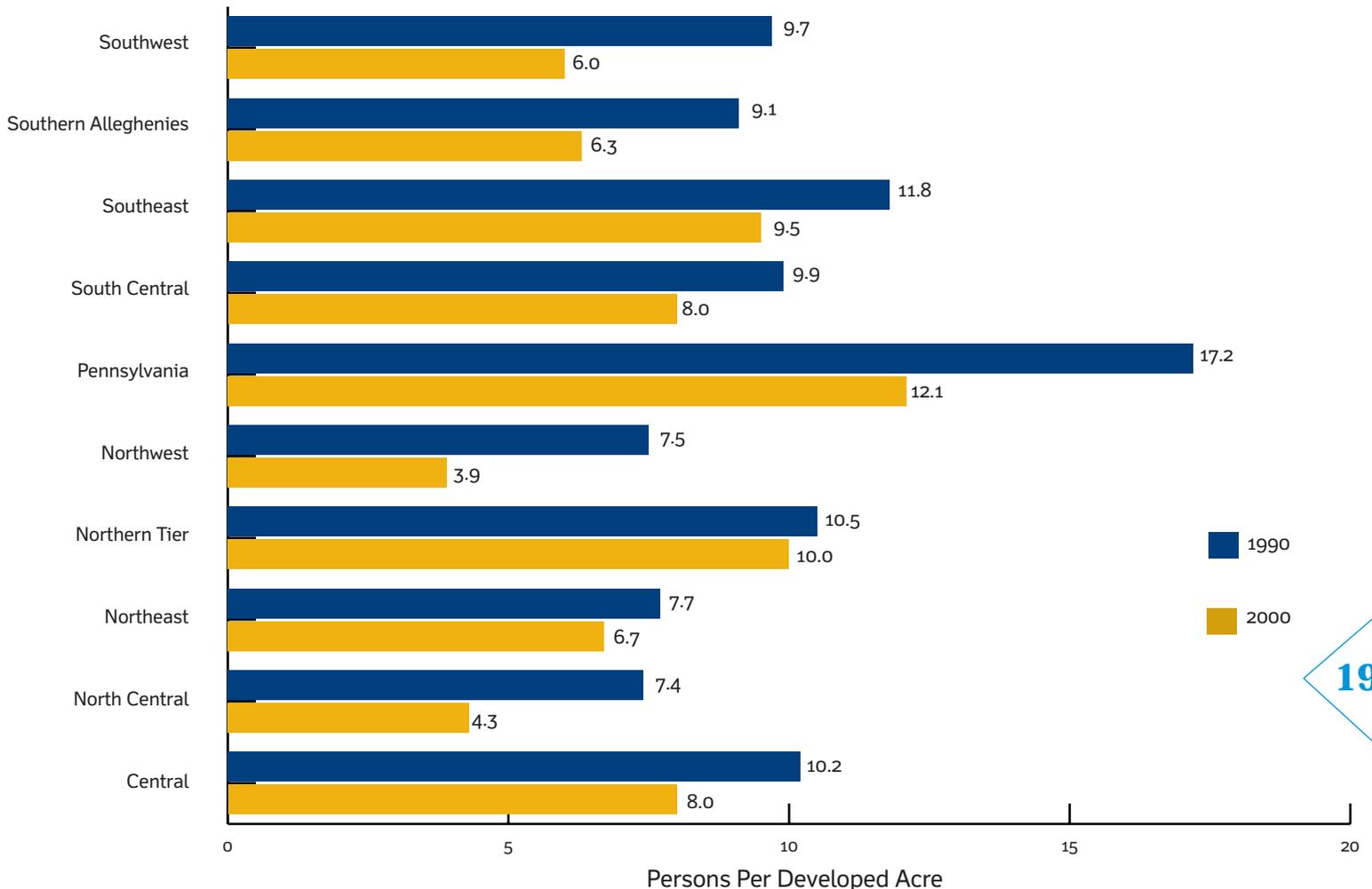
Despite Pennsylvania's population increase of 3.4 percent in the 1990s, the density of its developed areas decreased from 17.2 to 12.1 persons per developed acre. On a regional basis, the largest decreases occurred in the Southwest and Northwest regions, where density decreased from 9.7 to 6.0 and 7.5 to 3.9 persons per developed acre, respectively (Figure 12). The smallest density decreases occurred in the Northern Tier and Northeast regions.

One consequence of decreasing population densities and growth in suburban and rural municipalities is that many urban areas have languished, thus giving rise to their blight and decay, as well as abandonment of industrial and commercial land uses (e.g., brownfields and greyfields). Additionally, such growth is impacting Pennsylvania's rural character by positioning suburban development against traditional small-town communities and villages.

FIGURE 12 – Persons per Developed Acre by Regional Reporting Delineations, 1990 and 2000

Sources: U.S. Census Bureau, National Land Cover Data set (1992) USGS and Pennsylvania Land Cover (2000) Penn State University

Regional Reporting Delineations (See Figure 1)



Increase in Residential Lot Size

Another measure of the expanding suburban landscape is an increase in residential lot size. Data from the American Housing Survey for the Pittsburgh MSA, for example, reveals that median lot size for total occupied units increased from 9,583 square feet in 1986, to 15,682 square feet (64 percent) in 1995. This trend is also indicative of the increased size of housing units. During this same period, the median square footage of total occupied housing units jumped by 23.8 percent, from 1,598 in 1986 to 1,978 in 1995. Data for the Philadelphia PA-NJ MSA also reflects these trends. From 1999 to 2003, the median square footage of total occupied housing units increased from 2,186 to 2,260 square feet, or by 3.4 percent within four years. Median lot sizes also increased during this time from .22 to .23 acres.

Increasing residential lot sizes can be attributed to generous lot size requirements included in many Pennsylvania suburban and rural municipal subdivision and land development, and zoning ordinances. Often, the purpose of such requirements is to control and limit population density and the impacts of development on local infrastructure. These requirements have resulted in the proliferation of low-density, single-use development and have, in turn, increased land and housing costs. In effect, these actions have also limited mixed-housing opportunities and greatly reduced housing choices available to many Pennsylvanians.



Transportation and Land Use Connection

A comparison of Pennsylvania's land use/land cover data with major surface transportation features reveals a striking relationship between suburban and rural development patterns and highways. As Figure 13 illustrates, these development patterns radiate outward from core urban hubs along major transportation corridors, demonstrating the cause-effect relationship between land use and highway transportation systems. Notable hub-and-spoke development patterns are clearly visible around Pittsburgh, Philadelphia, Harrisburg, Lancaster, York, Williamsport, Allentown-Bethlehem-Easton, Scranton/Wilkes-Barre, Reading, Altoona and Johnstown.

Extending beyond the urban core hubs and suburban spokes are scattered rural boroughs and unincorporated villages and hamlets, which historically have served as centers of commerce for Pennsylvania's traditional farming, logging and mineral resource extraction communities. Pennsylvania's extensive surface transportation network coupled with a high degree of population mobility (1.6 registered passenger cars per household)⁴ has greatly contributed to the State's suburban and rural growth patterns, despite its stagnant population growth. As a result, suburban and rural growth is beginning to fill in the undeveloped voids

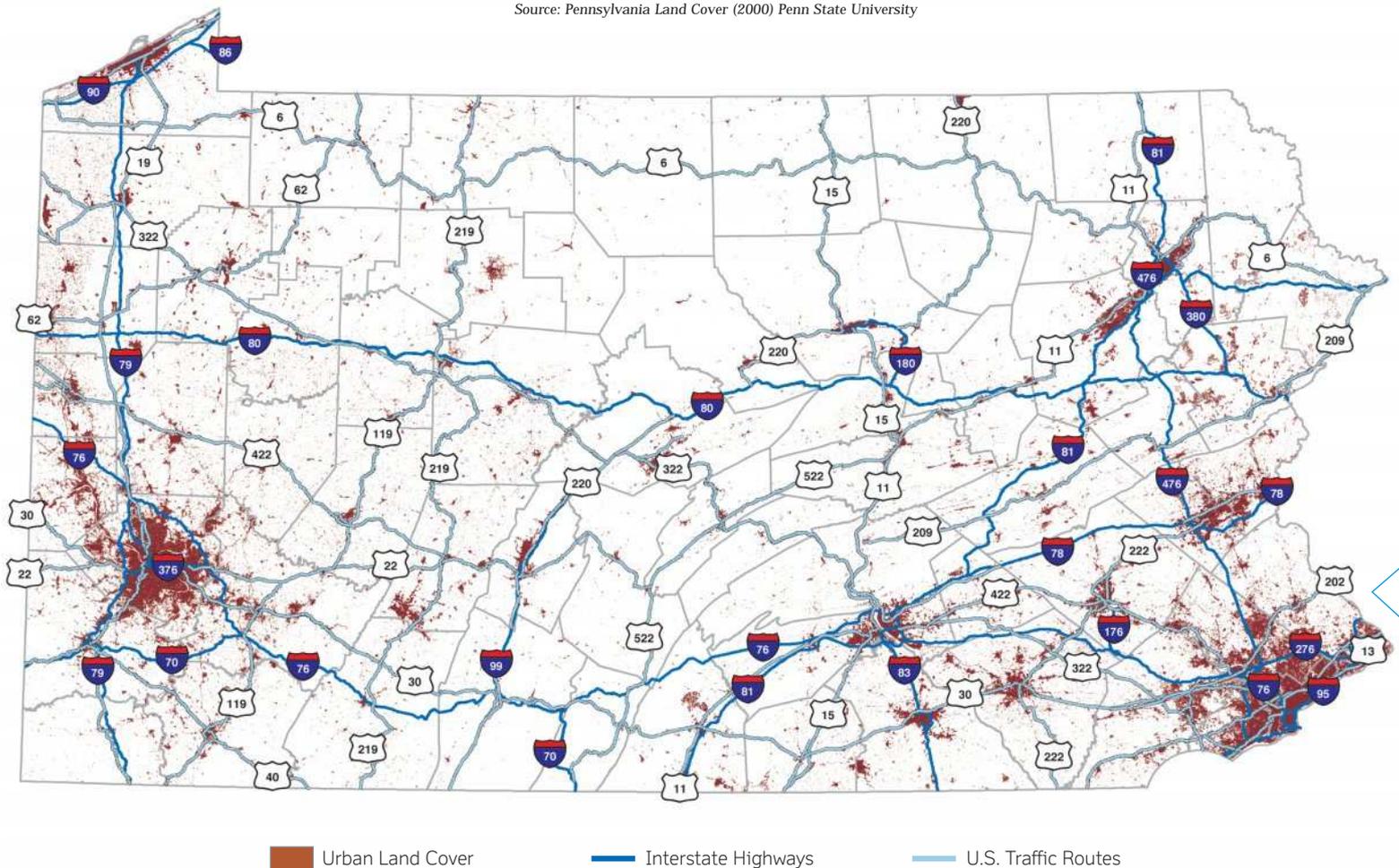
that exist between the major urban centers and rural boroughs, villages and hamlets, thereby creating a more homogeneous suburban landscape, particularly east of the Allegheny Front.

The Pennsylvania Department of Transportation reported in its January 1, 2005 Sound Land Use Implementation Plan, "While daily Vehicle Miles Traveled (VMT) continues to increase in Pennsylvania, it is occurring at a greater pace in rural areas. Since 1993, total VMT has grown by 16 percent, with urban VMT growing by 12 percent and rural VMT by 21 percent. This greater growth in rural VMT may, in part, reflect that residential and employment locations are decentralizing into nonurban areas. In turn, this potentially increases trip length, decreases modal options and places greater demand on peripheral transportation infrastructure, most typically roadways."

From an economic perspective, this suburban growth pattern is dispersing Pennsylvania's traditional centers of commerce and population, and in turn, "the economic base and the financial stability of the central city have been [impacted] by the process of suburbanization and the creation of new outer cities."⁵

FIGURE 13 - Urban Land Cover with Major Transportation Routes

Source: Pennsylvania Land Cover (2000) Penn State University



Correlation Between Shifts in Population and Employment

A shift in Pennsylvania's traditional centers of employment reflects the Commonwealth's predominant suburban and rural growth patterns. According to the Center for Rural Pennsylvania, the numbers of employees and business establishments have grown significantly in rural areas since 1990 — employees grew by 12 percent and establishments by 23 percent.⁶

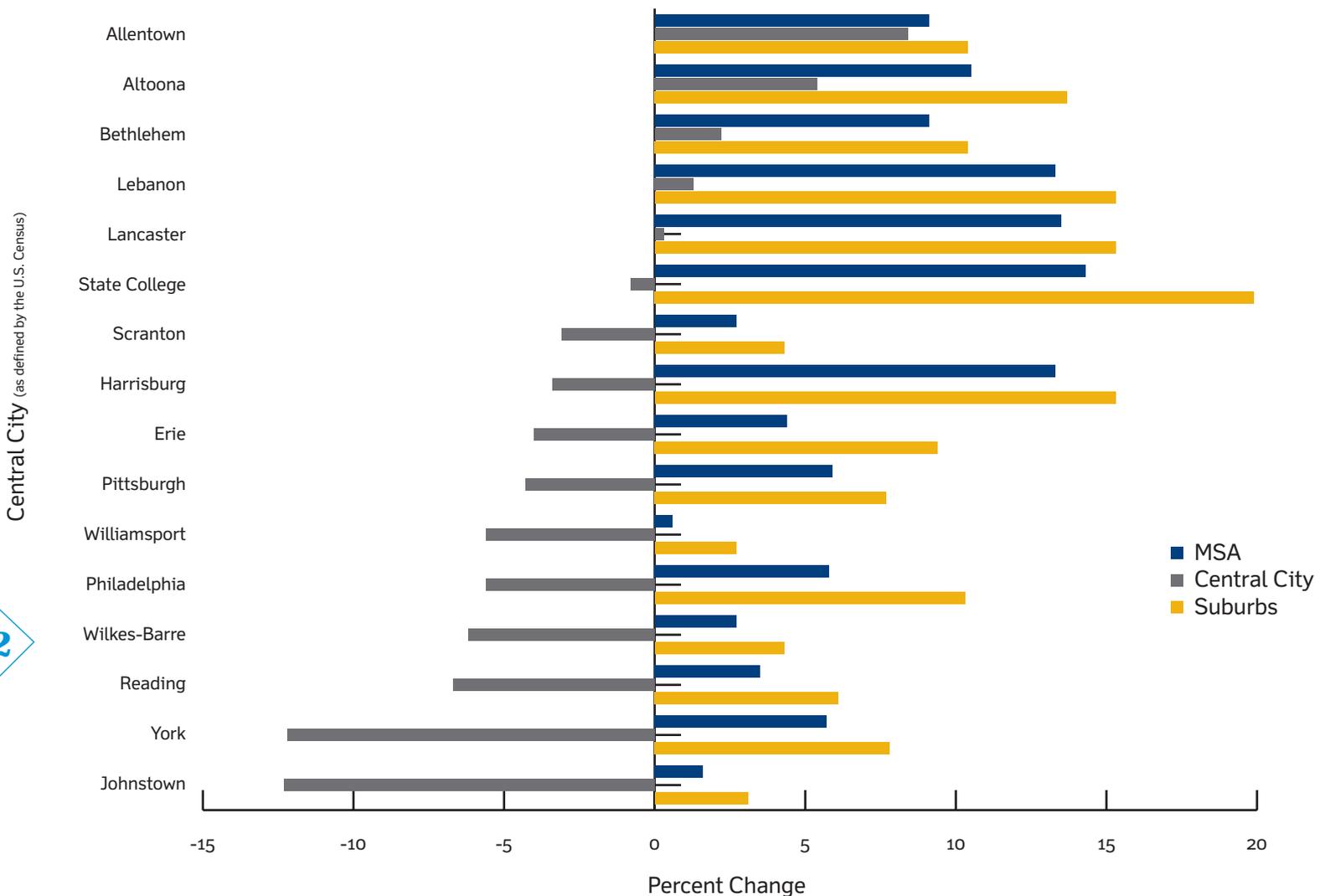
Figure 14 reflects this trend on a statewide basis where a greater share of Pennsylvania's employed urban residents has migrated away from central cities. As shown, the share of employed urban residents in 11 of the 16 surveyed central cities shifted from the central city to the suburbs. Of these, York and Johnstown experienced the greatest decrease in employed urban residents, but these losses do not appear to have been recaptured in their respective suburbs.

In contrast, the remaining five central cities — Allentown, Altoona, Bethlehem, Lebanon and Lancaster — experienced growth in their employed urban residents. Of these, Altoona and Allentown experienced the strongest growth in employed urban residents.

Robert T. Lang of the Metropolitan Institute at Virginia Tech studied office space trends for the Philadelphia area. Lang reported that "Philadelphia's suburbs gained almost 26 million square feet of office space during the 1990s, while the city picked up only 9 million square feet. That helped give the suburbs the majority of office space in the region by 1999. Almost four-fifths (78 percent) of the current office space in Philadelphia's suburbs was built since 1980." Lang continues, "The geography of office location figures prominently in transportation analysis. If most new space is built in areas with no specific public transit access, then reliance on automobiles will continue to grow."

FIGURE 14 - Percent Change in Employed Residents, 1990 and 2004

Source: U.S. Department of Labor, Bureau of Labor Statistics





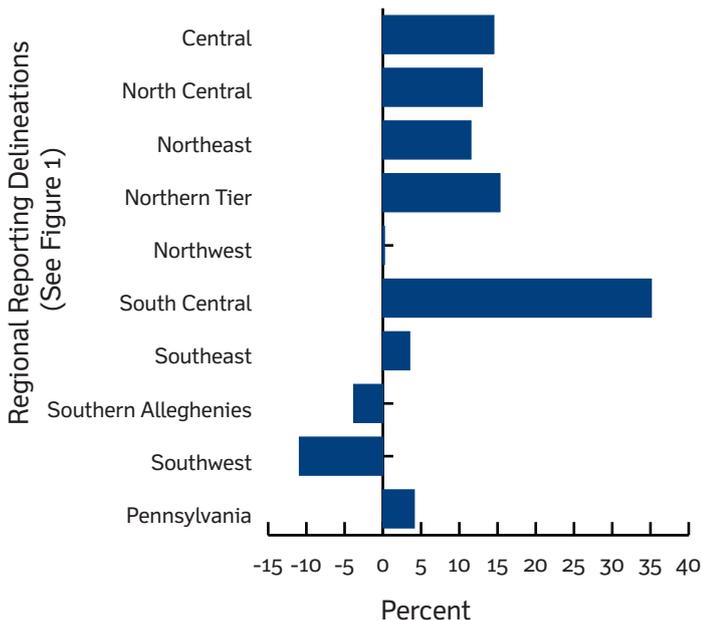
Regional Diversity of Population Growth

On a regional basis, population gains have occurred primarily east of the Allegheny Front in the central and eastern regions. From 1970–2000, the most significant population gains were experienced in the South Central region (35.1 percent), distantly followed by the Northern Tier (15.3 percent), Central (14.5 percent), North Central (13.0 percent) and Northeast (11.5 percent) regions (Figure 15). Surprisingly, population growth in the Southeast (3.5 percent) was less than Pennsylvania’s growth rate of 4.1 percent during this 30-year period.

The South Central region’s strong growth can be attributed to two primary factors. First, the region’s strategic location — easily accessible to major metropolitan areas such as Philadelphia, New York, Baltimore and Washington, D.C. — has provided residents with a wealth of housing, employment and recreational opportunities. Second, the region’s insulation from the impact of Pennsylvania’s de-industrialization positioned it to capitalize on the State’s emerging service-based economy. More recently, growth pressures emanating from the Frederick, Baltimore and Washington, D.C. metropolitan areas have further bolstered the region’s growth. The region’s relatively affordable cost of living, fewer restrictions and regulatory requirements on housing construction, rural living environment and zero tax on retirement pensions are among the many factors contributing to this new growth trend.

FIGURE 15 – Population Growth by Regional Reporting Delineations, 1970 and 2000

Source: U.S. Census Bureau



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Regional Diversity of Land Use/Land Cover Patterns

The diversity of Pennsylvania’s land use/land cover patterns is illustrated in Figure 16, which shows the distribution of developed (urban or built-up) and undeveloped lands for the nine reporting regions defined in Figure 1. Together, the Southeast and Southwest regions hold the greatest share (56 percent) of the State’s total developed land. The South Central and Northwest regions distantly follow, holding 12.5 percent and 10 percent, respectively. The remaining regions are far less developed and collectively hold only 17.3 percent of the State’s total developed land area. Of these, the least developed region is the Northern Tier, which holds only 1 percent of the State’s total developed land.

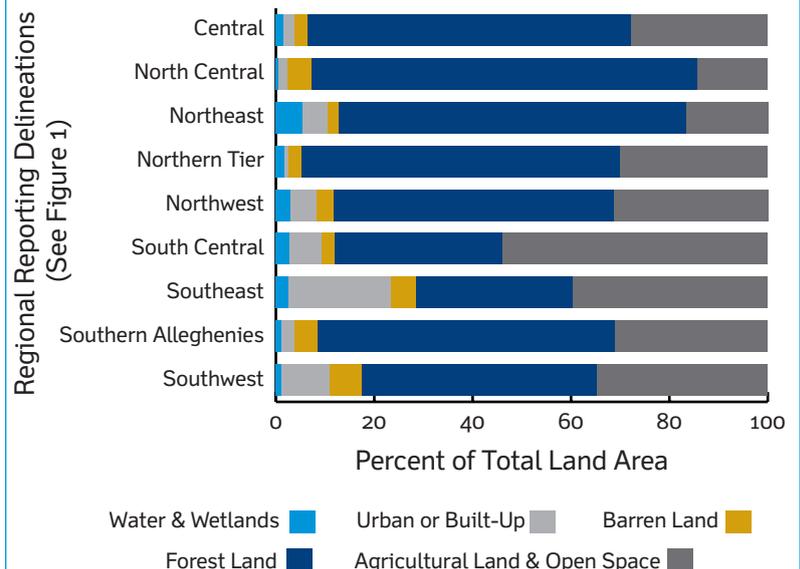
The cities of Pittsburgh and Philadelphia and their suburbs dominate the urban land uses in the Southwest and Southeast regions, as well as Pennsylvania’s overall urban landscape. The greater share of urban land in the Southeast is indicative of the size and reach of the Philadelphia metropolitan area and the BosWash Megalopolis.

Forest land is the predominate land cover in the North Central (78.5 percent), Northeast (70.5 percent), Central (65.8 percent), Northern Tier (64.8 percent), Southern Alleghenies (60.5 percent) and Northwest (57.1 percent) regions.

Agricultural land and open space are most predominant in the South Central region, whereby, 54 percent of the total land area is included in this use category. Distantly following this region are the Southeast (39.8 percent) and Southwest (34.9 percent) regions.

FIGURE 16 – Land Use/Land Cover Distribution by Regional Reporting Delineations, 2000

Source: Pennsylvania Land Cover (2000) Penn State University





**WHAT IS IN STORE FOR PENNSYLVANIA'S FUTURE
GROWTH AND DEVELOPMENT PATTERNS?**

Pennsylvania's Total Unprotected and Undeveloped Land

Nearly 88 percent (25.4 million acres) of Pennsylvania's land area is undeveloped and exists as forest land, agriculture and open space. Of this undeveloped land area, 16.9 percent (4.29 million acres) is publicly held or is under private conservation ownership and therefore protected from development (Table 2 and Figure 17). Such private ownership encompasses conservancies, societies, associations and other groups committed to protecting and preserving natural and undeveloped lands from development. Subtracting the 4.29 million acres of protected land from the total undeveloped land area (25.4 million acres) leaves 21.1 million acres (73 percent) of Pennsylvania's total land area unprotected from development.

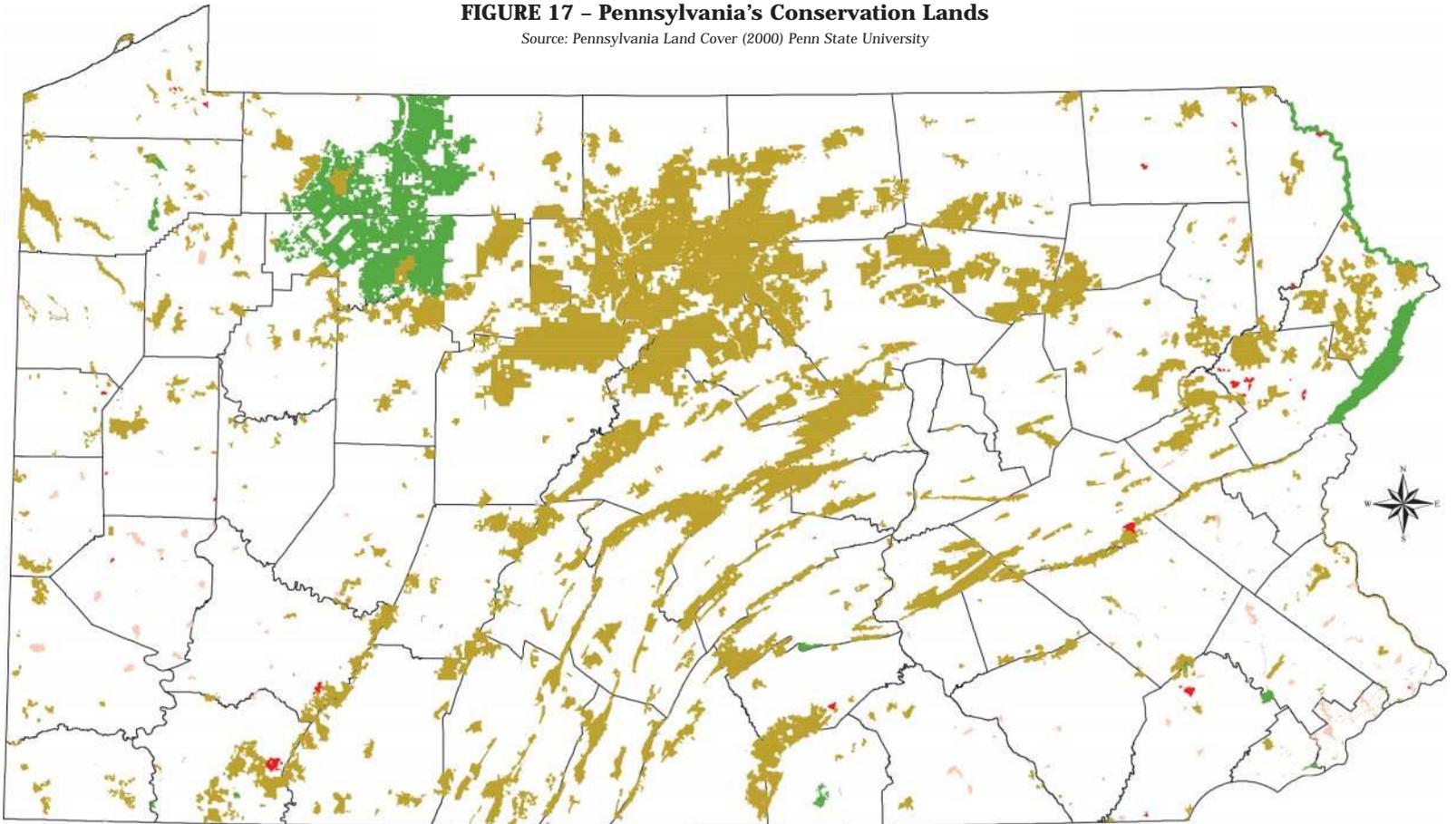
TABLE 2 – Distribution of Pennsylvania's Conservation Lands by Ownership

Source: Pennsylvania Land Cover (2000) Penn State University and Pennsylvania Department of Agriculture

Ownership	Acres	Percent of State Total
Federal	101,072	2.4
State	3,667,455	85.4
County and Local Parks	68,736	1.6
County Agricultural Easements	275,983	6.4
Conservancy	22,026	0.5
Private	158,962	3.7

FIGURE 17 – Pennsylvania's Conservation Lands

Source: Pennsylvania Land Cover (2000) Penn State University



Federal ■ ALLEGHENY NATIONAL FOREST
 NATIONAL PARK SERVICE
 U.S. FISH & WILDLIFE SERVICE
 NATIONAL NATURAL LANDMARK

State ■ PENNSYLVANIA BUREAU OF STATE PARKS
 PENNSYLVANIA BUREAU OF FORESTRY
 PENNSYLVANIA GAME COMMISSION

Local* ■ COUNTY & LOCAL PARKS

Private** ■ PENNSYLVANIA CHAPTER OF THE NATURE CONSERVANCY
 WESTERN PENNSYLVANIA CONSERVANCY
 NORTHERN ALLEGHENY CONSERVATION ASSOCIATION
 CARNEGIE MUSEUM
 PRESQUE ISLE AUDUBON SOCIETY
 BRANDYWINE CONSERVANCY
 HAWK MOUNTAIN SANCTUARY ASSOCIATION
 AUDUBON SOCIETY OF WESTERN PENNSYLVANIA

* Does not include agricultural conservation easements due to the unavailability of such data in a geospatial format. ** Does not include all conservancies in inventory.

Future Land Development Rate Likely to Exceed Population Growth Rate

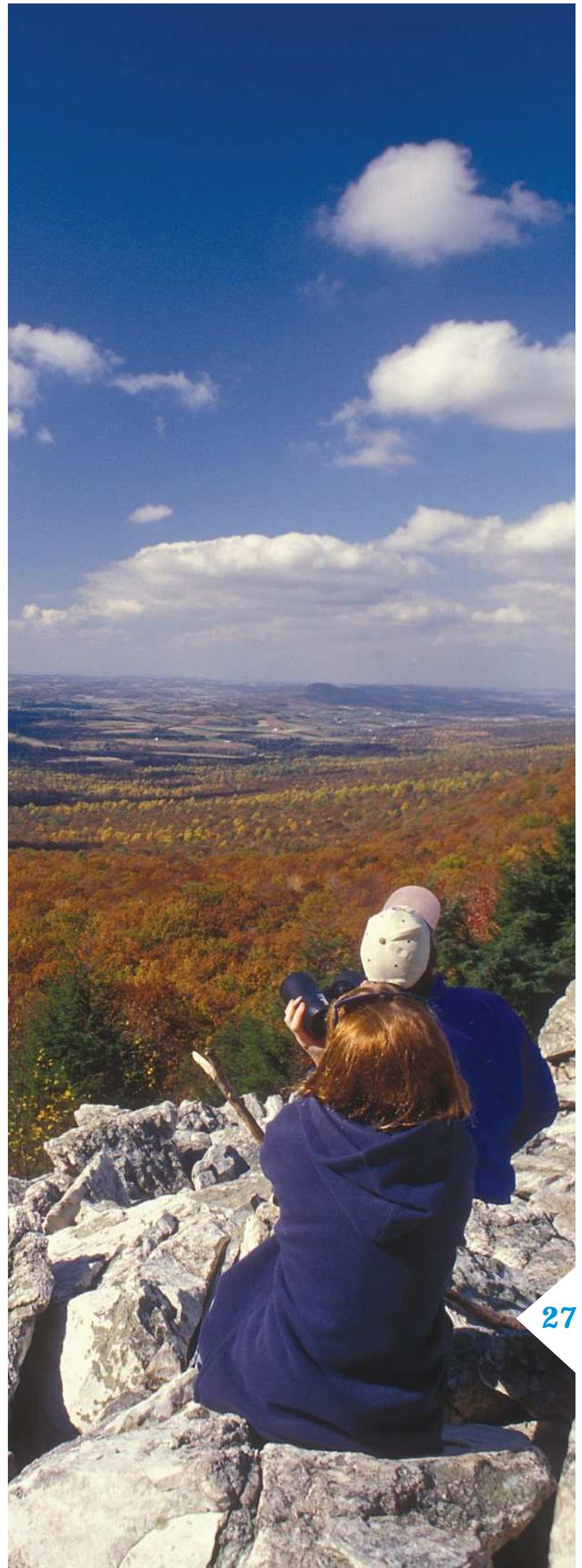
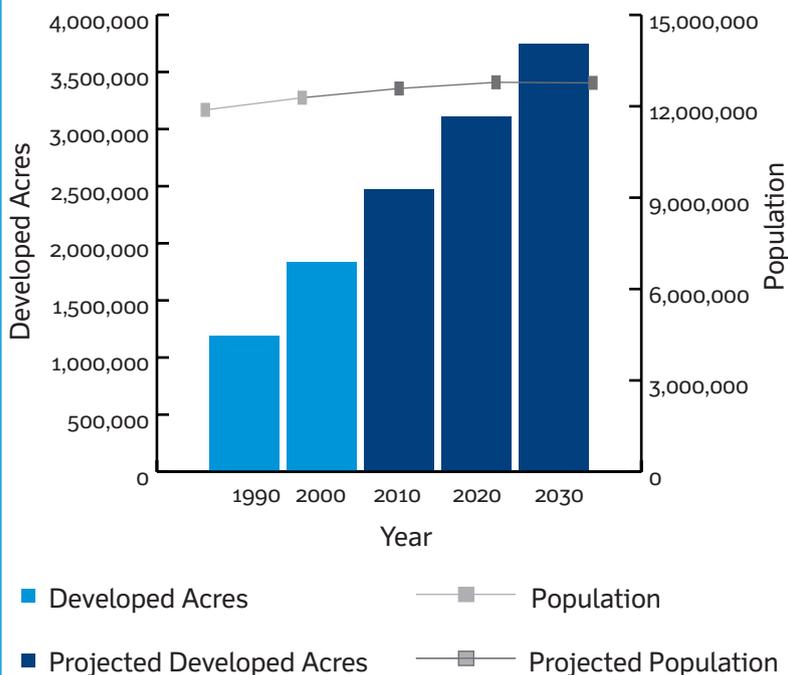
Assuming that:

- Pennsylvania’s current area of conservation land remains constant;
- Pennsylvania’s population will reach the U.S. Census Bureau’s projections of 12,768,184 persons by 2030; and
- Pennsylvania’s developed land area will continue to increase by 639,284 acres per decade (the number of acres developed between 1992 and 2002)...

it can be deduced that by 2030, approximately 1.9 million acres of existing unprotected, undeveloped land (forest land, agriculture land and open space) would be developed and Pennsylvania’s population would increase by 487,130 persons (Figure 18). This data translates into a 4 percent growth in population (over 2000 Census) and a 105 percent increase in developed land (over 2002 land use/land cover data). On the other hand, the same projected population growth could be accommodated by reinvestment, infill and redevelopment in Pennsylvania’s urban communities without further loss of farms and open space. The planning decisions made in upcoming years by State and local officials will help determine the best course for accommodating growth.

FIGURE 18 – Projection of Change in Population and Development of Land

Source: U.S. Census Bureau & Governor’s Center



CAUSES AND EFFECTS OF SUBURBAN GROWTH: TWO SIDES OF THE SAME COIN

The primary causes and effects of using more land further from traditional urban centers are intrinsically linked. Pennsylvania's long-term population growth rates have been steadily declining. Yet population shifts from urban cores to suburban and rural areas have produced a series of consequences that have impacted the social, economic, cultural and natural conditions in these communities.



The Center's research for this Report included a review of several independently produced documents that chronicled contributing factors to the nation's suburban growth patterns. Among the literature reviewed and extensively utilized in this section was the Fannie Mae Foundation's commissioned document, "The American Metropolis at Century's End: Past and Future Influences."⁸

Federal Housing Administration Mortgage Financing

The population shift from cities to suburban and rural communities meant a corollary need for new housing. Federally chartered lending institutions issued long-term, low down payment, fixed-rate mortgages insured by the Federal Housing Administration (FHA) to hedge against loan defaults, which were common under the previous mortgage system. Prior to this policy change, mortgages typically were filled with terms and interest rates that often impeded opportunity and created financial disaster for many. "Moreover, the power to award or withhold mortgage insurance gave the FHA the hidden leverage to shape the postwar metropolis" (ibid). Clearly, the FHA financial instrument induced a sharp increase in post-WWII homeownership across the American suburban landscape — including Pennsylvania. This phenomenon gave rise to such suburban communities as Levittown, Bucks County (see The Mass-Produced Suburban Tract Housing of Levittown on page 30). This financing tool is still used today and continues to make housing options available across urban, suburban and rural communities.

The 1956 Interstate Highway Act and the Dominance of the Automobile

Unquestionably, the massive interstate highway system has had wide sweeping impacts on how and where we live and work — far beyond the delivery of goods and services and the movement of people. Originally designed to alleviate cities' automobile congestion and to provide relatively uninterrupted transcontinental travel, the new transportation network impacted land use, community configuration, business locations and quality of life. Available, affordable rural land along these beltways spawned suburban communities populated by out-migrating urban residents in search of housing and acreage. What followed the population shift were suburban office and industrial parks and new lifestyle amenities that triggered new retail industry development trends.

The Mass-Produced Suburban Tract Housing of Levittown

The concept of manufactured housing that launched entire communities of look-alike, single family suburban houses was pioneered by Abraham Levitt and his three sons, who worked in construction in Long Island, NY, beginning in the late 1940s. While seemingly simple in design, these housing units — which ultimately resulted in three “Levittowns” — one each in New York, New Jersey, and Bucks County, PA (the latter starting in 1951) — were the result of a rather sophisticated formula that combined mass-manufacturing techniques and home finance innovations introduced by the Federal Housing Act and influenced by the GI Bill. The result, which became known as “suburban tract housing,” was embraced by medium and small builders across America. These builders saw profit potential in this type of single-family, detached housing that working-class families and young veterans could afford. Arguably, the Levittown concept gave birth to the Baby Boom, conceived in this post-WWII housing phenomenon. Ultimately, increased economic opportunity for suburban tract housing dwellers enabled the retrofitting and upgrade of these otherwise “cookie cutter” designs, which became the signature hallmark of many middle-class, suburban neighborhoods.

Shift in Retail Industry Development Trends

The first fully enclosed, climate-controlled shopping mall that opened in 1956 in Edina, Minn., marked the advent of a new suburban shopping paradigm. Easy highway access, ample parking and climate-controlled comfort in fully enclosed, massive suburban shopping malls soon became characterized as the “total shopping environment.” These corporation-concentrated and developed malls encouraged the growth of national franchises that offered consumers the benefits of economy-of-scale shopping — at the expense of mom-and-pop stores that could not easily compete with discount pricing and massive distribution supply houses. Skillful marketing soon transformed these enclosed shopping malls into one-stop shopping/eating/entertainment meccas.

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Today’s retail shopping industry reflects the volatility of consumer trends and consumption patterns — including the domination of “big box” retailers and the increased use of online shopping. These have effectively resulted in numerous vacant and abandoned retail shops in strip malls once considered desirable shopping locations in older suburban communities.

Urban Renewal: Downtown Redevelopment and Public Housing Projects

The 1949 Housing Act — which was the impetus to urban renewal and downtown redevelopment, coupled with prevailing, popular theories of architectural design — promoted oversized, high-rise apartment complexes in cities. These “super block” housing anomalies were both out of character with the customary urban housing scale and styles, and were inconsistent with the identifiable “sense of place” that typified tight-knit, middle-class city neighborhoods. These super structures detracted from and notably diminished the vibrant commerce and street life characteristic of older neighborhoods. Despite this noble federal effort to seek urban renewal and downtown redevelopment, the increasingly popular and affordable suburban tract housing and outlying shopping malls enticed working-class families and veterans to move away from urban centers. This population shift resulted in “modernized” but vacated downtowns, peppered with a disparate mix of unsightly and overdesigned, oversized structures that were out of context with the surrounding urban community. In effect, many downtowns became packed with empty parking lots, storefronts and other abandoned structures. Pennsylvania cities, such as Philadelphia and Pittsburgh — along with a number of third-class cities — continue to experience similar consequences.

“The prevalence of vacant and abandoned property in U.S. cities has reached crisis proportions despite efforts to foster reuse of these sites. A mix of macroeconomic and demographic trends, such as deindustrialization, population shifts from urban and rural to urban communities, and the shrinking urban middle class, have precipitated the decline in real estate demand that can lead to property abandonment in certain neighborhoods. Philadelphia’s vacant properties total more than 60,000 (27,000 abandoned residential structures, 2,000 abandoned commercial buildings and 32,000 vacant lots) with nearly 10 percent of the city’s housing described as abandoned.”

— Lavea Brachman,
*Lincoln Institute of Land Policy*⁹

Deindustrialization of Central Cities

The great Industrial Age of the early-to-mid-20th century created prosperous factory districts in northern and midwestern cities that were beaming with high-production, modern facilities, strategically aligned rail transportation links and a highly skilled work force. But the waning post-WWII production brought on a shrinking product demand, which then turned employers to the tax incentives and subsidies offered by suburbs and rural areas. Meanwhile, as truck transport encroached on rail's industrial transportation stronghold, more spacious land requirements for emerging, expansive plants (as opposed to multistory facilities that once defined the traditional industrial sector) drove industry out of urban centers toward available, affordable land. These factors precipitated a persistent move of manufacturing jobs from urban centers to suburban industrial parks, to the Sunbelt and ultimately out of the country. This, in turn, rendered a radical deindustrialization of America's (and Pennsylvania's) industrial base and yielded a severe economic blow to previously industry-driven urban communities.

While the Center acknowledges the aforementioned causes and effects on suburban growth, it has additionally identified the following:

GI Bill

Signed in 1944 by President Franklin D. Roosevelt, the GI Bill was crafted to provide better health care, housing and educational opportunities to World War II veterans. The GI Bill had an enormous impact on American society. Within seven years of its passage, more than 8 million veterans received educational benefits, 2.3 million attended colleges and universities, 3.5 million received technical training and 3.4 million received on-the-job training. The ratio of homeowners doubled after the war. Each dollar invested in the GI Bill yielded \$5-\$12 in tax revenues.

Euclidean-based Zoning

Euclidean-based zoning used by many municipalities also contributed to Pennsylvania's suburban growth patterns. Euclidean Zoning segregates and separates uses by function or zones — residential, commercial and industrial.¹⁰

The influence of the Euclidean method is readily apparent in most present-day zoning ordinances. Today's ordinances, however, have further extended, separated and segregated Euclidean's three primary zones of residential, commercial and industrial into additional zones (e.g., agricultural) and sub-zones based on intensity of use. It is not uncommon for municipal zoning ordinances to contain six or more distinct zoning districts, each containing a prescribed list of uses rigidly regulated through various use standards. In fact, a study conducted by one Pennsylvania county revealed that more than 500 separate municipal zoning districts regulated land uses within its borders.

The predominant and traditional use of Euclidean-based zoning often does not provide the flexibility necessary to permit the integration of uses and has directly contributed to the State's suburban growth patterns through single-use, low-density development and automobile-oriented development, such as suburban office and industrial parks.¹¹ Furthermore, zoning in Pennsylvania is largely administered by individual municipalities, rather than on a multimunicipal basis. A major drawback to the single-administration approach is that each municipality must provide for every use. Meanwhile, a regional approach allows uses to be distributed appropriately throughout two or more municipalities and provides a greater opportunity for integrating uses and maximizing existing infrastructure.

Fiscal Impacts of Suburban and Rural Growth

In addition to the social, economic, cultural and natural effects of suburban and rural growth are the fiscal impacts experienced by urban, suburban and rural communities. Population and wealth shifts from core urban communities often impact the tax base upon which municipalities and schools are highly dependent to support their services.

When residents move out, so do many of the financial resources on which governments rely. A 2000 study prepared by Penn State University reveals that both municipal governments and school districts are highly dependent on local taxes — as opposed to service fees — for their revenue streams. According to the study, “local taxes were the largest revenue source for municipal governments, providing about half of all their revenue (48 percent for cities, 47 percent for boroughs, 55 percent for townships of the first class and 50 percent for townships of the second class).”¹² Therefore, as the population and employment base of Pennsylvania’s core urban communities decline, so do the revenue resources that urban municipalities and urban school districts can tap. This ultimately means that urban municipalities and urban school districts have a decreasing tax base per household. Therefore, a municipality or school district may be forced to choose between cutting services or raising tax rates to compensate for lost revenue.

Furthermore, a shift in population means a shift in wealth because those who can afford to move do so. This ultimately leads to a socioeconomic divide between urban and suburban communities. The Pennsylvania Economy League’s study of personal income patterns among the State’s school districts and municipalities reveals “patterns of slow or no growth in personal income in many of Pennsylvania’s urban cores. Only 10 of 72 cities and boroughs (and Pennsylvania’s only town) with populations greater than 10,000 are in school districts that experienced higher-than-average personal income growth from 1992-2001.”¹³ Out-migration has primarily benefited middle- and upper-class citizens in establishing ownership and new forms of wealth in the suburbs and has often left the less wealthy residents in urban areas with higher tax bills to support the revenue needs of both urban governments and school districts.

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Statistics relating to the Municipal Financial Recovery Act of 1987 (Act 47) reveal that 20 of the 21 municipalities qualifying for distress relief since 1987 were either boroughs or cities. This, among other variables, reinforces the consequences of suburban growth and associated stresses faced by many core urban communities.

Population growth and development pressures in many of Pennsylvania’s suburban and rural communities consume agricultural land and open space, but increase the demand for and the cost of public services and facilities.

As illustrated in Figure 19, a significant amount of suburban housing growth is occurring in various regions of the State. Such trends are tied to the State’s metropolitan areas traversed by major transportation routes. These housing growth “hot spots” are occurring in suburban townships located in proximity to Pittsburgh, Erie, State College, Altoona, Indiana, Williamsport and numerous cities and boroughs in the South Central and eastern regions of Pennsylvania. Strong and homogeneous growth trends are readily apparent in these regions.

High levels of housing growth in suburban and traditionally rural townships are creating growing pains associated with the need for increased public services. A study of these growth trends against municipal budget expenditures in Adams and Cumberland counties — two traditionally rural counties in South Central Pennsylvania that have been experiencing suburban growth pressures — reveals that expenses for public services increased dramatically between 1990 and 2000 (Figures 19 and 20). Figure 20 illustrates the dramatic suburban and rural growth in population and housing (relative to Pennsylvania), in these counties and the related impact on municipal service expenditures for their respective townships (first and second class combined) during the 10-year period. As shown, the dramatic increase in population and housing precipitated even more dramatic increases in budget expenditures for fire, roads and parks and recreation services.

School districts are also experiencing similar fiscal impacts as they are faced with increasing service and capital improvement costs necessary to accommodate suburban growth.

FIGURE 19 - Actual Housing Units Built, 1990-2000

Source: U.S. Census Bureau

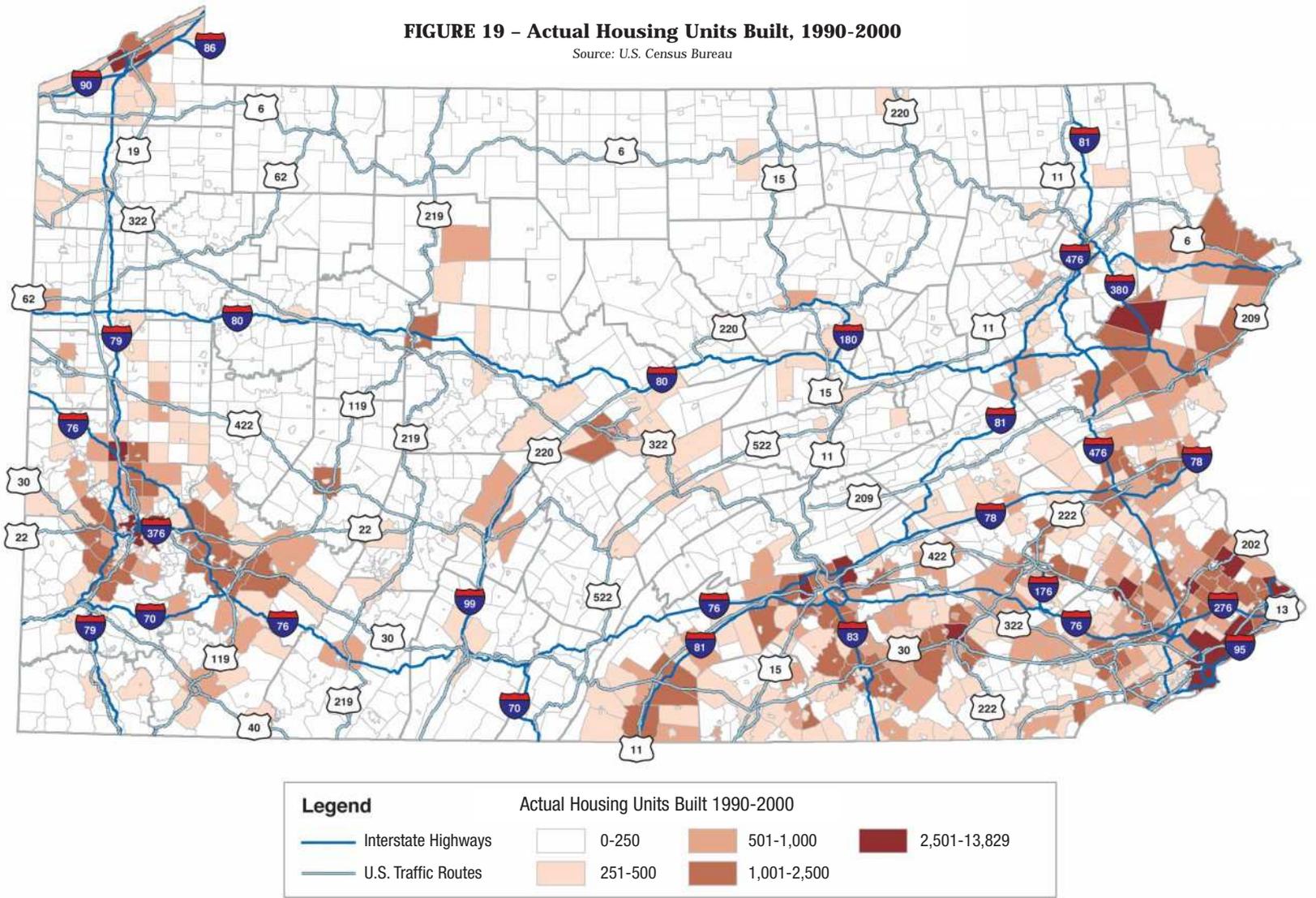
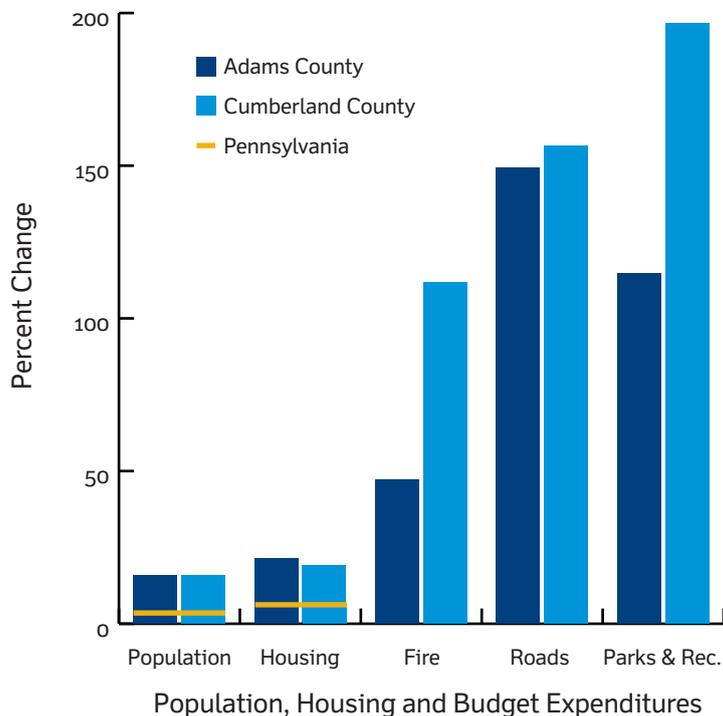


FIGURE 20 - Growth in Municipal Budget Expenditures for Suburban and Rural Townships: A Comparison, 1990 and 2000

Source: PA DCED, Municipal Statistics Database



Most of the Commonwealth's prime farmland is located in suburban and rural municipalities of metropolitan areas. Expanding suburban development has increased the cost of farming through higher land lease rates, greater distances to travel to leased properties, etc. More than 68 percent of farm operations reported an operating loss in 2002.¹⁴ As the economic viability of farm operations decreases, farmland sold often results in residential development. This is not to fault residential development, since it is often permitted under most local land use plans. Only changes in land use regulations or incentives to develop in other locations will impact this continuing trend.

STRENGTHENING PENNSYLVANIA'S COMMUNITY PLANNING AND ECONOMIC DEVELOPMENT INITIATIVES

Commonwealth agencies, county and municipal governments, professional planners, economic developers, builders, business leaders and other stakeholders continue to promote and support land use planning and community and economic development strategies, but all realize that much work on these issues remains.

Since the issuance of Executive Order 1999-1, Pennsylvania has strengthened its focus on developing and implementing land use planning tools and community and economic development strategies. As a result, in 2002, the Commonwealth was recognized by the American Planning Association (APA) as one of the few states implementing moderate to substantial statewide comprehensive planning reforms, as well as fulfilling statewide mandates to strengthen local planning amendments. The APA also acknowledged Pennsylvania's continued progress on smart growth and planning reform through its 1999 Growing Greener program and 2000 Growing Smarter program. The State has also provided financial assistance through the Land Use Planning and Technical Assistance Program (LUPTAP) for the development and implementation of land use planning and management strategies.

Today, the legacy of strengthening Pennsylvania's land use planning and community and economic development efforts continues through the Commonwealth's Economic Stimulus Package, which provides a host of community and economic development tools that can be leveraged with private dollars to provide an aggressive investment opportunity for counties, municipalities and businesses throughout the State. The reinstatement of the State Planning Board, the reconvening of the Interagency Team on Land Use and the passage of Growing Greener II are additional testaments to Pennsylvania's continued commitment to community planning and economic development.

The timeline below provides a brief synopsis of Pennsylvania's key executive and legislative actions related to land use planning and community and economic development.

A Timeline of Pennsylvania's Land Use Planning and Growth Management Milestones

- 1967** — Executive Directive, March 21, 1967, Creation of Common Regions for Several Departments and Agencies
- 1968** — Pennsylvania Municipalities Planning Code
- 1972** — Creation of Commonwealth Court
- 1972** — Executive Directive, Aug. 28, 1972, Uniform Regions
- 1988** — Pennsylvania Agricultural Conservation Easement (PACE) Program
- 1990** — Report of the 1990 House Select Committee on Land Use and Growth Management
- 1992** — Final Report of the 1991-92 House Select Committee on Land Use and Growth Management
- 1993** — Executive Order 1993-3, State Land Use Planning — Goals and Objectives for Agencies
- 1997** — Executive Order 1997-4, 21st Century Environment Commission
- 1998** — 21st Century Environment Commission Report
- 1999** — Executive Order 1999-1, Land Use Planning
- 1999** — Sound Land Use Advisory Committee
- 1999** — Interagency Team on Land Use
- 1999** — Sound Land Use Forums
- 1999** — Growing Greener Initiative
- 2000** — Acts 67 and 68, Municipalities Planning Code Amendments
- 2000** — Growing Smarter Forums
- 2001** — Statewide Growing Smarter Conference
- 2003** — Governor's Economic Development Summits
- 2003** — Action Plan from 2003 Conference on Transportation and Land Use for Economic Development
- 2004** — Economic Stimulus Package
- 2004** — Reactivation of the Pennsylvania State Planning Board
- 2004** — Executive Order 2004-9, Economic Development Committee of the Cabinet
- 2005** — Growing Greener II
- 2005** — Nine Regional Conferences on Land Use and Transportation for Economic Development
- 2005** — Keystone Principles & Criteria for Growth, Investment & Resource Conservation

Pennsylvania Municipalities Planning Code Amendments

Pennsylvania's MPC authorizes municipalities to plan for the future. Since its enactment, amendments to this code have further strengthened local authority to plan for and regulate community development. Of these, Acts 67 and 68 of 2000 provided counties and municipalities with a host of new tools and provisions for developing or enhancing land use planning and management strategies. These new tools enable local elected officials to implement their community's vision through planning and implementation initiatives that:

- promote multimunicipal planning and implementation;
- designate growth areas and future growth areas;
- promote municipal and county cooperation;
- promote the protection of rural resources;
- authorize the preparation of specific plans;
- encourage development in previously built-up areas;
- capitalize on State funding incentives;
- influence State funding and permitting decisions;
- address regional issues;
- allow for cost sharing;
- authorize transfer of development rights and shared land uses across municipal boundaries;
- allow tax-revenue sharing;
- support local autonomy; and
- provide local flexibility.



Economic Stimulus Package

Pennsylvania is a leader in economic development. The State's Economic Stimulus Package has been deemed "the most comprehensive and flexible package of financing programs in the country" according to Stadtmauer Bailkin Biggins (SBB) LLC, a nationally recognized consulting firm specializing in corporate location and development incentives.

The bold programming encompassed in the Economic Stimulus Package is aimed at creating new job opportunities, bolstering business growth and revitalizing our communities. The Stimulus Package puts powerful tools at the disposal of the creative and dynamic, offering them a unique chance to generate new capital through public-private investments, create more jobs and improve infrastructure and housing.

Pennsylvania's Economic Stimulus Package includes:

- more than \$2.3 billion dollars in loans, grants and guarantees;
- programs to leverage funds to generate at least \$5 billion in private investment in economic and community development projects;
- investments in urban, suburban and rural sites;
- new capital resources for small cities and communities;
- tools to make Pennsylvania a leader in real estate and business development;
- incentives and services to attract high-growth firms; and
- resources that allow our traditional industries, especially manufacturing, to access new technology and enhance productivity.

Growing Greener II

The original Growing Greener legislation was signed into law on December 15, 1999. Called the Environmental Stewardship and Protection Act, funds were allocated for farmland preservation, State park and local recreation projects, waste and drinking water improvements and watershed restoration programs.

Growing Greener II, as commenced through a \$625 million voter-approved bond referendum in 2005, will continue to expand the important programs that tie economic and community development with environmental initiatives. The program focuses on: returning contaminated industrial sites and other polluted sites to productive use; revitalizing downtowns; protecting farmland and open space from development; cleaning up polluted streams and reclaiming abandoned mines; and improving State and community parks and fish and wildlife infrastructure. Growing Greener II will accomplish these goals while making critical investments in community revitalization and promoting the use of clean energy.

Land Use Planning and Technical Assistance Program (LUPTAP)

Since its inception in July 2000, LUPTAP has annually awarded an average of \$2.6 million to county and municipal governments to pay for approximately half the cost of new or revised comprehensive plans, economic and revitalization strategies and land use ordinances. These are the primary tools municipalities and counties use to implement their vision for their communities. Since July 2000, nearly \$10 million in LUPTAP funds have supported planning efforts, including more than 104 multimunicipal comprehensive planning projects.

State Planning Board Reactivation

Governor Rendell reactivated the State Planning Board in July 2004. The State Planning Board, first established in 1929, was reauthorized by Act 42 of 1989, amending Administrative Code 2 P.S.A. Section 451. The board serves as an advisory body within the Governor's Office. The Governor has directed the board to use its powers to develop recommendations for State policies, actions and possible legislation to address specific issues relating to development, conservation and land use that are important to the "present and future welfare of the Commonwealth."

The initial charge is to concentrate on developing consensus recommendations in three areas:

- conflicts among development, municipal and conservation interests and needs on open space and infrastructure issues;
- specific policies to achieve smart growth goals for revitalization of cities and towns and community and economic development in rural communities; and
- proposed options for improved governance measures to enable Pennsylvania to compete more effectively for economic growth, while improving the quality of life in Pennsylvania's diverse communities.

Interagency Team on Land Use

Appointed in accordance with Executive Order 1999-1 and as reconvened and reconstituted under Executive Order 2004-9, the Interagency Team on Land Use collaborates with the Center on meeting the objectives of this executive order.

The Interagency Team on Land Use is comprised of representatives from each State agency under the Governor's direction that impacts land use.

Representative State agencies and offices include:

- Department of Agriculture;
- Department of Community and Economic Development;
- Department of Conservation and Natural Resources;
- Department of Education;
- Department of Environmental Protection;
- Department of General Services;
- Department of Health;
- Department of Revenue;
- Department of State, Office of Legislative Affairs;
- Department of Transportation;
- Governor's Action Team;
- Governor's Green Government Council;
- Governor's Office of Housing and Community Revitalization;
- Governor's Policy Office;
- Lieutenant Governor's Office;
- Local Government Commission;
- Office of Administration/Office of Information Technology;
- Office of the Budget;
- Office of General Counsel;
- Pennsylvania Emergency Management Agency;
- Pennsylvania Fish and Boat Commission;
- Pennsylvania Game Commission;
- Pennsylvania Historical and Museum Commission;
- Pennsylvania Housing and Finance Agency;
- Pennsylvania Infrastructure Investment Authority (PENNVEST);
- Pennsylvania Public Utility Commission; and
- Pennsylvania Rural Development Council.

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One of the first initiatives the Team worked on in 2000 was to conduct an agency-by-agency review to determine the impacts of programs and policies on local land use and land planning.

Following this review, the agencies developed implementation plans to guide their land use-related actions, decisions and policies. The Pennsylvania Department of Transportation (PennDOT), for example, has continued to prepare an annual Sound Land Use Implementation Plan to guide and promote its land use-related actions and to report on its progress regarding the plan's implementation (see page 39).

During 2004-2005, the Team worked on two important projects.

The first project was the development of the State's Keystone Principles & Criteria for Growth, Investment & Resource Conservation (see Appendix). These principles were approved by the Interagency Team in April 2005, then approved by the Economic Development Committee of the Cabinet in May 2005 and released in October 2005.

The second project was the development of a policy to implement Sections 619.2 and 1105 of the MPC. Section 619.2 requires State agencies to consider and rely on municipal and county comprehensive plans and zoning ordinances for infrastructure and facilities funding/permitting decisions. Section 1105 provides for this same requirement, "where municipalities have adopted a county plan or a multimunicipal plan is adopted under this article, and the participating municipalities have conformed their local plans and ordinances to the county or multimunicipal plan, by implementing cooperative agreements and adopting appropriate resolutions and ordinances...." This section also requires State agencies to give priority consideration to project applications for financial or technical assistance that are consistent with the county or multimunicipal plan.

The 10 State agencies and commissions that signed a letter of understanding to implement this policy are:

- Department of Agriculture;
- Department of Community and Economic Development;
- Department of Conservation and Natural Resources;
- Department of Education;
- Department of Environmental Protection;
- Department of Transportation;
- Pennsylvania Emergency Management Agency;
- Pennsylvania Historical and Museum Commission;
- Pennsylvania Infrastructure Investment Authority (PENNVEST); and
- Pennsylvania Public Utility Commission.

The Interagency Team will work with the applicable agencies to further implement this new policy.

PennDOT's Sound Land Use Implementation Plan

Acts 67 and 68, which amended the MPC, require State agencies to consider local land use comprehensive plans and zoning ordinances to make certain permit and funding decisions. As a result of the amendments, PennDOT requires applicants to complete the Land Use Questionnaire as part of the Highway Occupancy Permit application process. PennDOT also provides funds on a competitive basis for studies that coordinate transportation and land use.

Since the issuance of Executive Order 1999-1, PennDOT has prepared an annual Sound Land Use Implementation Plan to guide and promote PennDOT's land use related actions and progress.

Most recently, PennDOT participated in conducting the 2003 Conference on Transportation and Land Use for Economic Development. The action items resulting from this conference provide the foundation for PennDOT's 2005 Sound Land Use Implementation Plan.

Next Steps

PennDOT will continue to develop annual Sound Land Use Implementation Plans. The plans serve to:

- measure and monitor progress on linking land use and transportation decision-making through various plans, programs and projects;
- highlight ongoing and near-term land use-related initiatives; and
- set the stage for future "smart transportation" investments.

A key focus area for PennDOT will be to continue providing transportation infrastructure and services that will support community and economic development initiatives.

Examples of transportation's role in managing growth can be seen in the following PennDOT activities and resources:

- Context Sensitive Solutions (CSS) training and integration of CSS with project development;
- tools to communities for developing traffic calming improvements;
- model noise and access management ordinances and providing implementation training;
- reinvestments in communities through programs such as Home Town Streets and Safe Routes to School or through existing programs, such as the Pennsylvania Infrastructure Bank;
- federal planning funds to undertake multimunicipal and county transportation components of comprehensive plans;
- environmentally sensitive maintenance activities;
- support for the Sustainable Streets Program by implementing various bicycle and pedestrian-friendly improvements; and
- improve intermodal connections to support local land use planning and management objectives.

PennDOT is currently and will continue to develop and refine its "Smart Transportation" agenda by "right-sizing" transportation projects to ensure that infrastructure fits into the fabric of existing and planned urban, suburban and rural places.

A clear vision will be established to more fully realize the links between land use and transportation decision-making. Broad themes and specific policies/programs will be established to enable PennDOT to partner with others and make strategic infrastructure investments to improve the quality of life in Pennsylvania.

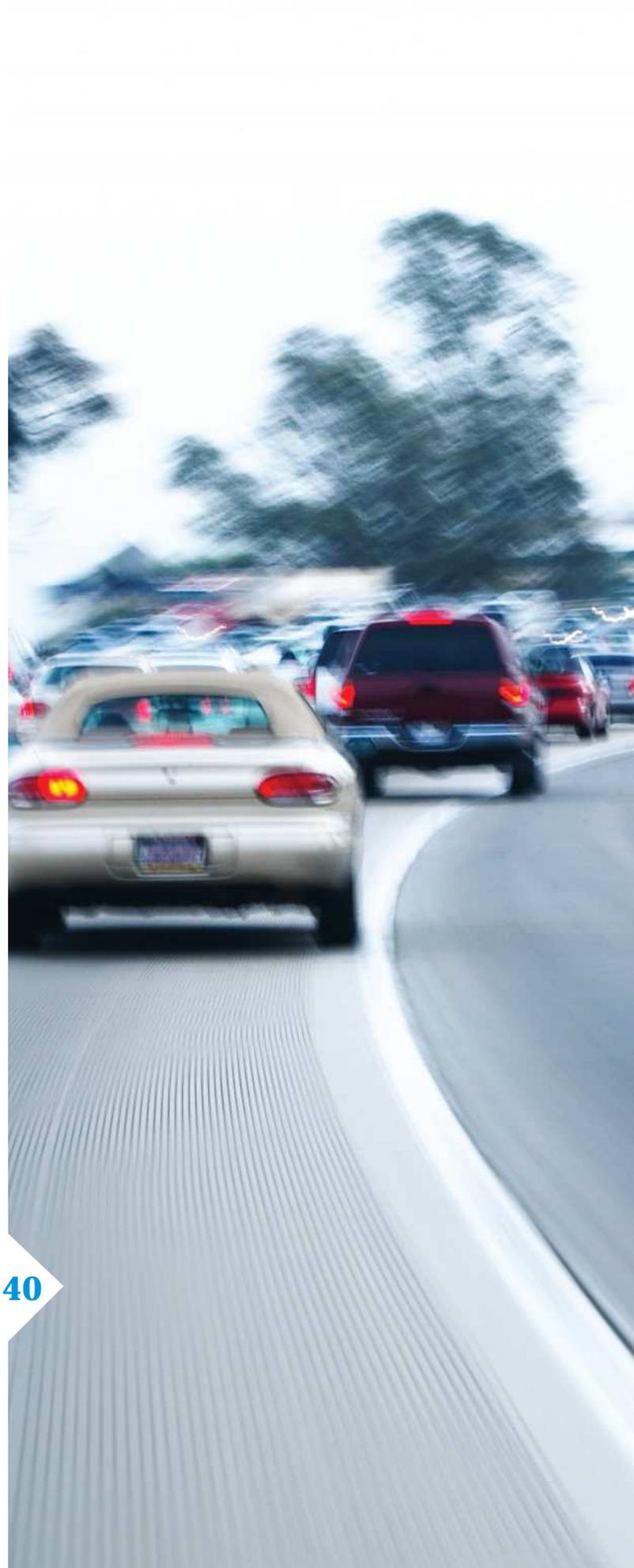
Action Plan on Transportation, Land Use and Economic Development

In May 2003, the Pennsylvania Departments of Community and Economic Development, Transportation, Environmental Protection, Conservation and Natural Resources, and Agriculture hosted a conference that focused on necessary steps for the Commonwealth to improve economic opportunity and quality of life for all Pennsylvanians. Subsequent to the conference, these five departments, along with the Governor's Policy Office, developed an Action Plan based on thoughtful recommendations generated by conference participants. This Plan identifies actions the Commonwealth can take to integrate State, regional and local decisions that impact land use, transportation and economic development. The Action Plan emphasizes interagency coordination, includes strategies for planning incentives and encourages multimunicipal implementation efforts statewide.

In May and June 2005, the Pennsylvania Departments of Community and Economic Development, Transportation, Conservation and Natural Resources, Environmental Protection and Agriculture conducted nine regional conferences across the Commonwealth as a follow-up to the successful 2003 Statewide Conference and subsequent Action Plan. These State agencies worked with leaders in the nine regions (Figure 1) to identify the primary regional issues and began to develop strategies to address these issues. Individual reports were produced from each conference; they are available online at www.landuseinpa.com. The agencies will continue to work with each region to further identify opportunities to address regional issues and develop action plans unique to each region.

State Water Plan

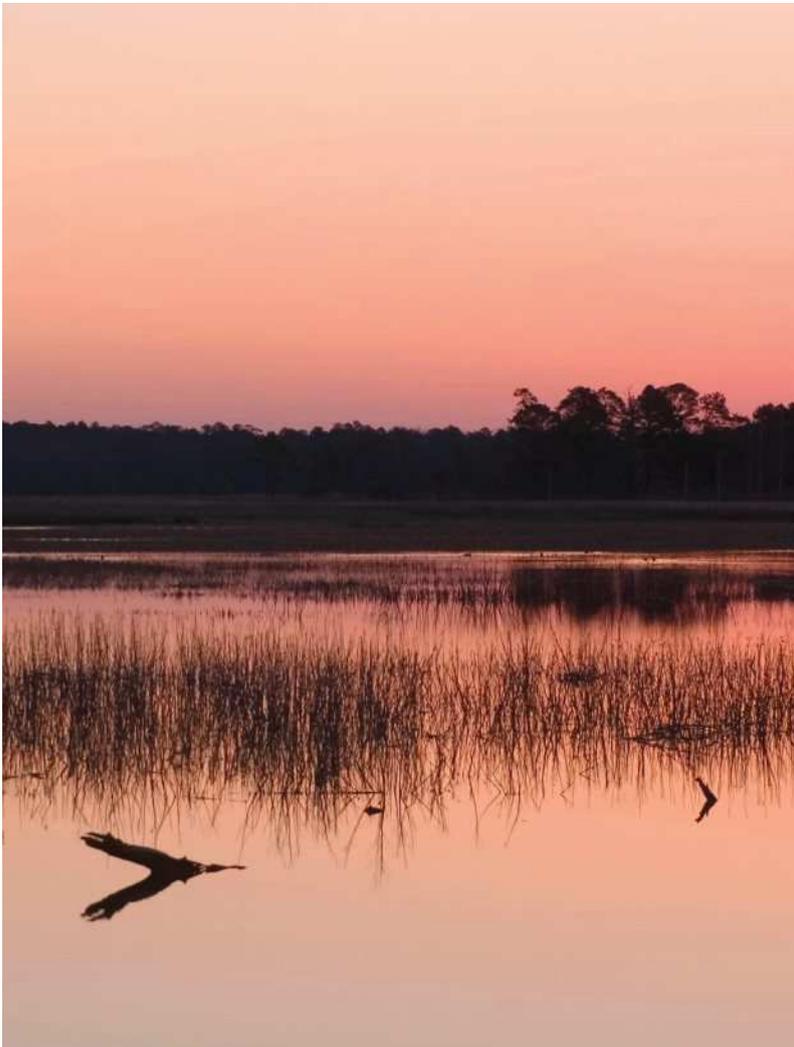
The Pennsylvania Water Resources Planning Act (Act 220 of 2002) requires the Pennsylvania Department of Environmental Protection (DEP) to update the State Water Plan for the first time in more than 25 years. The Act also directs DEP to update the State Water Plan in five years (2007) and every five years thereafter. The State Water Plan includes: an inventory of water resources and their safe yield; a projection and assessment of future needs and potential problems; and the identification of critical planning areas and resource plans for such areas. The planning process will identify priorities reflected in comprehensive plans and zoning ordinances.



Land Recycling Program

The Pennsylvania General Assembly, in 1995, passed three pieces of legislation — Acts 2, 3 and 4 — that provided the foundation for the Pennsylvania Land Recycling Program; a national leader in voluntary cleanup programs.¹⁵ The program's primary goal is to encourage the voluntary cleanup and reuse of contaminated commercial and industrial sites. This strategy of encouraging the redevelopment of sites with existing roads, sewers, water lines and utilities is often more cost-efficient than providing infrastructure at pristine sites. The strategy also helps to preserve prime farmland, forests and open areas from development.

Today, the Pennsylvania Land Recycling Program's award-winning approach is a national model for use in transforming abandoned, idle properties into economic opportunities. Tens of thousands of jobs have been created or retained because of the business opportunities recognized and realized in Pennsylvania. Since 1995, DEP has approved the cleanup of more than 1,800 sites, which have been remediated to the Background, Statewide Health or Site-Specific standard. Currently, 982 sites are "In Progress," such that DEP has received a Notice of Intent to Remediate (NIR), but has not yet approved a final report of completion.



Brownfield Action Team

The Department of Environmental Protection created the Brownfield Action Team (BAT) to enhance interaction of the DEP and the Land Recycling Program with local communities by creating a single point of contact for priority projects located on distressed property. The BAT is responsible for expediting the remediation, reclamation, reuse and redevelopment of brownfields and abandoned mine lands. It also manages and coordinates funding for high priority and reuse projects. The BAT coordinates both remediation program development activities and permitting procedures related to redevelopment projects.

Community Action Team

The Department of Community and Economic Development's Community Action Team (CAT) coordinates State funding for community economic development projects. The CAT packages financial and technical assistance from a variety of sources to projects that will have significant impact in revitalizing communities. Moreover, CAT will help maximize the tools and financial resources provided through the Economic Stimulus Program.

Governor's Action Team

The Governor's Action Team is the single point of contact for businesses that are evaluating Pennsylvania as a site for a facility location or expansion. The Governor's Action Team is an accessible, informed resource for business information and assistance; reports directly to the Governor; works with domestic and international businesses, as well as professional site consultants, on projects involving significant investment and job creation opportunities; and provides the critical information and data necessary to evaluate potential locations for new and existing businesses.

County Comprehensive Plans

Article III of the MPC requires counties of the second class through eighth class to prepare and adopt a comprehensive plan. Currently, 61 Pennsylvania counties have adopted county comprehensive plans (Figure 21).

FIGURE 21 – County Comprehensive Plans, June 2005

Source: Governor's Center for Local Government Services



County Zoning Ordinances

Article VI of the MPC permits counties to prepare and enact a zoning ordinance to regulate land use in municipalities that have not adopted a zoning ordinance. Currently, 12 counties have exercised this provision (Figure 22).

FIGURE 22 – County Zoning Ordinances, June 2005

Source: Governor's Center for Local Government Services



REGIONAL COOPERATION AND MULTIMUNICIPAL PLANNING IN PRACTICE

Lycoming County and Multimunicipal Planning Project

Lycoming County and its 52 municipalities have embarked on a unique approach to comprehensive planning. The county has been working on an update to its comprehensive plan to address all components of the Municipalities Planning Code. In addition, six new multimunicipal plans covering 26 boroughs and townships will be developed. Those municipalities, primarily in the southern and central parts of the county, are home to 83 percent of the county's population. By including Gregg Township in Union County in one of the multimunicipal plans, the Route 15 South corridor is the focus of one of the multimunicipal plans. The remaining 26 municipalities are included in the county's plan, resulting in the entire county being covered by new or updated comprehensive plans. Lycoming County

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represents the first integrated planning effort under the 2000 revisions to the Municipalities Planning Code.

Funding for this planning project was provided in part by the Center's LUPTAP program with additional support from the Departments of Conservation and Natural Resources, Environmental Protection, and Transportation. Recently, the County and some of its municipalities have begun to develop the tools necessary to implement the plans.

Northern Tier Coalition of Susquehanna County

The Northern Tier Coalition represents 12 municipalities in the northwestern quarter of Susquehanna County. The Coalition recently completed a multimunicipal comprehensive plan, which is probably the largest plan of its kind in the Commonwealth, in terms of the number of municipalities involved. The comprehensive plan is a result of local officials in one of the most rural areas of the State recognizing the importance of planning and working together. The plan was completed by combining municipal, county, regional and State technical and financial resources with a great deal of hard work on the part of many people at every level.

The comprehensive plan sets the stage for continued cooperation among the 12 municipalities in land use regulation, community facilities and services, road improvements and economic development. The plan calls for the municipalities to work cooperatively on zoning; 10 of the 12 are proceeding in this direction.

For their efforts in Innovative Planning and Land Use Practices, the Northern Tier Coalition of Susquehanna County and its 12 member municipalities were recognized with the 2005 Governor's Award for Local Government Excellence.

County Subdivision and Land Development Ordinances

Article V of the MPC permits counties to regulate subdivisions and land improvements by preparing and adopting a subdivision and land development ordinance. Currently, 44 counties have adopted county subdivision ordinances (Figure 23).

FIGURE 23 – County Subdivision and Land Development Ordinances, May 2005

Source: Governor's Center for Local Government Services

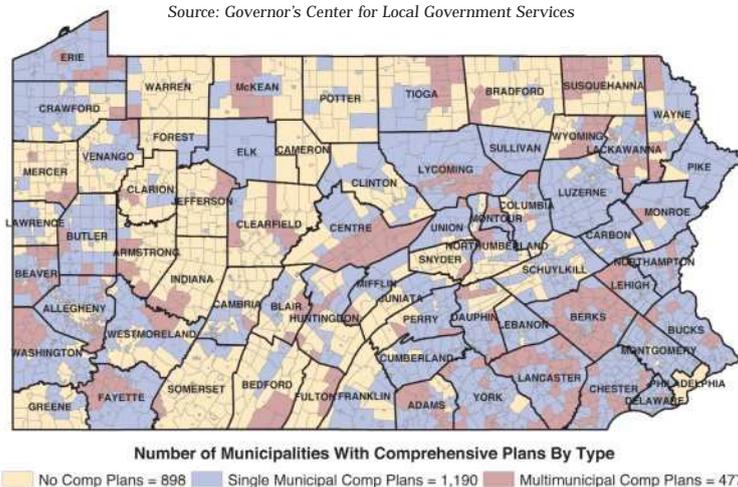


Municipal Comprehensive Plans

Article III of the MPC enables municipalities to prepare a comprehensive plan. Municipal planning is voluntary, but the level of municipal planning through the development, adoption and implementation of comprehensive plans is directly linked to land use patterns (Figure 24).

FIGURE 24 – Municipal Comprehensive Plans, September 2005

Source: Governor's Center for Local Government Services



A COOPERATIVE AND INTEGRATED APPROACH TO PLANNING FOR LIVABLE COMMUNITIES

County and Multimunicipal Plans Under Way

Following the Commonwealth's Growing Smarter initiative, Mercer County undertook its most ambitious plan ever to map future growth, development and community improvements.

Mercer County Comprehensive Plan

The county plan examined indicators on county livability — economy, income, population, housing and others. When completed, the plan will redefine the county's future vision and strategies for long-term community vitality.

Particular emphasis is given to:

Target growth, revitalization and rural areas - Mapping of areas where growth is desired, where it is not desired, or where public efforts are needed to revitalize communities;

Economic development sites - A market-based analysis and proformas leading to targeting and development of new sites to serve needs over 10 years;

Transportation capital projects - A plan to identify the next generation of highway and other improvements to enhance community and economic vitality and travel safety and flow;

Water and sewer - A plan for upgrading and expanding systems in response to a \$140 million backlog of needs;

Greenways development - A plan to enhance availability of green and open space quality-of-life assets; and

Design guides - suggested concepts to promote, via regulation or partnership with developers, quality of both greenfield and brownfield development.

Multimunicipal Comprehensive Plans

Comprehensive plans have been developed or updated for five different multimunicipal groupings:

- Greenville-Hempfield;
- Sharpsville school district region (Clark, Sharpsville, South Pymatuning);
- Mercer region (Coolspring, East Lackawannock, Findley, Mercer);
- Lakeview school district region (Fairview, Jackson, Jackson Center, Lake, Mill Creek, New Lebanon, New Vernon, Sandy Lake B., Sandy Lake T., Stoneboro, Worth); and
- Grove City school district region (Grove City, Liberty, Pine, Springfield, Wolf Creek).

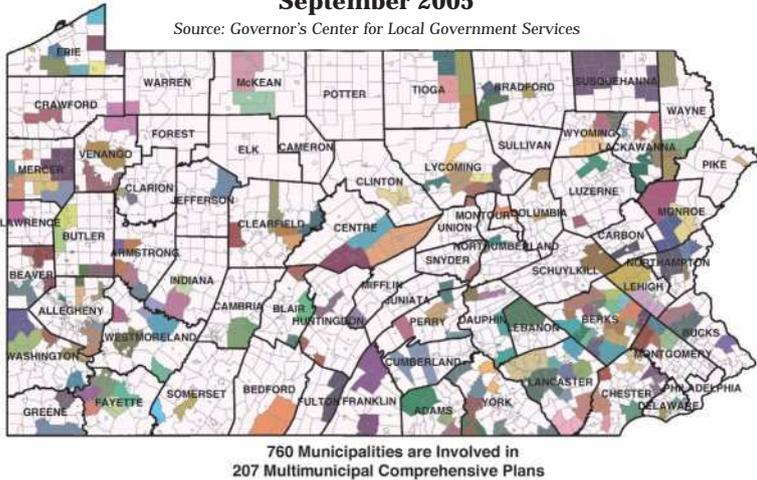
Multimunicipal plans have been integrated with the county plan to yield consistent strategies for development and community improvement that leaders throughout the county are willing to pursue.

Multimunicipal Comprehensive Plans

Articles III and XI of the MPC authorize municipalities and counties to participate in intergovernmental cooperative planning and implementation efforts. Multimunicipal planning efforts as permitted in Acts 67 and 68 of 2000 are growing, and efforts are occurring in all but four counties (Figure 25).

FIGURE 25 – Multimunicipal Comprehensive Plans, September 2005

Source: Governor's Center for Local Government Services

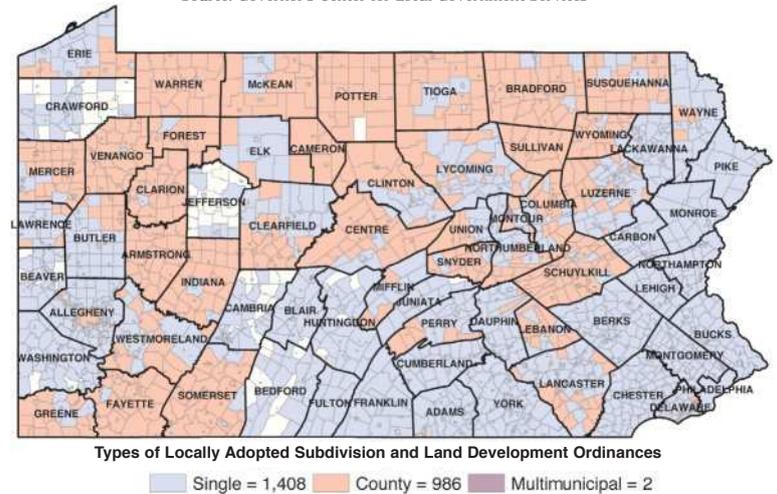


Municipal Subdivision and Land Development Ordinances

Article V of the MPC authorizes municipalities to prepare and enact a subdivision and land development ordinance. Subdivision and land development ordinances provide for the division and improvement of land in Pennsylvania. Increasing the number of local governments that adopt such ordinances consistent with a comprehensive plan will improve the opportunity for municipal land use planning and management in Pennsylvania. These ordinances are the most common land use tools municipalities have. In contrast to municipal zoning, almost all municipalities (97 percent) regulate land development through subdivision and land development ordinances (Figure 27). In Pennsylvania, a municipal subdivision and land development ordinance — where adopted — supersedes a county's subdivision and land development ordinance.

FIGURE 27 – Municipal Subdivision and Land Development Ordinances, September 2005

Source: Governor's Center for Local Government Services

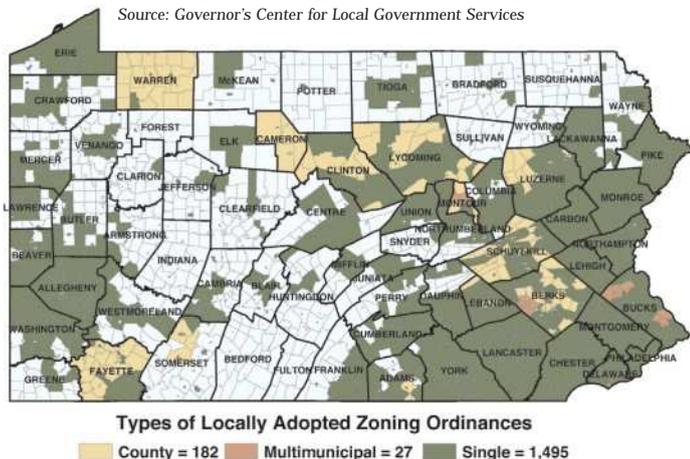


Municipal Zoning Ordinances

Article VI of the MPC authorizes municipalities to prepare and enact zoning to regulate the use of land. Municipal zoning in Pennsylvania is occurring throughout the State but is most prevalent in municipalities with populations greater than 2,500. Nearly 70 percent of Pennsylvania's municipalities use zoning as a land use regulation tool (Figure 26). In Pennsylvania, a municipal zoning ordinance — where adopted — supersedes a county zoning ordinance. There are currently 27 municipalities in the Commonwealth involved in eight joint/multimunicipal zoning ordinances. Given the number of multimunicipal comprehensive plans shown in Figure 25, the Center anticipates that the number of municipalities participating in joint municipal zoning efforts will increase.

FIGURE 26 – Municipal Zoning Ordinances, September 2005

Source: Governor's Center for Local Government Services

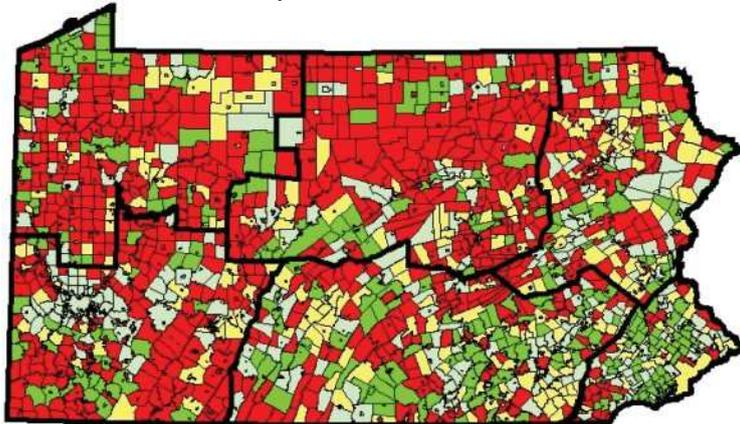


Municipal Sewage Facilities Plans (Act 537 of 1966)

Municipal Act 537 Plans in Pennsylvania greatly vary in age. Of Pennsylvania's 2,565 municipalities, 1,246 municipal plans (nearly 50 percent) are more than 20 years old. Many of these outdated plans are found in rural municipalities located north and west of the Allegheny Front (Figure 28).

FIGURE 28 – Municipal Sewage Facilities Plans, June 2005

Source: Department of Environmental Protection



Agricultural Land Preservation

According to the Pennsylvania Department of Agriculture's 2003-2004 Farmland Preservation Annual Report, more than 275,593 acres have been approved for permanent preservation through 2,370 agricultural conservation easements, as authorized by the Pennsylvania Agricultural Area Security Law (Act 43). A total of 232 farms were preserved by permanent agricultural easements from April 30, 2003 to April 30, 2004. The State's \$40 million contribution greatly assisted county-matched funds, which totaled \$25.6 million. This represents a 9.2 percent and 11.2 percent respective increase in preserved acres and agricultural easements over the 2002-2003 statistics.

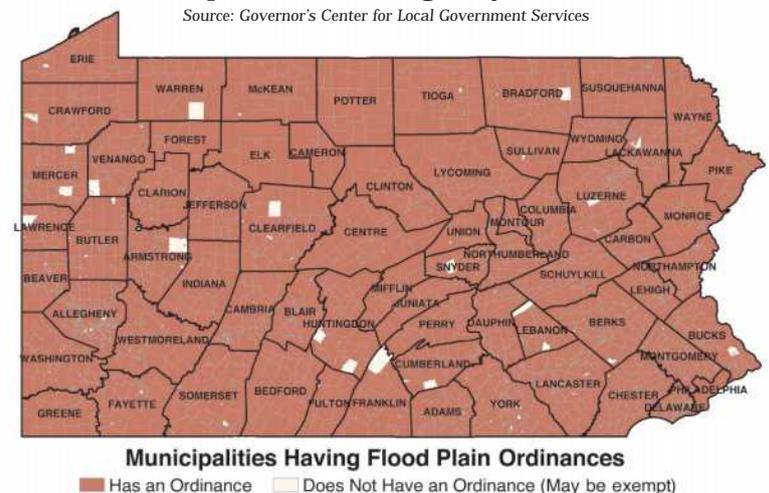
Floodplain Management Ordinances

Flooding is Pennsylvania's most common and widespread natural hazard. Most communities in Pennsylvania have experienced flooding due to hurricanes or their remnants, spring rains, heavy thunderstorms or winter snow thaws. As such, the Pennsylvania Flood Plain Management Act (Act 166 of 1978) requires every municipality identified by the Federal Emergency Management Agency (FEMA) to participate in the National Flood Insurance Program (NFIP) and permits all municipalities to adopt floodplain management regulations. Floodplain management is the operation of a municipal program of corrective and preventative measures for reducing flood damage. A municipality's agreement to adopt and enforce floodplain management ordinances, particularly with respect to new construction, is a required element in making flood insurance available to home and businesses owners. Moreover, such regulations, when properly enforced, not only protect our investments, but our cultural and natural resources as well.

An overwhelming majority of Pennsylvania's 2,565 municipalities have adopted a floodplain management ordinance (Figure 29).

FIGURE 29 – Municipal Floodplain Ordinances as Required for NFIP Eligibility, June 2005

Source: Governor's Center for Local Government Services



County Greenway and Open Space Network Planning

Greenway and Open Space Network planning provides strategies to conserve natural resources and opportunities to link outdoor recreation and tourism with community and economic development goals. Greenways are an important strategy for achieving land use management, recreation, open-space protection and community revitalization goals. Properly planned greenways and open spaces are intended to preserve these areas from future development. County Greenway and Open Space Network Plans contribute to Pennsylvania's statewide greenways network by:

- identifying the county's overall greenways network and setting a framework for municipal greenways planning; and
- establishing an inventory of natural resources and open space to be protected — a critical component of the greenways network.

Figure 30 depicts the status of County Greenway and Open Space Network Plans by county. Figure 31 depicts Pennsylvania's major greenway corridors.

FIGURE 30 – County Greenway and Open Space Network Plans, September 2004

Source: Department of Conservation and Natural Resources

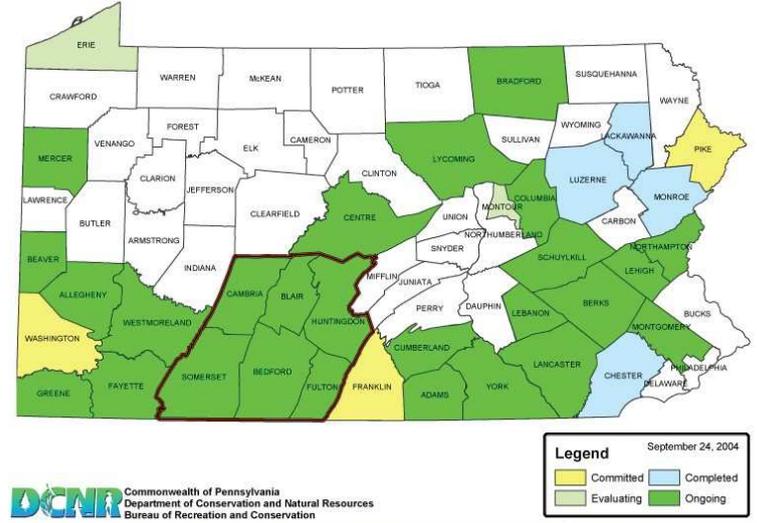
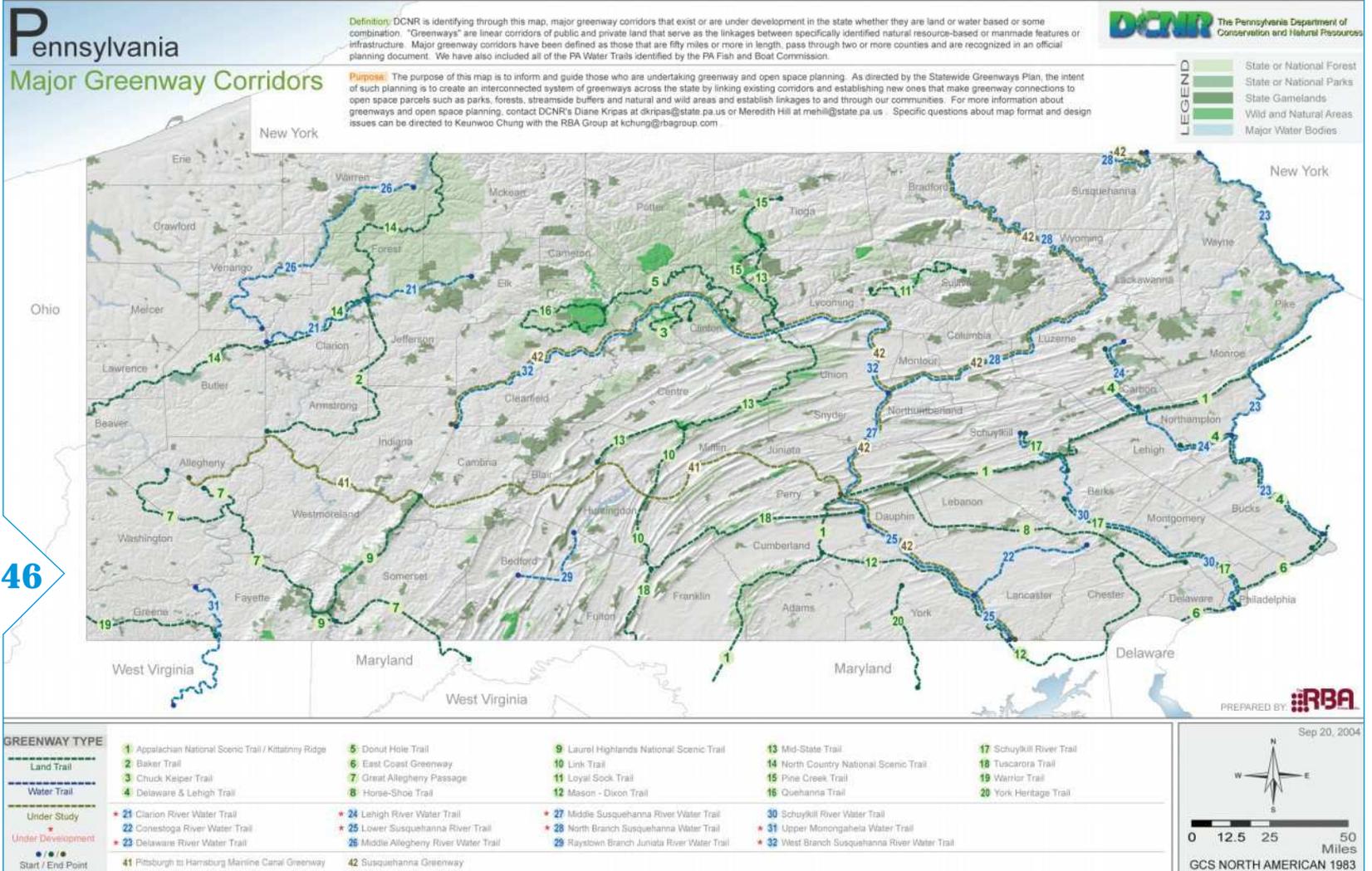


FIGURE 31 – Pennsylvania's Major Greenway Corridors

Source: Department of Conservation and Natural Resources



County Natural Area Inventories

As a prerequisite to a County Greenway and Open Space Network Plan, counties are encouraged to complete County Natural Area Inventories (CNAIs). These help to identify areas that support rare and unique plant and animal communities.

Pennsylvania's County Natural Areas Inventory Program is a partnership between the Department of Conservation and Natural Resources (DCNR), the Department of Community and Economic Development (DCED), the Fish and Boat Commission (FBC), the Game Commission (GC), The Nature Conservancy (TNC) and the Western Pennsylvania Conservancy (WPC).

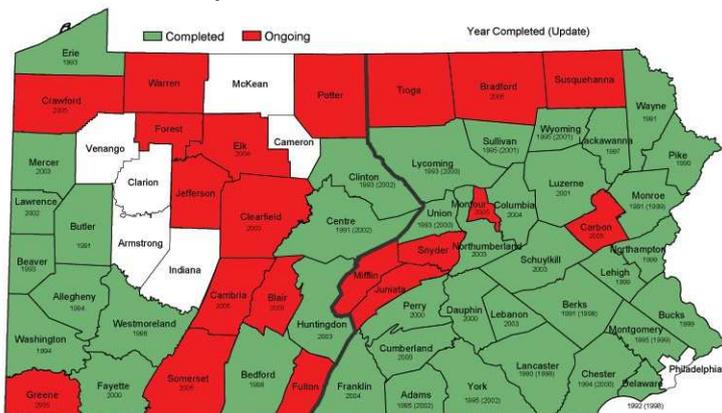
County Natural Area Inventories (CNAIs), sometimes referred to as County Natural Heritage Inventories in Western Pennsylvania, are an extremely valuable tool for counties and communities to plan for open-space preservation, natural resource protection and community and economic development. CNAIs provide an inventory of the rare, threatened and endangered species, significant ecological plant and animal communities and critical and unique natural areas of a county. Therefore, a CNAI is an important foundation on which to build county, regional and community comprehensive plans, greenways and open space network plans, rivers conservation and watershed plans, transportation plans and other land use planning and management initiatives.

Completion of a CNAI and a County Greenway and Open Space Network Plan will enable a county to meet the national resources protection requirements of the MPC as amended by Acts 67 and 68 of 2000. A CNAI is a prerequisite for DCNR funding of a County Greenway and Open Space Network Plan.

Figure 32 depicts the status of the CNAI projects committed, ongoing or completed in the State.

FIGURE 32 – County Natural Area Inventories, September 2004

Source: Department of Conservation and Natural Resources



PLANNING IN PENNSYLVANIA: TIME FOR A CHANGE

If Pennsylvania is to be competitive in today's global economy, it must develop a more effective and comprehensive approach to planning.

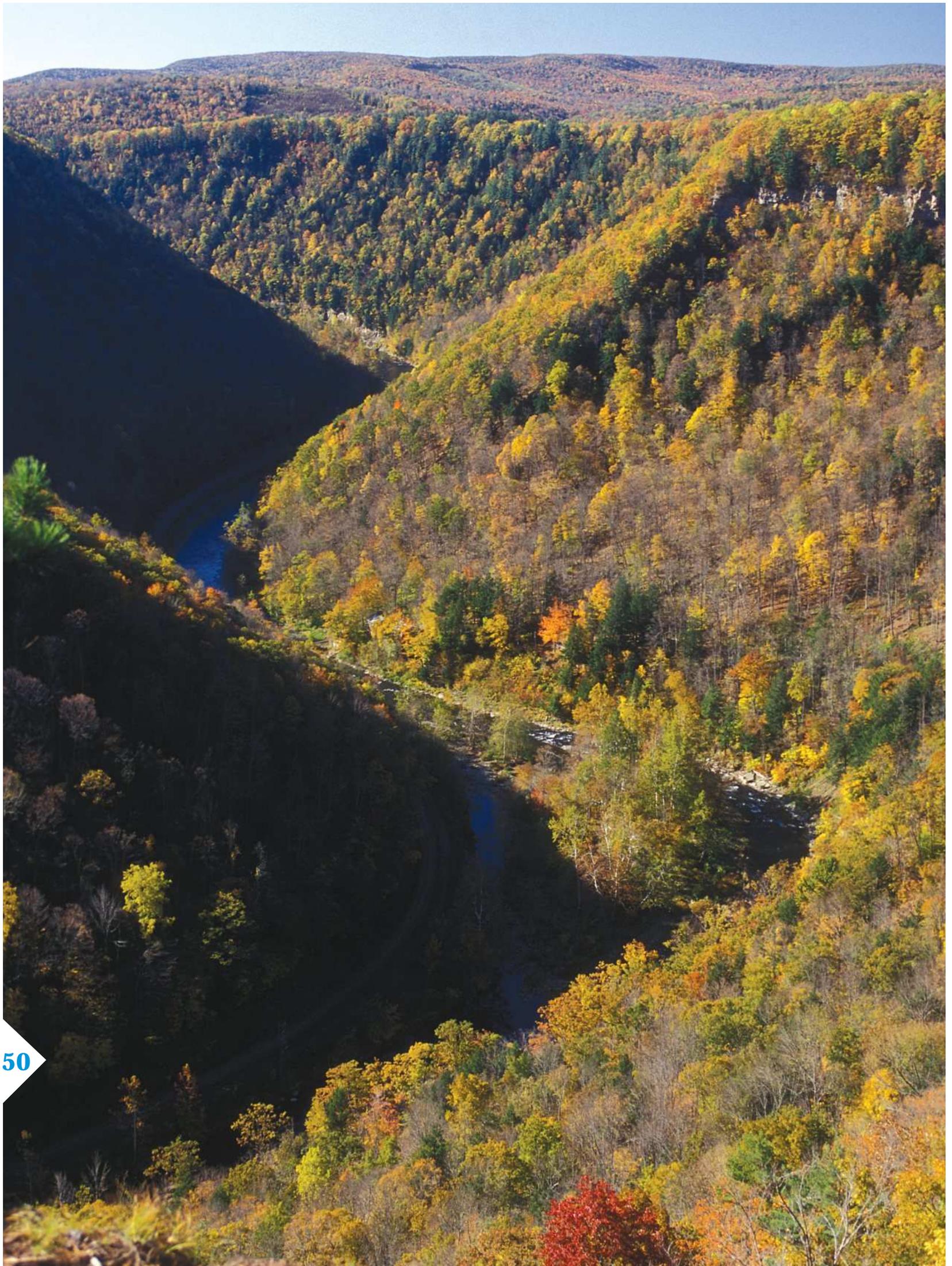
The Center endorses county and multimunicipal planning as the key to effective land use planning; strategic investment in high-impact community and economic development projects; and the conservation of natural resources.

It is vital that community planning and economic development be integrated to provide effective strategies for success.

Stakeholder Questions/Key Themes

Armed with the following questions for the Report's stakeholders, the Center inventoried Pennsylvania's most pressing land use trends and issues to understand the diversity and complexity of its development patterns. This process proved invaluable in formulating a series of recommendations to improve planning and community and economic development efforts.

- What are the most pressing land use issues?
- What is your organization's position on land use planning and management in Pennsylvania?
- What are the biggest land use trends/issues facing cities and urban municipalities?
- How are these trends/issues impacting Pennsylvania's cities and urban municipalities?
- Other than monetary means, how can the Commonwealth further promote multimunicipal, comprehensive planning and implementation?
- What are some of the biggest challenges facing investors, developers and property owners when dealing with local land use regulations?
- How are municipalities using Act 537 Sewage Facilities plans? For example, are they being used to remedy short-term problems or to plan for future improvements consistent with local land use planning policies?
- Do developers and business investors prefer to work in communities where a sense of certainty or predictability regarding future land use is established?
- Is there a need for better communication and coordination between planners and community/economic developers? If so, why and how?
- Is your organization concerned or interested in efforts to renew core urban areas? If so, why?
- What should be done to further promote and implement community and economic development?
- What additional training, education and technical assistance services are needed to further promote community and economic development?
- What changes/enhancements must the Commonwealth implement to promote community and economic development?
- How can local land use planning policies be achieved in light of market forces and demands? Do local land use plans and ordinances reflect these forces and demands or are they outdated and inflexible?



The Commonwealth promotes planning as more than the means by which municipalities control land use. Comprehensive planning can bring together interests in community and economic development, find answers to problems and discover opportunities for improvement and growth. Whether it is conserving unique natural and historic assets, revitalizing an older municipality, or attracting economic growth, planning readies a community or region to act and take full advantage of federal, State, local and private resources.

Community planning is not unlike business planning. Just as the private sector prepares a business plan to grow its opportunities and react to market changes, so should the public sector. The comprehensive plan should show a community is intent on being a vital, safe, attractive place well suited for residential and commercial investment. Top business people interviewed by the Center indicated they prefer to locate in communities with a well-crafted comprehensive plan that contains a well-defined vision for the future.

The Center’s stakeholder outreach efforts concluded that State, county and municipal governments should enact and develop land use policies, statutes and regulations that:

- consider the Commonwealth’s complex urban, suburban and rural landscapes and the interrelationships between them;
- include opportunities for training and education programs for elected and appointed officials;
- fully integrate land use planning and community and economic development planning;
- fulfill our promise to revitalize our core urban communities and to protect our rural, historic and cultural resources and environmentally sensitive areas;
- promote new public and private investment and reinvestment in Pennsylvania’s communities;
- encourage municipalities to take advantage of existing land use planning tools;
- support new multimunicipal planning and implementation efforts;
- increase the communication and collaboration between the public and private sectors; and
- take advantage of existing land use planning tools.

The participation of the following entities is critical to the implementation of one or more of the recommendations outlined on the pages that follow:

- Brownfields Action Team;
- Community Action Team;
- County and municipal governments;
- County planning commissions;
- Department of Agriculture;
- Department of Community and Economic Development;
- Department of Conservation and Natural Resources;
- Department of Conservation and Natural Resources, Bureau of Topographic and Geological Survey;
- Department of Education;
- Department of Environmental Protection;
- Department of Public Welfare;
- Department of Transportation;
- Economic Development Committee of the Cabinet;
- General Assembly;
- Geospatial Technologies Advisory Committee, Geospatial Technologies Steering Committee and Geospatial Technologies Council;
- Pennsylvania MAP Advisory Committee (PAMAP);
- Pennsylvania Geographic Information Consortium;
- Governor’s Action Team;
- Governor’s Center for Local Government Services;
- Governor’s Office of Policy and Planning;
- Interagency Team on Land Use;
- Legislative Office of Research Liaison;
- Office of Administration, Bureau of Geospatial Technologies;
- Pennsylvania Emergency Management Agency;
- Pennsylvania Historical and Museum Commission;
- Pennsylvania Infrastructure Investment Authority (PENNVEST);
- Pennsylvania Public Utility Commission;
- Regional planning agencies; and
- State Planning Board.

RECOMMENDATION:

Improve Pennsylvania's geospatial technologies to guide community and economic development investments and decisions.

"Geospatial technology will be an important driver in the global economy. In everyday business, industries such as insurance, banking, real estate, environmental monitoring, forestry and agriculture use geospatial information."

— Emily Stover DeRocco,
Assistant Secretary, Employment and Training Administration
U.S. Department of Labor

Why?

Geospatial technologies are a growing and significant part of Pennsylvania's (and the nation's) economy and are used to manage an ever-increasing array of government services and assets. Such technologies are widely used in the private and public sectors to support their community planning, economic development and business investment decisions. Recently, Pennsylvania has begun to develop a statewide, coordinated and standardized approach for data collection, analysis and dissemination. Once completed, Pennsylvania will have the information necessary to accurately benchmark land use and growth, as well as development trends. In addition, Pennsylvania will have ready access to information necessary to both increase the efficiency and effectiveness of our decision-making processes and understand the impacts such decisions have on the Commonwealth's vast resources.

Geospatial Technology Defined:

"Geospatial technology refers to the science and the tools used to acquire, store, analyze and output data in two or three dimensions, referenced to the earth by some type of real-world coordinate system (e.g., a map projection).

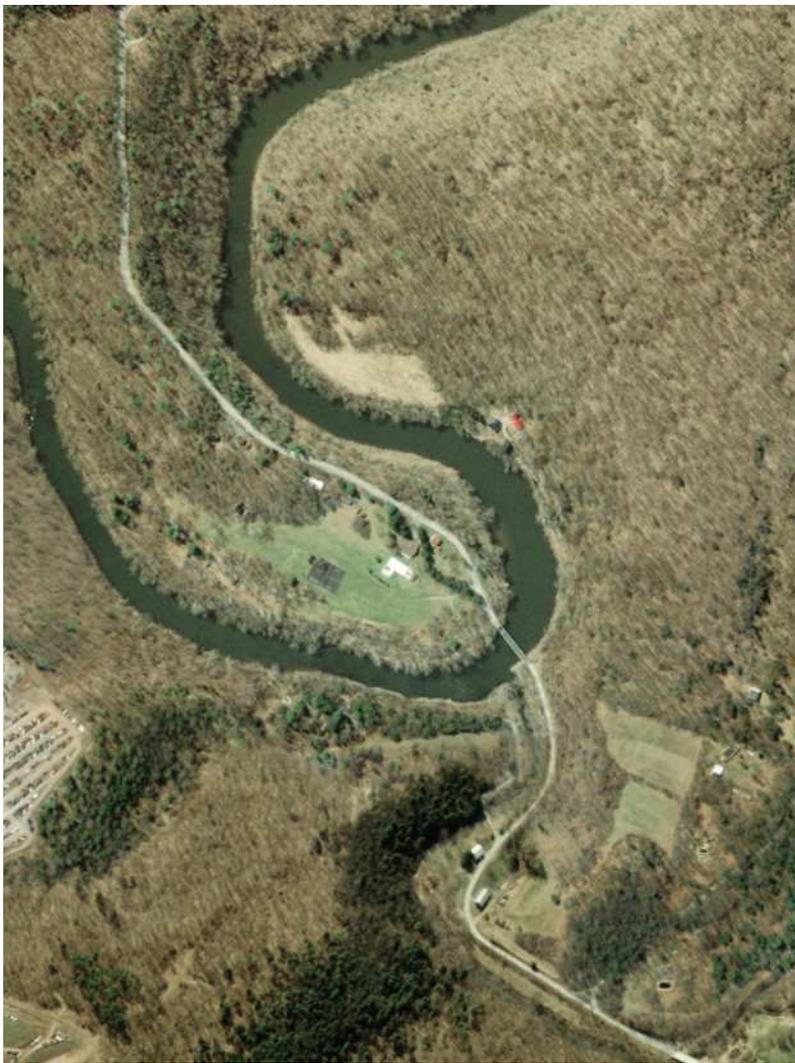
The ability to reference a geographic location is an important component in analysis of effects or trends in biological and physical resources. Geospatial technology tools include geographic information systems (GIS), remote sensing, thematic mapping, image processing, satellite positioning systems such as the Global Positioning System (GPS), and telemetry."

— U.S. Geological Survey

Where do some of Pennsylvania's competitor states stand with regard to geospatial technologies?

Maryland has had a long and extensive history of geographic information and geographic information technology (GI/GIT) use, with early and continued applications focused on land use planning and environmental protection/natural resource management. The former Department of Planning, now the Office of Planning (OP), was one of the first state agencies in the country to use GIS software, now with more than 20 years of experience. OP and three other agencies, including the Department of Natural Resources, State Highway Administration and the Department of Housing and Community Development, are now the leading state agencies involved in GI production and GIS usage. These agencies have coordinated the development and release of much statewide GI via the Internet, including satellite data. This electronic atlas has facilitated government and public use of GIS.

The State of New York (NYS) has a long history of geographic information and related technology (GI/GIT) use in several agencies, with early use of GIS dating back to the 1960s. However, comprehensive statewide coordination efforts did not exist until the New York State Temporary Geographic Information Systems Council was created through legislation in 1994. In 1996, this Council issued a report that identified policy and technical issues involving the development and use of GIS in NYS and made recommendations on the steps required to allow NYS to take full advantage of this technology. Based on this Report, as well as a report issued by Office of Real Property Services in 1996, Governor George Pataki's Task Force on Information Resource Management established the NYS GIS Coordination Program in September 1996, through the issuance of NY Technology Policy 96-18. As the Task Force transitioned into the Office for Technology in July 1997, the position of the NYS Coordination Program and its Coordinating Body strengthened. The Coordination Program quickly established a State Clearinghouse, developed an intergovernmental data-sharing framework and addressed legal and coordination issues, standards and training. More than 200 government entities and not-for-profits (including 65 state agencies) participate in the NYS GIS Cooperative, and GIS use and data sharing has expanded significantly in recent years.



New Jersey has used geographic information and related technology (GI/GIT) for several purposes for more than a decade. While the Department of Environmental Protection (DEP) has had a leading role in GI/GIT since 1986, the Departments of Agriculture, Community Affairs, Health and Senior Services, Transportation and NJ Transit have also made considerable use of GI/GIT. In addition, the Rutgers University Center for Remote Sensing and Spatial Analysis (CRSSA); the Rutgers University Center for Information Management, Integration and Connectivity (CIMIC); and the New Jersey Institute of Technology (NJIT) are involved in a number of projects using remotely sensed data and technologies. Attention to statewide GI/GIT coordination needs grew in the late 1990s, culminating in the establishment of a statewide approach and Office of GIS (OGIS) in September 1999. The Office of GIS, located within the Office of Information Technology (OIT), was established to guide the development of GIS capacity in State agencies and ensure that GI can be accessed across agencies. The Office provides statewide leadership in the coordination of spatial data development activities and the adoption of relevant policies, standards and best practices. It also identifies cross-agency problem-solving applications that benefit from the use of GIS.

Source: National States Geographic Information Council. "States in Review."

Retrieved on May 26, 2005, from <http://www.nsgic.org/review/index.cfm>.

How?

- Create a reliable funding mechanism to adequately support the Commonwealth's Bureau of Geospatial Technologies and its mission to foster and coordinate interoperable geospatial technologies, data standards and data sharing among 24 State agencies and between all levels of government.
- Support the development of the Commonwealth's coordinated and standardized multiagency mapping initiative known as Pennsylvania MAP (PAMAP). PAMAP will be used to: improve geospatial planning and coordination among and between the federal government, State agencies and counties; facilitate data sharing; reduce redundant data-collection efforts; support decision-making; and encourage a common vision to guide investment.
- Develop and implement the Pennsylvania Geospatial Data Sharing Standards (PGDSS) to enable data sharing within and between levels of government. The PGDSS should include the development of a standardized land use/land classification based on an existing national standard classification system.

Who?

The following will be critical to this recommendation's implementation:

- Office of Administration, Bureau of Geospatial Technologies;
- Interagency Team on Land Use;
- Department of Environmental Protection;
- Department of Conservation and Natural Resources, Bureau of Topographic and Geological Survey;
- Department of Transportation;
- Department of Community and Economic Development;
- Pennsylvania Emergency Management Agency;
- Geospatial Technologies Advisory Committee, Geospatial Technologies Steering Committee and Geospatial Technologies Council;
- County and municipal governments;
- Pennsylvania MAP Advisory Committee (PAMAP);
- Legislative Office of Research Liaison;
- Pennsylvania Mapping and Geographic Information Consortium; and
- Governor's Center for Local Government Services.

RECOMMENDATION:

Strengthen the capacity of county and municipal governments to address their growth and development issues.

Why?

Pennsylvania's counties and municipalities are striving to address their ever-growing community planning and economic development needs and challenges. The diversity and complexity of these needs and challenges, however, are stressing county and municipal governments' financial and human capacities. For example, municipalities in South Central Pennsylvania grapple with the region's dynamic population growth and land development pressures, while municipalities in Northwest Pennsylvania search for effective ways to revitalize their downtowns and attract new business to strengthen their tax base and provide much-needed jobs. Pennsylvania's economic success depends on the success of these communities. The need to strengthen their capacity to adequately and effectively address their challenges is — without question — essential.

How?

- State agencies must ensure that capacity at the county and municipal level exists to undertake projects financed by the State.
- County and municipal governments must capitalize on the resources and tools available through the regional planning agencies.
- County and municipal governments must work closely together.
- County and municipal governments must capitalize on the tools and practices authorized in the MPC, including: multimunicipal comprehensive planning and the related implementation tools; traditional neighborhood developments; transfer of development rights; planned residential developments; impact fees; and official maps.
 - Develop guidance for creating Designated Growth Areas (DGAs) authorized by Article XI of the MPC.
 - Develop criteria for consistency guidelines as defined in the MPC.
 - Develop guidance for defining and using developments of regional significance and impact (DRI) authorized under the MPC.
- Integrate market-based planning concepts into planning training courses and emphasize how market demands impact community and economic development.
- Develop guidance on how to create a comprehensive plan to meet specific community needs.

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Regional Planning Agency Defined:

“A planning agency that is comprised of representatives of more than one county. Regional planning responsibilities shall include: providing technical assistance to counties and municipalities; mediating conflicts across county lines; and reviewing county comprehensive plans for consistency with one another.”

— *Pennsylvania Municipalities Planning Code*

- Encourage capital-improvements planning as an essential component of comprehensive plans.
- Develop comprehensive plans that clearly indicate where development is desired, and establish strategies to facilitate private investment in those areas.
- Disseminate a virtual inventory of best practices for planning and implementation.
- Ensure that organizations applying for multimunicipal planning financial assistance are logical regional planning partners (e.g., school district-based, watershed-based, county-based, etc.) and are committed to implementing their plans through intergovernmental cooperation agreements.
- Give priority to applications for technical and financial assistance that seek to implement a multimunicipal comprehensive plan.
- Define a measure by which an effective planning and implementation process can be achieved.
- Provide a greater level of technical and financial assistance to the functional consolidation of municipal services, as well as municipal mergers, boundary changes and consolidations.

Who?

The following will be critical to this recommendation's implementation:

- Interagency Team on Land Use;
- Regional planning agencies;
- County and municipal governments; and
- Governor's Center for Local Government Services.



RECOMMENDATION:

State agencies should coordinate funding and permitting decisions that have regional significance and impact.

Why?

Executive Order 2004-9 establishes and directs the Economic Development Committee of the Cabinet to (among other duties) coordinate programs and policies affecting economic growth, job creation and retention, and work-force development across State agencies. The Executive Order also calls for interagency coordination and directs the Interagency Team on Land Use to support the Committee's mission. By working together, the agencies can reduce policy conflicts and leverage existing funding resources. To this end, it is important that State agencies work together to promote community and economic development.

In today's complex business environment — with its vast quantities of information available for consideration — there is more reason than ever to involve all relevant players in both information-sharing and decision-making processes. As such, an open decision-making process provides the opportunity for State agencies to capture a range of expertise and use this “brain trust” to forge quality community planning and economic development projects.

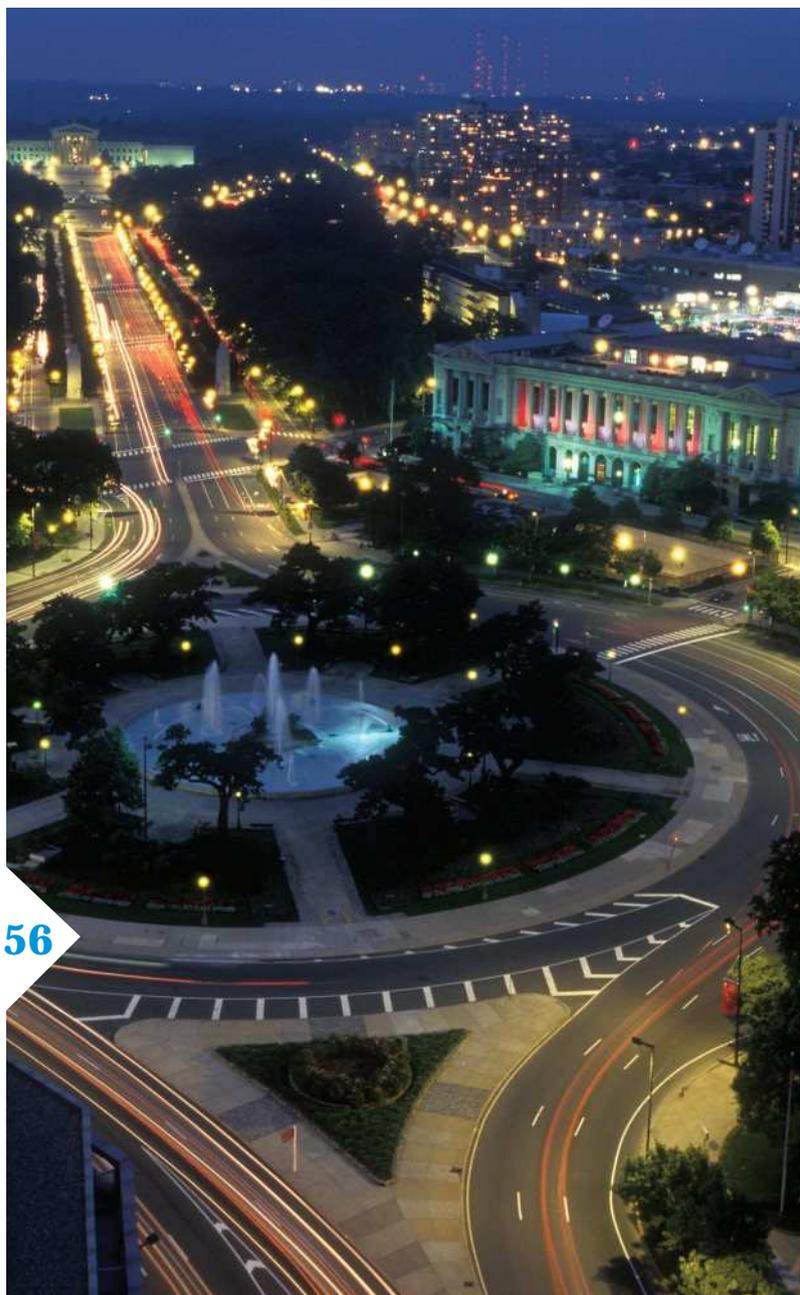
How?

- Each member of the Interagency Team on Land Use should work collaboratively to coordinate programs and policies affecting land use planning and community and economic development;
- Implement the Commonwealth's Keystone Principles & Criteria for Growth, Investment & Resource Conservation;
- Increase coordination between State agencies' funding programs to leverage greater support for community and economic development efforts;
- Coordinate funding packages to support community and economic development efforts with regional significance and impact; and
- Continue to promote and expand multi-agency efforts, such as the Community Action Team (CAT), Brownfields Action Team (BAT) and Governor's Action Team (GAT).

Who?

The following will be critical to this recommendation's implementation:

- Interagency Team on Land Use;
- Economic Development Committee of the Cabinet;
- Brownfields Action Team;
- Community Action Team;
- Governor's Action Team; and
- Governor's Center for Local Government Services.



RECOMMENDATION:

Conduct a comprehensive review of all State policies, programs and regulations affecting land use planning to ensure they are consistent with Pennsylvania's newly adopted Keystone Principles & Criteria for Growth, Investment & Resource Conservation.

Why?

Pennsylvania's new Keystone Principles & Criteria for Growth, Investment & Resource Conservation further strengthens the State's focus on encouraging economic development that sustains and grows economies in urban, suburban and rural areas while at the same time conserving the Commonwealth's exceptional cultural and natural resources. The principles build on the success of Governor Rendell's Growing Greener II initiative, which takes as a core precept that, in this era of mobile capital and intense global competition, the State needs to offer a higher quality of life to win the race for new business development. The values underpinning the principles and criteria now provide State agencies with fair and uniform measures for distributing resources and making regional and local investments.

How?

State agencies will begin to implement the Keystone Principles & Criteria for Growth, Investment & Resource Conservation by applying them to significant programs over the next six months and eventually expanding their application to all relevant programs. In support of this effort, the Center stands ready to work with the State Planning Board and Interagency Team on Land Use to review State policies, programs and regulations affecting land use planning against the Keystone Principles & Criteria and identify conflicts and provide recommendations for their resolve.

Who?

The following will be critical to this recommendation's implementation:

- State Planning Board;
- Interagency Team on Land Use;
- Governor's Office of Policy and Planning; and
- Governor's Center for Local Government Services.



RECOMMENDATION:

The State Planning Board should continue to monitor trends and issues related to Pennsylvania's land use, economic development and growth patterns.

Why?

The State Planning Board was first established in 1929 and reauthorized under Act 42 of 1989, which amended Administrative Code 2 P.S.A. Section 451. This established it as an advisory board in the Governor's Office. In July 2004, Governor Rendell reactivated the Board. Its mission is to monitor trends and issues of concern to the Commonwealth, gather input from State and local officials and citizens, and develop reports and recommendations for the Governor and the General Assembly to improve State policies and programs.

How?

The Commonwealth must provide adequate resources to the State Planning Board for it to accomplish its charge to review and develop recommendations that identify:

- conflicts among development, municipal and conservation interests and needs on open space and infrastructure issues;
- specific policies to achieve growth goals for revitalization of cities and towns, and community and economic development in rural communities; and
- options for improved governance measures to enable Pennsylvania to compete more effectively for economic growth while improving the quality of life in Pennsylvania's diverse communities.

These charges can, in part, be achieved through the Board's research of the issues and engagement of stakeholders. However, appropriate levels of resources are needed to fully support the Board's charges.

The reactivated Board issued its first report to the Governor in early 2006 and provided information relative to the status of the Board's charges.

Who?

The following will be critical to this recommendation's implementation:

- Department of Community and Economic Development;
- Department of Environmental Protection;
- Department of Conservation and Natural Resources;
- Department of Transportation;
- Department of Public Welfare;
- Department of Agriculture;
- State Planning Board;
- General Assembly; and
- Governor's Office of Policy and Planning.



RECOMMENDATION:

County and municipal governments should ensure their financial planning goals are linked to and integrated with their community planning and economic development objectives.

Why?

The fiscal stability and economic vitality of all local governments are directly tied to their strategic planning and management practices. Modern local government budgeting practices should be seen as part of an overall management system, which is defined by three levels of planning — strategic planning, management planning and operational control. Strategic planning establishes goals and objectives and the policies for their achievement. Management planning focuses on the evaluation of specific programs — such as the municipal budget — to ensure they are consistent with the strategic planning policies. Operational control focuses on carrying out the tasks necessary to implement adopted policies.¹⁶

A key component to an effective management system is a Capital Improvements Program (CIP), which is a multi-year scheduling of public physical improvements. Urban, suburban and rural communities alike should consistently use a CIP as a strategic implementation tool to relate capital facility expenditures to community and economic development objectives. For example, urban and older suburban communities may use the CIP to adopt policies to finance improvements to maintain or attract commercial and industrial development or generate private investments for neighborhood revitalization efforts. Growing suburban and rural communities may use the CIP to achieve their land use planning objectives by acquiring farmland and open space or programming the phased construction and maintenance of public infrastructure. This might include roads and sewer systems and the capital improvement needs of local volunteer emergency service providers.

How?

- Counties and municipalities should identify realistic community and economic development objectives and a strategic implementation plan tied to the municipal budget and capital improvement programs; and
- Capital improvements planning should be integral to the comprehensive planning process and used as a tool for implementing the comprehensive plan.

Who?

The following will be critical to this recommendation's implementation:

- County and municipal governments; and
- Regional planning agencies.

Pennsylvania's Early Intervention Program — Helping communities succeed.

The Early Intervention Program (EIP) was established to help Pennsylvania's local governments address financial management and fiscal difficulties in a timely and planned manner. Its aim is to avert adverse impacts on the health, safety and welfare of their residents and to establish short- and long-term financial and managerial objectives that strengthen the fiscal capacity of Pennsylvania's county and municipal governments. The Program also integrates long-term community and economic development strategies that strengthen local government's tax base. A key component of the Commonwealth's Economic Stimulus package is to provide fiscal stability to its local governments. The EIP is administered by the Center.

RECOMMENDATION:

Promote and support collaborative efforts among and between necessary partners to strengthen municipal planning and economic development.

Why?

Today's fast-paced and dynamic world places growing demands on local communities. From downtown revitalization and creating jobs to protecting sensitive resources and managing growth and development, county and municipal governments are expected to do more with less. They must build strong partnerships and alliances to effectively and proficiently meet such demands through land use planning and management and strategic community planning and economic development efforts.

Partnerships are very important and provide the necessary relationships to allow for the leveraging of financial resources, technical expertise and leadership needed to create high-quality community and economic development projects. Partnerships also help build consensus and develop prioritized lists of projects. These projects will lead to job growth, a strong economy, attraction and retention of businesses, and an overall improved quality of life.

A collaborative approach involving public officials, community and economic development partners, the public, a well-developed comprehensive plan and the implementation of ordinances are the keys to strengthening Pennsylvania.

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— Governor's Center for Local Government Services

Who and How?

Commonwealth agencies, offices, boards and authorities should:

- coordinate with each other to ensure financing, regulatory policies, and permit decisions that best serve a community's plan for success and yield strategic results for the Commonwealth;
- provide training and education to help communities strengthen their planning and capitalize on agency resources; and
- provide incentives for communities that have and are implementing county and municipal comprehensive plans.

Regional planning agencies should:

- provide technical assistance to counties and municipalities to support their community planning and economic development efforts; and
- provide guidance on regional economies and marketing to promote real regional growth, not just shifts in business and development from one part of the region to another.

Counties should:

- dedicate staff and resources to support municipal planning and economic development efforts;
- promote a cooperative approach to community and economic development;
- invite private-sector stakeholders to become involved in planning and economic development; and
- serve as a capacity builder for and facilitator of municipal and multimunicipal planning efforts.

Municipalities should:

- fully utilize the planning tools authorized by the MPC, such as multimunicipal accommodation of land uses, designated growth areas and rural resource areas, transfer of development rights, traditional neighborhood development, official maps, tax-revenue sharing and specific plans;

- plan cooperatively with neighboring municipalities and the county to strengthen local officials' abilities to mobilize resources, solve problems and make their communities more attractive for investment;
- be proactive in their planning efforts; and
- involve public-private sector stakeholders in community planning and economic development efforts.

Citizens should:

- become informed about and involved in local and regional issues; and
- encourage their local governments to engage in productive planning.

School districts and institutions of higher education should:

- consider the location of school district facilities in relation to county, municipal and multimunicipal comprehensive plans;
- provide an environment conducive to learning;
- promote research and development opportunities;

- support local work-force development and training needs; and
- support and participate in local community planning and economic development activities.

Municipal authorities should:

- actively participate in local planning and implementation processes; and
- offer perspectives on and assistance with local and regional issues.

The private sector should:

- convey its knowledge and understanding of market conditions to local government officials and identify the key ingredients necessary to grow and attract desired development;
- support and participate in county and municipal planning efforts; and
- understand a community's vision and support its efforts to achieve that vision.



PUBLIC-PRIVATE PARTNERSHIPS - SouthSide Works, Pittsburgh, PA

By integrating residential and commercial uses, the Pennsylvania Department of Community and Economic Development (DCED), City of Pittsburgh, Urban Redevelopment Authority, Soffer Organization, South Side Local Development Company and the Design Development Group have created a pedestrian-friendly New Urbanist¹⁷ community along the banks of the Monongahela River. Located in Pittsburgh, the SouthSide Works (SSW) is a 110-acre waterfront mixed-use development that includes 610,000 square feet of office space, 330,000 square feet of retail and restaurant opportunities, 84 loft-style residential units, a hotel, condominiums and a 10-screen theater. These amenities and more are all located within walking distance of riverfront trails, public transportation and the existing residential and commercial establishments in the South Side of Pittsburgh.

The real value of the SSW public-private partnership was the City of Pittsburgh's willingness to adjust its land use

regulations to accommodate the SSW development. Formerly, this area along the Monongahela River was owned and operated by the LTV Corporation and was zoned General Industrial (GI). The City of Pittsburgh worked with the SSW public and private partners to design a unique zoning classification known as Specially Planned District (SP-5). SP-5 was specifically designed for the SSW and allows the abandoned LTV steel mill site to be transformed into a mixed-use community.

This mixed-use development has fueled economic growth through job creation and new business attraction. It has also created a place where new residents want to live and work. The SSW redevelopment has attracted new retailers to the region, created office space in close proximity to the universities for spinoff companies and encouraged upgrades to adjacent properties.

— *Christine Fulton,*
Director of Community Development
Soffer Organization



RECOMMENDATION:

Strategically invest in the Commonwealth's future by coordinating land use planning and community and economic development efforts.

Why?

Pennsylvania's future prosperity depends on public and private sector collaboration to maximize the impact of the Commonwealth's existing and finite resources. To ensure these resources are strategically invested, public and private sector efforts must be driven by and based on local community and economic development strategies and policies. Such strategies and policies include county and municipal comprehensive plans and the Commonwealth's newly adopted investment criteria — Keystone Principles & Criteria for Growth, Investment & Resource Conservation. Using these tools, the public and private sectors will be able to create engines of economic growth that enhance regional competitiveness, foster innovation, increase productivity, develop strong industry clusters and enhance our overall quality of life.

Pennsylvania Municipalities Planning Code

- Section 619.2(a) directs Commonwealth agencies to consider and rely on comprehensive plans and zoning ordinances when reviewing funding or permitting applications for infrastructure or facilities.
- Section 619.2(b) directs the Center to work with municipalities to coordinate Commonwealth agency program resources with municipal planning and zoning activities.
- Section 1105 provides the following incentives to municipalities that have entered into implementation agreements to carry out a county or multimunicipal plan as described in Article XI:
 - priority consideration in State funding programs of all kinds;
 - required consideration of the plan and implementing ordinances by State agencies in making permitting and funding decisions; and
 - the availability of special tools used across municipal boundaries, such as the transfer of development rights, tax base and revenue sharing.

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How?

- Develop performance goals and indicators to measure and track Pennsylvania's achievements in community and economic development.
- Fully implement MPC Sections 619.2 and 1105. The 10 State agencies identified on page 38 should implement the newly adopted policy to utilize the authority granted to State agencies by the Pennsylvania MPC. These agencies should review their existing programs and procedures to identify any revisions to implement this policy. Once the revisions are identified, each agency should make the appropriate changes to its programs and procedures. Training should be conducted with the appropriate staff members from each of the agencies to ensure consistent implementation of this new policy.
- Continue to promote and use Pennsylvania's Economic Stimulus Package to attract private investment in our communities.
- Fully implement the Growing Greener II program.
- Fully implement the Keystone Principles & Criteria for Growth, Investment & Resource Conservation.

Who?

The following will be critical to this recommendation's implementation:

- Interagency Team on Land Use;
- Department of Community and Economic Development;
- Department of Conservation and Natural Resources;
- Department of Environmental Protection;
- Department of Agriculture;
- Department of Transportation;
- Department of Education;
- Pennsylvania Infrastructure Investment Authority (PENNVEST);
- Pennsylvania Emergency Management Agency;
- Pennsylvania Public Utility Commission; and
- Pennsylvania Historical and Museum Commission.

RECOMMENDATION:

Stimulate the development and continuous improvement of effective resource-conservation practices in planning, policymaking and regulatory operations.

Why?

The Constitution of Pennsylvania declares its citizens have the right to clean air, pure water and the preservation of the natural, scenic, historic and aesthetic values of the environment. Pennsylvania's economy, health and safety, and its citizens' quality of life depend on the careful stewardship of resources, a healthy economy and the development of technologies to enable economic growth while improving the Commonwealth's environment.

The protection and planned use of Pennsylvania's most precious resource — water — is crucial to community and economic development efforts. Pennsylvania's expanding suburban development patterns continue to place heavy demands on this finite resource. Since 1900, our residential use of water has increased from five to 62 gallons a day per person, and our total water use has climbed to 10 billion gallons a day.¹⁸ As such, water is critical to our economy and the health of our natural systems, yet we lack the information necessary to know how much water we have, how it's being used and what the demand for water will be in the future. The State's water plan, at more than 25 years old, is outdated. This is why the State Water Resources Act (Act 220 of 2002) was passed.

Tied to this planning initiative is Pennsylvania's leadership in and renewed commitment to the Chesapeake Bay restoration effort. Such efforts are demonstrated through the Commonwealth's many "firsts" among the Bay Agreement signatories (Pennsylvania, Maryland, Virginia, the District of Columbia, the U.S. Environmental Protection Agency and the Chesapeake Bay Commission) and award-winning programs. With regard to land use, Pennsylvania has accomplished the following:

- Pennsylvania has already reached the Chesapeake 2000 Agreement land preservation goal to permanently preserve 20 percent of the land area in its Bay watershed. More than 2.9 million acres are preserved. Pennsylvania's "Growing Smarter" land use program is helping to make this possible by providing local governments with the necessary tools to manage growth (ibid).

- As recognized by the American Farmland Trust, Pennsylvania leads the nation in the number of farms and acres of farmland protected. Pennsylvania has preserved a total of 2,014 farms totaling 240,809 acres — more than any other state in the nation (ibid).
- The Commonwealth's 2.1 million acres of State forest is now the largest certified forest in North America and one of the largest in the world. Pennsylvania is preserving a valuable and diverse mix of hardwoods, enriched with thousands of plant and animal species; high-quality rivers and streams; and seemingly endless opportunities for recreation and solitude (ibid).

In addition to its many environmental features, Pennsylvania's diverse landscape supports a diverse industrial- and agricultural-based economy, coupled with a sophisticated network of highways, rail and air transportation centers, and state-of-the-art medical, communications and educational facilities. These assets are vulnerable to Pennsylvania's many natural and man-made disasters. Therefore, coordinated steps must be taken to protect against the occurrence and impacts of natural and man-made disasters (ibid).

How?

- Implement Pennsylvania's Chesapeake Bay Tributary Strategy to fulfill its commitment goals specified under the Chesapeake 2000 Agreement. The strategy embraces a host of Best Management Practices for nonpoint and point sources (agriculture, wastewater treatment plants, urban stormwater and septic systems) to meet Pennsylvania's nutrient- and sediment-reduction goals.
- Continue to implement the Pennsylvania Water Resources Act (Act 220 of 2002) to prepare and update a comprehensive State Water Plan.
- Strengthen municipal sewage facility planning (Act 537 of 1965) and achieve greater consistency between municipal Act 537 plans and local comprehensive plans as authorized under the MPC.
- Fully implement the Growing Greener II program to ensure it meets the intent of the Growing Greener Environmental Stewardship and Watershed Protection Enhancement Authorization Act.
- Integrate hazard mitigation planning, greenways, open space planning and the County Natural Area Inventories into the comprehensive plan and land use tools.

Who?

The following will be critical to this recommendation's implementation:

- Department of Environmental Protection;
- Department of Conservation and Natural Resources;
- Department of Agriculture;
- Pennsylvania Emergency Management Agency;
- General Assembly;
- Interagency Team on Land Use;
- State Planning Board; and
- Governor's Center for Local Government Services.

RECOMMENDATION:

Preserve and protect Pennsylvania's sensitive and irreplaceable historic and cultural resources to build better and more livable communities.

Why?

In the spring of 1999, the Pennsylvania Historical and Museum Commission (PHMC) and Preservation Pennsylvania launched an ambitious outreach campaign to learn what citizens think as a first step in developing a five-year plan for historic preservation in Pennsylvania. In questionnaires and in public forums around the State, citizens were asked what they believed was most important to preserve and what they think public and private State leadership should do to advance the preservation agenda.¹⁹

The hundreds of Pennsylvanians who responded said they were gravely concerned about what is happening in their communities. They expressed concerns that blocks of historic buildings lie vacant, which contributes to crime and urban decay. Meanwhile, highways are becoming clogged and scenic landscapes destroyed by new development spreading randomly across the countryside. They fear we are losing not only important parts of our heritage but also the quality of life that makes people and businesses want to come to Pennsylvania and stay here (ibid).

The respondents also said they believe Pennsylvanians need to know more about their heritage. They believe it makes economic sense to revitalize existing communities and build on the infrastructure already in place. And while they value their rights as property owners, they believe it is important to exercise those rights in ways that create better communities for us all. They challenged PHMC and Preservation Pennsylvania to play strong leadership roles in preserving our treasures, educating people about our heritage and building stronger communities through preservation (ibid).

How?

- Implement the Pennsylvania Historic Preservation Plan;
- Ensure county comprehensive plans include a plan for historic preservation as required by MPC Section 301(a)(7)(iv); and
- Incorporate historic preservation into municipal land use policies, plans and ordinances.

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Who?

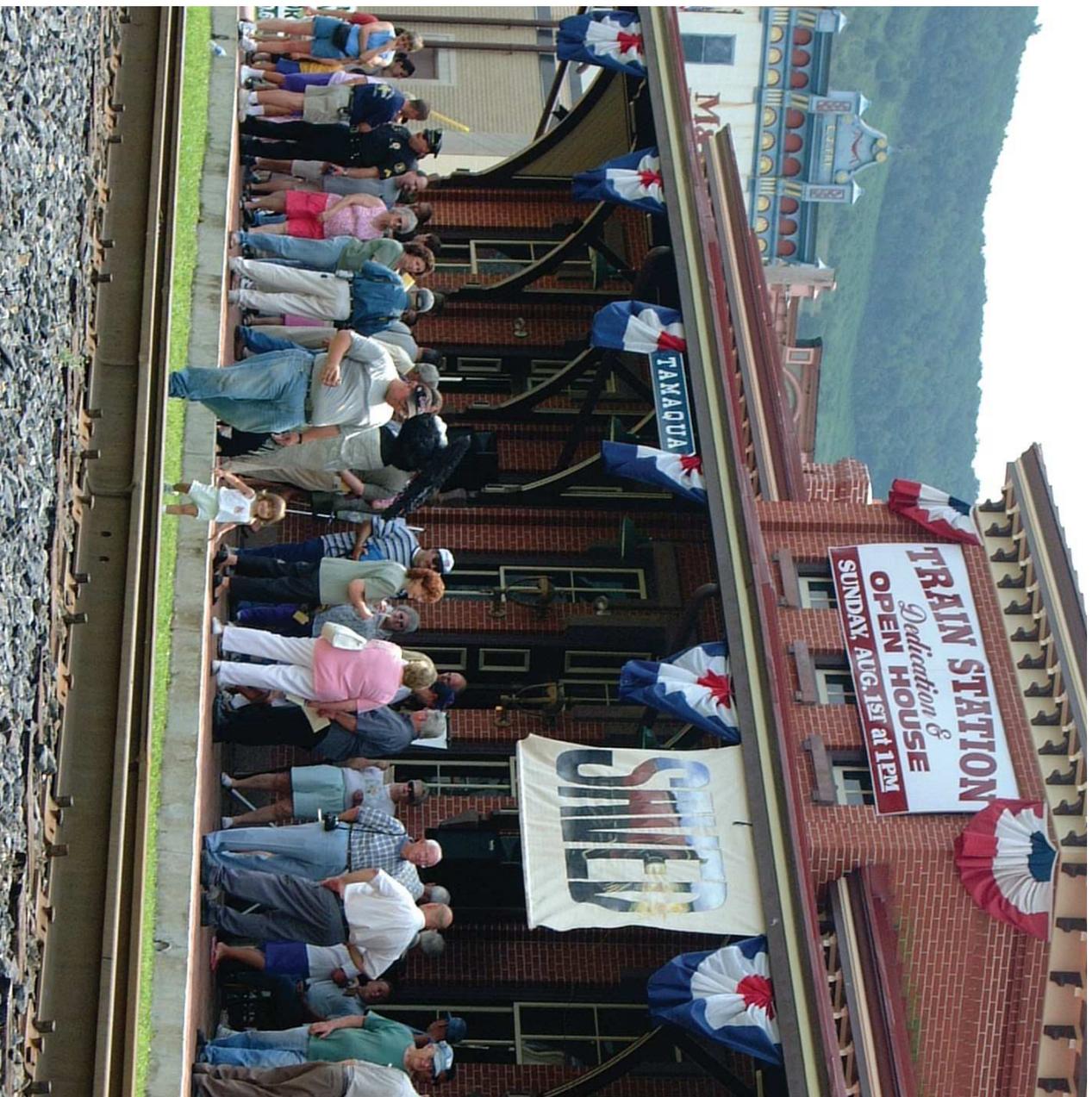
The following will be critical to this recommendation's implementation:

- Pennsylvania Historical and Museum Commission;
- County and municipal governments;
- County planning commissions; and
- Governor's Center for Local Government Services.

Tamaqua, Pennsylvania: A Historic Preservation Success Story

Tamaqua's population peaked in the early 20th century, as wealth flowed into the borough from the Southern Anthracite Field, the iron industry and the railroads. While they left a rich architectural and human legacy, the decline of these core industries challenged the community to find a new direction. Historic preservation held out some hope. Starting with a locally based initiative to restore the National Register of Historic Places listed Reading Railroad Passenger Station, history was made part of the future. Tamaqua received a Historic Preservation Grant from the Pennsylvania Historical and Museum Commission to list the downtown and a major part of the residential area in the National Register of Historic Places. The Reading Railroad Train Station received significant funding from the Transportation Enhancement Program of ISTEA. Tamaqua's downtown became a Main Street community; a three-year facade improvement is under way. Most exciting is the designation of key parcels in the community as Keystone Opportunity Zones (KOZ). The Flat Iron building, a prominent downtown property that is more than 100 years old, was sold to a local developer who is rehabilitating it for retail use on the first floor and residential units above. KOZ sites are also given priority for economic development assistance from the Commonwealth. Tamaqua's representative, David G. Argall (R-124), a co-sponsor of the bill, stated that "Countless buildings and properties have sat idle here for years, and there was little hope they would reach their full potential again. This bill changes that" (ibid).

(This and other historic preservation success stories can be obtained through the Pennsylvania Historic Preservation Plan.)



**Reading Railroad
Passenger Station
Tamakwa, Pennsylvania**

To the left is a photo of the station prior to this initiative.

RECOMMENDATION:

Strengthen the Center's technical assistance and education to county and municipal governments.

Why?

Section 301(b) and (c) of the Community and Economic Development Enhancement Act (P.L.403, No.58, June 27, 1996), as amended, charges the Center with administering Land Use Executive Order 1999-1 and further specifies that the Center "shall serve as the point of contact for local governments on issues and problems of local concern; shall be responsible for coordinating State program resources in response to local issues and problems; and shall establish a systematic process for addressing local issues and problems involving the resources of more than a single [State] agency." The Center has responded to this charge by administering a series of local government education, funding and technical assistance programs, which have supported Pennsylvania's efforts to improve land use planning. The success of the Center's initiatives is evident in the increasing number of county and municipal comprehensive planning efforts. But, along with this success comes an increasing demand to assist local governments with their growing and complex community planning and economic development challenges. The Center's ability to meet this demand, however, is highly dependent on its available resources.

How?

- Expand the Center's education, training and technical assistance initiatives;
- Provide easy access and sufficient opportunity for local government officials and community leaders to participate in education and training services; and
- Coordinate the Center's land use education and training programs with related training and education programs administered by other Commonwealth agencies.

Who?

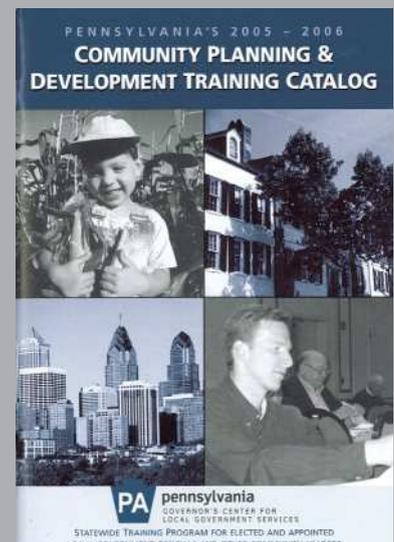
The following will be critical to this recommendation's implementation:

- General Assembly;
- Interagency Team on Land Use; and
- Governor's Center for Local Government Services.

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"Training and education is critical for developing comprehensive plans that meet the needs of all income groups."

— 2005 Report stakeholder participant



Conclusion

Many suburban and rural municipalities are experiencing changes to their landscapes and character as once productive farmland is quickly being converted to residential subdivisions, retail developments and office parks. These municipalities do not have the land use planning tools to accommodate or effectively and efficiently deal with current and future growth. Moreover, these municipalities will have to provide an increased level of public services never planned for or imagined. It is impossible and unwise to completely stop growth and development, but municipalities can and should implement the proper land use planning tools to manage and direct their growth and minimize adverse impacts.

On the other hand, many urban and core municipalities are dealing with the opposite effects of Pennsylvania's suburban growth and development trends. They are witnessing population decreases, infrastructure and housing deterioration, and business closings. At the same time, it is increasingly hard for them to find the financial means to address these adverse impacts. Many of them lack a comprehensive community and economic development strategy or the resources to properly deal with these changes, promote revitalization and attract needed reinvestment.

Pennsylvania's land use trends have a significant impact on economic competitiveness and quality of life. It will take the collective efforts

of the partners listed and discussed in this Report to promote growth, development and land use patterns that truly enhance the Commonwealth's communities and that provide economic benefits to all citizens.

Urban, suburban and rural communities need to work together to address their unique but related issues. They must be well informed and equipped to use the State's community and economic tools to best plan for their future. Likewise, the private and public sectors must increase their cooperation to provide a strong economy with increased job opportunities. At the same time, the Commonwealth needs to coordinate its policies and strategically invest in high-impact community and economic development projects. Together, these efforts will lead to an improved quality of life that will provide a strong economy, increased job opportunities and protect the natural, cultural and historical resources integral to Pennsylvania's competitive advantage. The result will be more vibrant communities.

The future of Pennsylvania is in our hands, and our quality of life is the key to our success. Therefore, we must work together to achieve what is best for our State and our communities. Together, we will succeed.



APPENDIX

The Keystone Principles & Criteria for Growth, Investment & Resource Conservation were adopted by the Economic Development Cabinet May 31, 2005. They were developed by the Interagency Team on Land Use, a working group of the Cabinet, over two years. The Keystone Principles & Criteria are designed as a coordinated interagency approach to fostering sustainable economic development and conservation of resources through the State's investments in Pennsylvania's diverse communities. The Keystone Principles & Criteria are provided here.

The Principles lay out general goals and objectives for economic development and resource conservation agreed upon among the agencies and programs that participated in their development. The Criteria are designed to help measure the extent to which particular projects accomplish these goals.

The Criteria do not replace agency program guidelines or criteria. Rather, at the agencies' discretion, they will either be integrated into the agencies' existing criteria (preferable) or used as additional, favorable considerations in the scoring or decision-making process. The Principles and Criteria are designed to encourage multifaceted project development that will integrate programs and funding sources from a variety of state agencies into a comprehensive strategy to address issues affecting whole communities.

Projects are to be evaluated with the recognition that rural, suburban and urban areas have different characteristics and needs and that what might work in an urban area might not work in a rural area (the "Be Fair" standard).

KEYSTONE PRINCIPLES:

1. REDEVELOP FIRST. Support revitalization of Pennsylvania's many cities and towns. Give funding preference to the reuse and redevelopment of "brownfield" and previously developed sites in urban, suburban and rural communities for economic activity that creates jobs, housing, mixed use development and recreational assets. Conserve Pennsylvania's exceptional heritage resources. Support rehabilitation of historic buildings and neighborhoods for compatible, contemporary uses.

2. PROVIDE EFFICIENT INFRASTRUCTURE. Fix it first: Use and improve existing infrastructure. Make highway and public transportation investments that use context-sensitive design to improve existing developed areas and attract residents and visitors to these places. Provide transportation choice and intermodal connections for air travel, driving, public transit, bicycling and walking. Increase rail freight. Provide public water and sewer service for dense development in designated growth areas. Use on-lot and community systems in rural areas. Require private and public expansions of service to be consistent with approved comprehensive plans and consistent implementing ordinances.

3. CONCENTRATE DEVELOPMENT. Support infill and "greenfield" development that is compact, conserves land and is integrated with existing or planned transportation, water and sewer services and schools. Foster creation of well-designed developments and walkable, bikeable neighborhoods that offer healthy lifestyle opportunities for Pennsylvania residents. Recognize the importance of projects that can document measurable impacts and are deemed "most ready" to move to successful completion.

4. INCREASE JOB OPPORTUNITIES. Retain and attract a diverse, educated work force through the quality of the economic opportunity and quality of life offered in Pennsylvania's varied communities. Integrate educational and job-training opportunities for workers of all ages with the work force needs of businesses. Invest in businesses that offer good-paying, high-quality jobs and that are located near existing or planned water and sewer infrastructure, housing, work force and transportation (highway or transit).

5. FOSTER SUSTAINABLE BUSINESSES. Strengthen natural resource-based businesses that use sustainable practices in energy production and use, agriculture, forestry, fisheries, recreation and tourism. Increase our supply of renewable energy. Reduce consumption of water, energy and materials to reduce foreign energy dependence and address climate change. Lead by example: Support conservation strategies, clean power and innovative industries. Construct and promote green buildings and infrastructure that use land, energy, water and materials efficiently. Support economic development that increases or replenishes knowledge-based employment or builds on existing industry clusters.

6. RESTORE AND ENHANCE THE ENVIRONMENT. Maintain and expand our land, air and water protection and conservation programs. Conserve and restore environmentally sensitive lands and natural areas for ecological health, biodiversity and wildlife habitats. Promote development that respects and enhances the State's natural lands and resources.

7. ENHANCE RECREATIONAL AND HERITAGE RESOURCES. Maintain and improve recreational and heritage assets and infrastructure throughout the Commonwealth, including parks and forests, greenways and trails, heritage parks, historic sites and resources, fishing and boating areas, and game lands offering recreational and cultural opportunities to Pennsylvanians and visitors.

8. EXPAND HOUSING OPPORTUNITIES. Support the construction and rehabilitation of housing of all types to meet the needs of people of all incomes and abilities. Support local projects that are based on a comprehensive vision or plan, have significant potential impact (e.g., increased tax base, private investment), and demonstrate local capacity, technical ability and leadership to implement the project. Coordinate the provision of housing with the location of jobs, public transit, services, schools and other existing infrastructure. Foster the development of housing, home partnerships and rental housing opportunities that are compatible with county and municipal plans and community character.

9. PLAN REGIONALLY; IMPLEMENT LOCALLY. Support multimunicipal, county and municipal government planning and implementation that has broad public input and support and is consistent with these principles. Provide education, training, technical assistance and funding for such planning and for transportation, infrastructure, economic development, housing, mixed use and conservation projects that implement such plans.

10. BE FAIR. Support equitable sharing of the benefits and burdens of development. Provide technical and strategic support for inclusive community planning to ensure social, economic and environmental goals are met. Ensure that in applying the principles and criteria, fair consideration is given to rural projects that may have less existing infrastructure, work force and jobs than urban and suburban areas but offer development benefits to a defined rural community.

CRITERIA FOR GROWTH, INVESTMENT & RESOURCE CONSERVATION: IMPLEMENTING THE KEYSTONE PRINCIPLES

I. Core Criteria

Core Criteria, where relevant, should be given primary consideration in all investment decisions made by Commonwealth agencies when making grants or loans to public or private projects using agency funds.

1. Project avoids or mitigates high-hazard locations (e.g., floodplain, subsidence or landslide-prone areas).
2. Project/infrastructure does not adversely impact environmentally sensitive areas, productive agricultural lands or significant historic resources.
3. Project in suburban or rural area: Project and supporting infrastructure are consistent with multimunicipal or county and municipal comprehensive plans and implementing ordinances, and there is local public/private capacity, technical ability and leadership to implement project.
4. Project in "core community" (city, borough or developed area of township): Project is supported by local comprehensive vision and plan, and there is local public/private capacity, technical ability and leadership to implement project.
5. Project supports other State investments and community partnerships.

II. Preferential Criteria

Preferential Criteria should be used by Commonwealth agencies in all programs to which they are applicable to evaluate projects and make decisions on grants or loans using agency funds.

1. Development/Site Location
 - a. Brownfield or previously developed site.
 - b. Rehabilitation or reuse of existing buildings (including schools and historic buildings).
 - c. Infill in or around city, borough or developed area of township.
 - d. If greenfield site, located in or adjacent to developed area with infrastructure.
 - e. Located in distressed city, borough or township.
2. Efficient Infrastructure
 - a. Use of existing highway capacity and/or public transit access available.
 - b. Within ½ mile of existing or planned public transit access (rail, bus, shared ride or welfare-to-work services).
 - c. Use of context-sensitive design for transportation improvements.
 - d. Use/improvement of existing public or private water and sewer capacity and services.
3. Density, Design and Diversity of Uses
 - a. Mixed residential, commercial and institutional uses within development or area adjacent by walking.
 - b. Sidewalks, street trees, connected walkways and bikeways, greenways, parks or open-space amenities included or nearby.
 - c. Interconnected project streets connected to public streets.
 - d. Design of new water, sewer and stormwater facilities follows Best Management Practices, including emphasizing groundwater recharge and infiltration and use of permeable surfaces for parking and community areas.
4. Expand Housing Opportunities
 - a. Adopted county and multimunicipal or municipal plans include plan for affordable housing; implementing zoning provides for such housing through measures such as inclusion of affordable housing in developments over a certain number of units (e.g., 50); provision for accessory units; and zoning by right for multifamily units.
 - b. Project provides affordable housing located near jobs (extra weight for employer-assisted housing).
5. Project adds to supply of affordable rental housing in areas of demonstrated need.
5. Increase Job Opportunities
 - a. Number of permanent jobs created and impact on local labor market.
 - b. Number of temporary jobs created and impact on local labor market.
 - c. Number of jobs paying family-sustaining wages.
 - d. Increased job training coordinated with business needs and locations.
6. Foster Sustainable Businesses
 - a. Sustainable natural resource industry improvement or expansion: agriculture, forestry, recreation (fisheries, game lands, boating) and tourism.
 - b. Business or project is energy efficient; uses energy conservation standards; produces, sells or uses renewable energy; expands energy recovery; promotes innovation in energy production and use; or expands renewable energy sources, clean power or use of Pennsylvania resources to produce such energy.
 - c. Project meets green building standards.
 - d. Project supports identified regional industry cluster(s).
7. Restore/Enhance Environment
 - a. Cleans up/reclaims polluted lands and/or waters.
 - b. Protects environmentally sensitive lands for health, habitat and biodiversity through acquisition, conservation easements, planning and zoning, or other conservation measures.
 - c. Development incorporates natural resource features and protection of wetlands, surface and groundwater resources, and air quality.
8. Enhance Recreational/Heritage Resources
 - a. Improves parks, forests, heritage parks, greenways, trails, fisheries, boating areas, game lands and/or infrastructure to increase recreational potential for residents and visitors.
 - b. Historic, cultural, greenways and/or open-space resources incorporated in municipal plans and project plan.
 - c. Makes adaptive reuse of significant architectural or historic resources or buildings.
9. Plan Regionally; Implement Locally
 - a. Consistent county and multimunicipal plan (or county and municipal plan) adopted and implemented by county and municipal governments with consistent ordinances.
 - b. County or multimunicipal plan addresses regional issues and needs to achieve participating municipalities' economic, social and environmental goals. All plans (county, multimunicipal and municipal) follow standards for good planning, including:
 - i. Is up-to-date.
 - ii. Plans for designated growth and rural resource areas and developments of regional impact.
 - iii. Plans for infrastructure, community facilities and services, including transportation, water and sewer, stormwater and schools.
 - iv. Plans for tax-base and fair-share needs for housing, commercial, institutional and industrial development.
 - v. Identification of high-hazard areas where development is to be avoided.
 - vi. Identification of and plans for prime agricultural land, natural areas, historic resources and appropriate mineral resource areas to be conserved.
 - vii. Open space plan for parks, greenways, important natural and scenic areas, and connected recreational resources.
 - viii. County and local ordinances implement the governing plans and use innovative techniques, such as mixed use zoning districts, allowable densities of six or more units per acre in growth areas, and/or clustered development by right, transfer-of-development rights, Specific Plans, and tax and revenue sharing.

ACKNOWLEDGEMENTS

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County Planning Agencies

Adams County Planning Commission
Allegheny County Department of Economic Development
Armstrong County Planning and Development
Beaver County Planning Commission
Bedford County Planning Commission
Berks County Planning Commission
Blair County Planning Commission
Bradford County Planning Commission
Bucks County Planning Commission
Butler County Planning Commission
Cambria County Planning Commission
Cameron County Planning Commission
Carbon County Office of Planning and Development
Centre County Planning Commission
Centre Regional Planning Commission
Chester County Planning Commission
Clarion County Department of Planning and Development
Clearfield County Planning Office
Clinton County Planning Commission
Columbia County Planning Commission
Crawford County Planning Commission
Delaware County Planning Department
Elk County Planning Commission
Fayette County Planning Commission
Forest County Planning Commission
Franklin County Planning Commission
Fulton County Planning Commission
Greene County Planning Commission
Huntingdon County Planning and Development Department
Indiana County Office of Planning and Development
Jefferson County Department of Development
Juniata County Planning Commission
Lackawanna County Regional Planning Commission
Lancaster County Planning Commission
Lawrence County Planning Department
Lebanon County Planning Department
Lehigh Valley Planning Commission
Luzerne County Planning Commission
Lycoming County Planning and Community Development
McKean County Planning Commission
Mercer County Regional Planning Commission
Mifflin County Planning Commission
Monroe County Planning Commission
Montgomery County Planning Commission
Montour County Planning Commission
Lehigh Valley Planning Commission
Northumberland County Planning Commission
Potter County Planning Commission
Schuylkill County Planning and Zoning Commission
Snyder County Planning Commission
Somerset County Planning Commission
Sullivan County Planning Commission
Susquehanna County Department of Planning
Tioga County Planning Commission
Tri-County Regional Planning Commission
Union County Planning Commission
Venango County Planning Commission
Warren County Planning and Zoning Commission
Washington County Planning Commission
Wayne County Department of Planning
Westmoreland County Department of Planning and Development
Wyoming County Planning Commission
York County Planning Commission

Regional Planning Agencies

Delaware Valley Regional Planning Commission
Lehigh Valley Regional Planning Commission
Northeastern Pennsylvania Alliance
Northern Tier Regional Planning and Development Commission
Northwest Pennsylvania Regional Planning and Development Commission

SEDA-Council of Governments
South Central Assembly for Effective Governance
Southern Alleghenies Planning and Development Commission
Southwestern Pennsylvania Commission

Public-Private Stakeholders

10,000 Friends of Pennsylvania
Allegheny Conference on Community Development
Center for Rural Pennsylvania
Chesapeake Bay Foundation
County Commissioners Association of Pennsylvania
Heritage Conservancy
Housing Alliance of Pennsylvania
National Association of Industrial and Office Properties (NAIOP)
Penn State Cooperative Extension
Pennsylvania Association of Nutrition Activity
Pennsylvania Builders Association
Pennsylvania Chamber of Business and Industry
Pennsylvania Downtown Council
Pennsylvania Economic Development Association
Pennsylvania Economy League
Pennsylvania Environmental Council
Pennsylvania League of Cities and Municipalities
Pennsylvania Municipal Authorities Association
Pennsylvania Planning Association
Pennsylvania State Association of Boroughs
Pennsylvania State Association of Township Commissioners
Pennsylvania State Association of Township Supervisors (PSATS)
Pennsylvania State Data Center
Smart Growth Partnership of Westmoreland County
Soffer Organization
Susquehanna River Basin Commission
Sustainable Pittsburgh

State Agencies and Offices

Interagency Team on Land Use — The team is comprised of representatives from each State agency under the Governor's direction that impacts land use.

Representatives include:

Department of Agriculture
Department of Community and Economic Development
Department of Conservation and Natural Resources
Department of Education
Department of Environmental Protection
Department of General Services
Department of Health
Department of Revenue
Department of Transportation
Governor's Action Team
Governor's Green Government Council
Governor's Policy Office
Legislative Affairs
Lieutenant Governor's Office
Local Government Commission
Office of General Counsel
Office of Information Technology
Office of the Budget
Pennsylvania Emergency Management Agency
Pennsylvania Fish and Boat Commission
Pennsylvania Game Commission
Pennsylvania Historical and Museum Commission
Pennsylvania Housing and Finance Agency
Pennsylvania Public Utility Commission
Pennsylvania Rural Development Council
Pennsylvania Infrastructure Investment Authority (PENNVEST)

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