

**DRAFT**

**HAYFIELD TOWNSHIP  
COMPREHENSIVE PLAN**

**1999**

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# HAYFIELD TOWNSHIP COMPREHENSIVE PLAN

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## Part 1: Background Data

**Introduction:** Whether it is for an individual, a business, a community, or a nation, there are only two ultimate choices: planning for the future or wandering around in the dark. Planning for the future is no guarantee for success, since circumstances are often beyond control, but at least planning can “up the odds” for success.

For communities, planning is an exercise in self government. No outside force requires communities to do a comprehensive plan, but a well-done plan allows elected leaders of the community to have factual information about past trends, the current situation, and the will of the people as to the community’s future. Part 1 will contain this information. Part 2 will contain a course of future action based upon the information gathered and input of the membership of the community of Hayfield Township.

The central issue in a comprehensive plan is the local prospects for future growth, and the response that the community can choose to have toward that anticipated growth. This is based upon a number of very basic planning principles.

The most basic tools and procedures for planning are the formation of a planning commission and the preparation of a comprehensive plan.

Once a community, such as Hayfield Township, has made the decision to plan, a number of tools and procedures for planning are available. The most basic of these tools is the formation of a planning commission and the preparation of a comprehensive plan.

**Planning Commission:** There is no legal reason a governing body cannot plan directly for the community or create a planning committee from within itself.

However, most municipalities who choose to plan also choose a planning commission as the means to plan. The commission is a 3-to-9 member appointed board of citizens and sometimes elected officials (the number of officials is limited by their proportion within the commission). The commission is wholly an advisory body in most communities. Although the governing body is not bound by the planning commission's recommendations, they are sometimes procedurally required to ask their opinion, especially if there is an adopted comprehensive plan, zoning ordinance, or specific mention of the planning commission's role in the subdivision and land development ordinance.

In practice, some planning commissions are very active, reviewing sewage and subdivision plans, offering zoning amendments, doing special studies, and sending a flow of recommendations to the governing body. Others are less active. Usually, a comprehensive plan is the first project for a new planning commission.

**The Municipal Comprehensive Plan:** The comprehensive plan is optional for municipalities (required for counties), under the Pennsylvania Municipalities Planning Code. Between 50 percent and 70 percent of the State's municipalities have a plan. At a minimum, it is meant to be a collection of maps, text, and charts which lead toward:

- ▶ Development goals and objectives relative to the location, timing, and nature of future growth
- ▶ A plan for land use (land reserved for needed uses, conservation, revitalization, policies, etc.)
- ▶ A plan for housing (type, needs, special needs)
- ▶ A plan for community facilities and utilities (water, sewer, parks, municipal facilities)
- ▶ A plan for transportation (roads, rail, airports, etc.)
- ▶ Various statements of relationships between plan elements, municipalities, and neighboring places

The plan does have official status for reviewing the disposition of public property (streets, roads, watercourses, buildings, demolition disposition, purchases, etc.). However, within these very broad parameters, a community has great freedom to develop its plan to meet its own needs.

**The People Who Live in Hayfield Township:** Hayfield Township has seen steady, but moderate, growth over the past few decades. The U.S. Census Bureau estimates that as of July 1997, the Township's population was 3,106 persons. This estimate represents a substantial increase of 169 persons from the 1990 Census count of 2,937. It also represents a nearly continuous growth pattern since 1960, when the Township had only 1,933 people living within its boundaries. In fact, the increase of 1,173 represents a growth rate of 60 percent over a 27-year period.

The only population loss was seen from 1980 to 1990, when regional economic problems caused a significant out-migration. However, even during this era, Hayfield Township did comparatively well within the context of Crawford County.

	<u>1980</u>	<u>1990</u>	<u>Change</u>	<u>Percent</u>
Crawford County	88,869	86,169	-2,700	-3.0
City of Meadville	15,544	14,318	-1,226	-7.8
City of Titusville	6,884	6,434	-450	-6.5
Vernon Township	6,348	5,605	-743	-11.7
West Mead Township	5,590	5,401	-189	-3.3
<b>Hayfield Township</b>	<b>2,969</b>	<b>2,937</b>	<b>-32</b>	<b>-1.0</b>

Source: U.S. Census of 1980 and 1990

At least a partial explanation for Hayfield Township's steady population growth can be seen in the characteristics of the population. Overall, Hayfield Township's

residents are much likely to be younger than is the case in other nearby communities, or even the Commonwealth.

**TABLE 2**

**COMPARATIVE AGE OF POPULATION  
PENNSYLVANIA, CRAWFORD COUNTY, AND  
SELECTED PLACES**

	<u>Person Age</u>		
	<u>0-17</u>	<u>18-64</u>	<u>65+</u>
Pennsylvania	23.5%	61.1%	15.4%
Crawford County	25.9%	58.6%	15.4%
City of Meadville	20.3%	60.4%	19.3%
City of Titusville	25.8%	56.2%	18.0%
Vernon Township	20.9%	61.1%	18.1%
West Mead Township	27.0%	58.5%	14.6%
<b>Hayfield Township</b>	<b>27.5%</b>	<b>62.0%</b>	<b>10.5%</b>
Saegertown Borough	19.3%	53.9%	26.7%

Source: U.S. Census of 1990

Hayfield Township has among the lowest proportion of retirement-age persons in Crawford County, and proportionally high numbers of workforce-age persons. This naturally affects such demographic areas as household income and living patterns.



**TABLE 3**

**MEDIAN HOUSEHOLD INCOME  
PENNSYLVANIA, CRAWFORD COUNTY, AND  
SELECTED PLACES**

	<u>Median Household Income</u>	<u>Difference With Pennsylvania</u>
Pennsylvania	\$29,069	NA
Crawford County	\$23,083	-\$5,988
City of Meadville	\$18,624	-\$10,445
City of Titusville	\$19,059	-\$10,010
Vernon Township	\$26,133	-\$2,936
West Mead Township	\$25,933	-\$3,136
<b>Hayfield Township</b>	<b>\$28,885</b>	<b>-\$184</b>
Saegertown Borough	\$27,411	-\$1,658

Source: U.S. Census of 1990

Hayfield Township residents have proportionally high incomes, especially when viewed in the context of Crawford County. The next two tables illustrate employment by industry and employment by occupation. This perhaps subtle distinction shows demographers not only know where people work, but what kind of work they do at their place of employment.

Employment by industry is the primary product or service rendered where the resident works. An industry can employ persons in many occupations. For example, a mining or manufacturing company has sales and clerical staff.

**TABLE 4****EMPLOYMENT BY INDUSTRY  
EMPLOYED PERSONS 16 YEARS AND OVER  
HAYFIELD TOWNSHIP**

Agriculture, Forestry, and Fisheries	58
Mining	16
Construction	112
Manufacturing, Nondurable Goods	89
Manufacturing, Durable Goods	355
Transportation	73
Communications and Other Public Utilities	29
Wholesale Trade	32
Retail Trade	134
Finance, Insurance, and Real Estate (FIRE)	33
Business and Repair Services	45
Entertainment and Recreation Services	10
Professional and Related Services:	
Health Services	93
Educational Services	121
Other Professional and Related Services	38
Public Administration	61

Source: U.S. Census Bureau

Employment by industry shows concentrations in typical Crawford County areas of economic activity: durable goods manufacturing (such as tool and die production), agriculture (not large, but proportionally high compared to other places), and retail trade. Locally important are educational services, probably due to the proximity to the local public schools.

Employment by occupation shows that within respective industries, Hayfield residents work at relatively high-paying occupations (professional specialty, such as training, precision crafts, and administration).

**TABLE 5**

**EMPLOYMENT BY OCCUPATION  
EMPLOYED PERSONS 16 YEARS AND OVER  
HAYFIELD TOWNSHIP**

Managerial and Professional Specialty Occupations:	
Executive, Administrative, and Managerial Occupations	85
Professional Specialty Occupations	119
Technical, Sales, and Administrative Support Occupations:	
Technicians and Related Support Occupations	35
Sales Occupations	116
Administrative Support Occupations, including Clerical	168
Service Occupations:	
Private Household Occupations	0
Protective Service Occupations	5
Service Occupations, Except Protective and Household	125
Farming, Forestry, and Fishing Occupations	64
Precision Production, Craft, and Repair Occupations	309
Operators, Fabricators, and Laborers:	
Machine Operators, Assemblers, and Inspectors	164
Transportation and Material Moving Occupations	97
Handlers, Equipment Cleaners, Helpers, and Laborers	39

Source: U.S. Bureau of Census

Most local residents work outside Hayfield Township, but within Crawford County. Only 60 persons work in the Township (about the same number who work in agriculture), 100 working in other counties, and 26 work out of the State.

The economic and demographic profiles show Hayfield Township as a “bedroom community” overlaid upon a traditional agricultural township. Typically, the most important resource to a successful residential community is its housing stock.

Hayfield Township has 1,155 housing units. At the time of the last census, 1,059 units were occupied. The vacancy rates were comparatively very small (1.6 homeowners, 1.6% rental). This is smaller than the typical 5 percent for a community anywhere in the U.S., and much smaller than central cities with vacancy rates of 10

to 14 percent. (It should be noted that 50 of the Township’s vacant homes are cottages, camps, and seasonal homes.)

The vast majority of homes were owner-occupied (88%). This compared very favorably to the Commonwealth overall, where only 70 percent of homes are owner-occupied.

As might be expected where population growth has occurred, most of the housing units are of relatively new construction. Only about one home in five was built before 1940.

The success of housing in Hayfield Township warrants an analysis of housing affordability. In some parts of Pennsylvania, growth has brought disproportionately high increases in housing to the point where longtime residents and local young people cannot afford to buy a home. One simple way to analyze affordability is to examine relative housing costs against local incomes to create an affordability index. The index is simply median-family income divided by median housing value. The higher the index, the less affordable housing generally is.

<b>TABLE 6</b>	
<b>AFFORDABILITY INDEX: PURCHASED</b>	
<b>HOUSING IN SELECTED PENNSYLVANIA PLACES</b>	
Pennsylvania	2.3
Crawford County	1.8
<b>Hayfield Township</b>	<b>1.5</b>
City of Meadville	2.4
West Mead Township	1.8
Vernon Township	1.8

Source: Consultant’s computations

The index shows that in Hayfield Township, desirability has not had an effect on housing costs. For a local family earning median income, the relative cost of housing is actually a bargain.

Based upon past demographics, current census estimates, and the age structure of the population, Hayfield Township can expect fairly constant population growth. At a minimum, it might be expected to gain 25 to 31 persons per year, or about 7 to 8 households each year.

**Land Use in Hayfield Township:** Land is the only constant in a community, so its use, stewardship, and future are really the heart of a comprehensive plan. This section of the Background Report will examine the physical environment, use of land by members of the community, and current land use policies.

Natural patterns can aid or limit human use of the land. The various individual elements of the landscape which commonly limit and affect human use are:

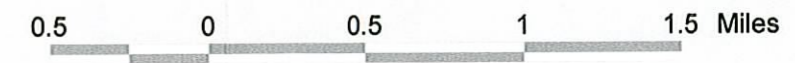
Steep Slopes - Steep hillsides cannot be developed without very expensive regrading. Even sometimes with regrading, misuse of slopes causes hundreds of millions of dollars worth of damage through stream sedimentation, damage to building foundations, erosion, and stormwater displacement every year in the United States. Usually, slopes of 25 percent or more (areas which the grade changes up or down more than 25 feet per every 100 lineal feet) can be considered undevelopable. Those areas in Hayfield Township, which are discernable on USGS topographic maps, are reproduced on the attached map. There may be others which are not discernable at this scale.

Floodplains and Wetlands - Every stream floods unless controlled by damming (which is actually a permanent form of flooding!). Because these floods leave deposits of sediment, it is possible to chart the greatest extent of flooding over long periods. For land use analysis of hazards, 100 years is the benchmark. Wetlands represent a controversial area of legal definition, land use regulation, and public policy. For the purposes of this Plan, wetlands are simply areas in which the ground is nearly always saturated or slightly inundated by water. Because of the saturation/inundation, and the plants that grow there, wetlands provide some natural means to purify water, and wetlands in floodplains often check the extent of flooding down stream. The map depicts areas where major wetlands or floodplains are likely to be a practical environmental limitation. There are also likely wetland areas in the Township not depicted because of scale.

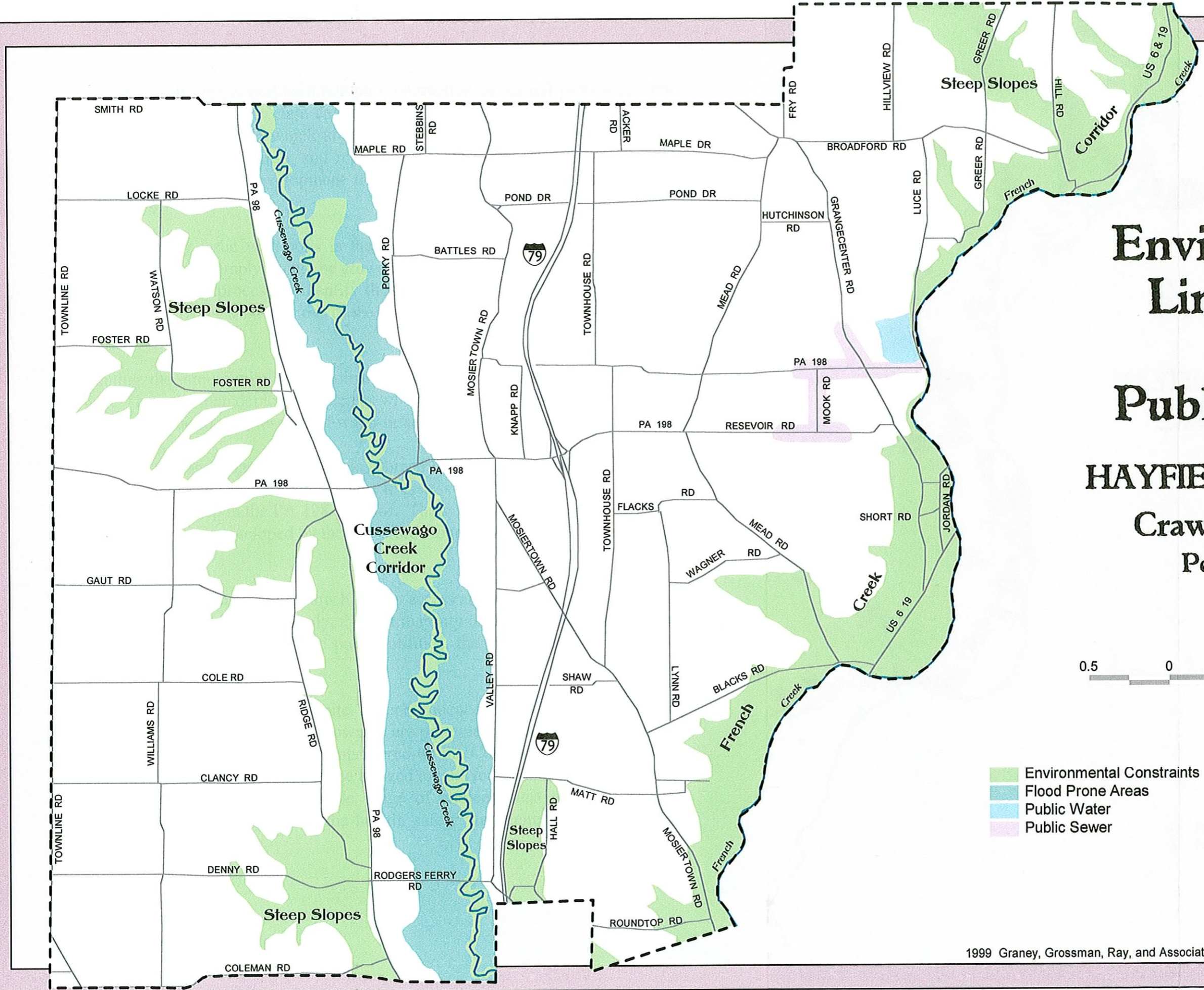
# Environmental Limitations and Public Utilities

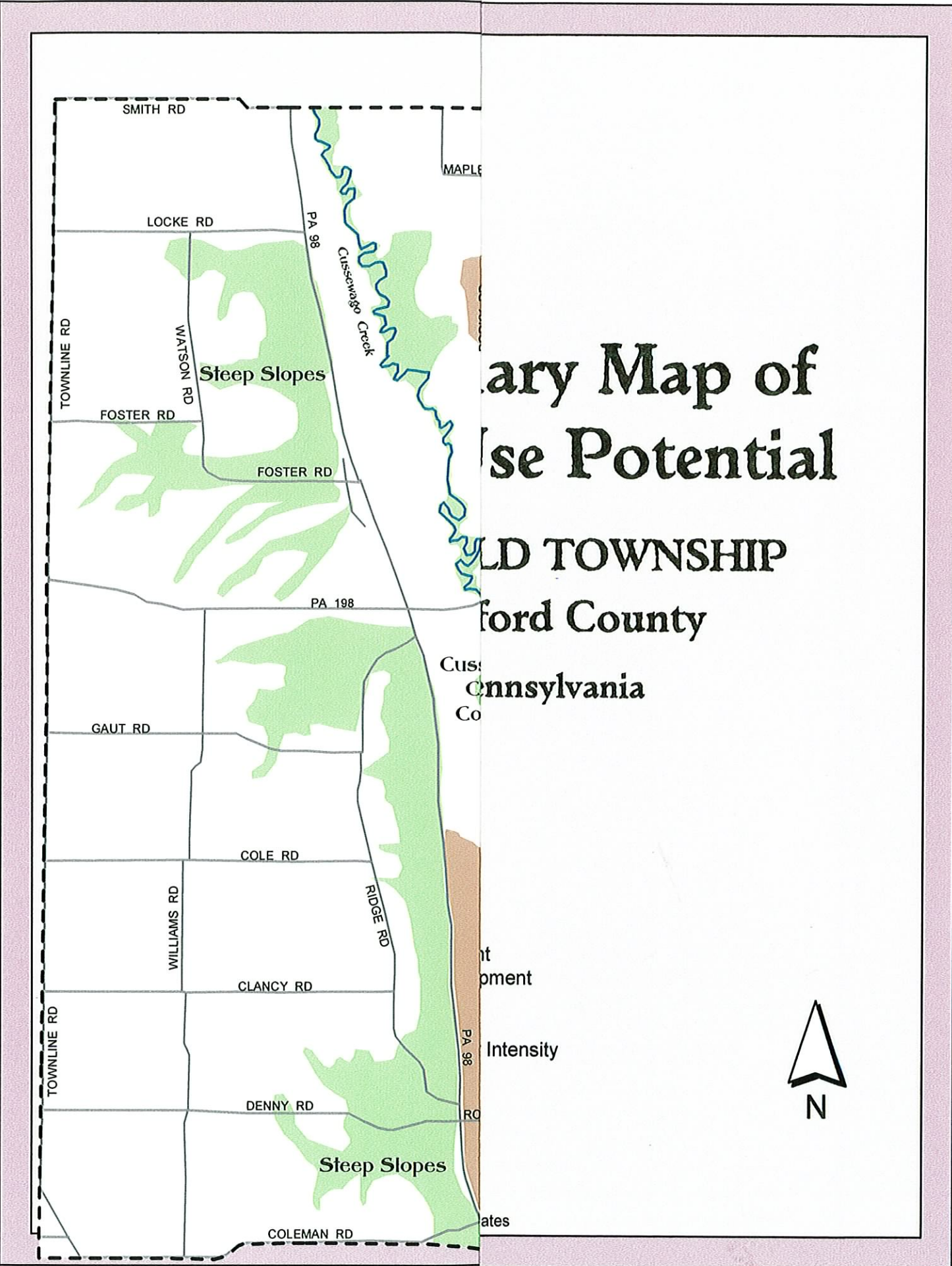
## HAYFIELD TOWNSHIP

### Crawford County Pennsylvania



- Environmental Constraints
- Flood Prone Areas
- Public Water
- Public Sewer





# ary Map of se Potential

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In 1992, Hayfield Township adopted a Subdivision and Land Development Ordinance for these purposes. Basically, this ordinance establishes minimum standards for land subdivisions, surveys, property plats, and improvements, such as new roads.

Subdivision regulations are one of the oldest forms of planning because they deal with the division, resale, and proper measurement of private property. Federal regulations about land subdivisions in the Midwest actually are older than our constitution (a Federal survey system was established in 1785). This testifies how important they are. Here in Western Pennsylvania, the early years of settlement were marked by hundreds of land disputes where fortunes were made or lost, and even blood was shed. This was primarily due to a variety of problems, such as resold titles, unclear surveys and inaccurate deed descriptions. Local governments outside the Federal survey system responded to this in the first years of our new nation. In New England, towns selected an official Fence Viewer, for the purposes of resolving boundary disputes. The questions of community cost and acceptance of public improvements also arose. In the pioneer South, county commissioners fulfilled this planning role, selecting the sites for roads, towns, mills, and iron furnaces. (The most famous of these pioneer planners was Davy Crockett, Commissioner of Lawrence County Tennessee.) In modern Pennsylvania, subdivision and land development regulations have four primary purposes:

1. **Ensure that New Lots are Accurately Surveyed, Marked, and Property Recorded:** This is accomplished by adopting standards for survey closures, permanent markers, and lawful recording.
2. **Ensure that the Lots are Buildable, Accessible, and Present No Clear Danger to Anyone's Health and Safety and Overall Well-Being:** This is accomplished by adopting standards as to the size and shape of lots, setbacks, and tie-ins to applicable infrastructure.
3. **Establish Standards for the Construction, Bonding, and Design of All Public Improvements:** This is normally accomplished in concert with local standards (and Liquid Fuels) and the input of the municipal engineer. This ensures the community will not be burdened by substandard infrastructure.
4. **Establish a Mechanism to Review Land Developments in a Similar Fashion as Actual Subdivisions:** This aspect of the regulations is required by



recent amendments to the Pennsylvania Municipalities Planning Code (PaMPC), which explicitly defines land developments.

Overall, Hayfield Township's ordinance follows a typical pattern for such regulations in Pennsylvania. Upon initial review, this ordinance is exceptional only in the fact that it is more clearly written and understandable than many.

The ordinance establishes three standards for subdivisions:

- Single-lot subdivisions
- Minor subdivisions (10 or fewer lots)
- Major subdivisions (10+ lots or subdivisions involving new roads, sewers, or other public improvements)

Single-lot subdivisions are deferred to the Crawford County Planning Commission. Minor and major subdivisions are reviewed locally, with more stringent review for major subdivisions. The primary local review responsibilities lie with the Board of Township Supervisors. However, it should be noted that Section 206, provides for a 30-day township planning commission review period, "if there is a township planning commission." This clause should be noted since a Township Planning Commission has been created.

Overall, this ordinance is well-written, consistent with the Pennsylvania Municipalities Planning Code, fair, and enforceable. However, there are areas where local policy choices could be made in a planning context to help the community develop in the manner it envisions.

One area in which there are local policy options is the area of land developments which do not involve a subdivision. The ordinance's definition of land development is consistent with the PaMPC, but 200.4 of the text characterizes land development as retained ownership and leasing of structures and use areas to other entities. For communities with zoning ordinances, dealing with all State-defined land developments is an unnecessary extra step in the local process. For communities who rely primarily upon the subdivision and land development ordinance, the PaMPC definition of land development does allow review of commercial, industrial, and some institutional developments (without impacting agricultural or single-family

dwellings). It also allows extensive review of mobilehome parks and multi-family developments.

There is also some policy flexibility which would be possible in the area of minimum lot sizes and lot widths. In communities without a zoning ordinance, the subdivision and land development ordinance may be utilized to establish lot requirements. Though these may not vary geographically within the municipality, they can vary based upon the availability of water or sewer. The current minimums are 100-foot lot widths and 15,000 square foot minimum lot size (a 100 by 150-foot lot). Typically, without public sewer, minimum requirements for communities such as Hayfield Township, run from 1 to 2 acres (43,560 to 87,120 square feet).

## TRANSPORTATION AND COMMUNITY FACILITIES

Much private land development is driven by public policies about the location and capacity of various forms of public infrastructure. State, Federal, and local governments have provided the facilities for highways, safe water supply, and waste disposal upon which our economy and much of our civilization are built. This is the true “public-private partnership” which historically has been able to accomplish much. This section of the Hayfield Township Background Report will begin to generally look at local public infrastructure, its condition, and its capacity for future community needs.

### TRANSPORTATION

Hayfield Township has a network of Federal, State, and Township roads. However, regardless of the pattern of ownership, what is really important about these roads is how they function. Transportation planners divide these roads into three major classifications, based upon what they do. Typically, roads are classified as arterials, collectors, and local access roads.

The following are the definitions of the three aforementioned road classifications used in the Hayfield Township Subdivision and Land Development Ordinance:

*Arterial Roads: These roads provide inter-municipal, intercounty, and interstate connections. They serve to link settlement centers, major public facilities, employment and shopping centers, and areas of high density population. This category includes minor arterial, major collection, and minor collector roads, as established and defined in the Federal Functional Classification System and as set forth and discussed in the Crawford County Comprehensive Plan.*

*Collector Roads: These roads link neighborhoods and have continuity within the county’s municipalities and often interconnect municipalities. They invariably serve the dual function of handling through-traffic movements and serving as access to adjacent property. This category of road is set forth and discussed in the Crawford County Comprehensive Plan.*

*Local Access Roads: These roads are primarily for access to adjacent property and have their chief significance in giving a subdivision or land development or a neighborhood form and pattern. They will be laid out to discourage through traffic.*

As a general rule, a community such as Hayfield can think of its arterial roads as those which connect them to the rest of the world, the collectors as the mid-link between their homes and the arterials, and the local streets as what carries them through their own community. However, as the definitions mention, many residents may live on collector or arterial roads. The map of road classifications, prepared pursuant to the Subdivision and Land Development Ordinance, details the official classification of each of these roads.

A basic measure of roads is simply how much traffic they carry. These statistics are collected periodically by the Pennsylvania Department of Transportation (PennDOT). The highest traffic counts in the Township are, as expected, along I-79. From the PA 198 interchange south, this highway is carrying about 15,400 vehicles per day. From the interchange northward, it is carrying about 15,000 vehicles per day. For a comparative perspective, from Edinboro to the McKean exit, the count is about 16,000. South of the Meadville exit, it is about 14,800. In Pennsylvania, I-79 peaks at about 22,000 vehicles per day in northern Allegheny County and has a low of 11,000 in parts of Mercer County. The point of this is that though it was designed for truly interstate traffic, I-79 recreated settlement patterns in Western Pennsylvania as an avenue for commuters and local traffic. The change in counts from the 198 Interchange south indicates the great number of Township residents identified in the demographic section as working elsewhere in Crawford County. This interchange is funneling 250 to 400 cars per day to jobs in the Meadville area.

Route 6/19 is equally important for these purposes. Counts taken immediately north or south of Saegertown see about 5,000 vehicles per day. This falls to 4,500 at a point halfway to Cambridge Springs and rises to 8,100 outside Meadville. Comparatively, the French Creek Parkway in Meadville is carrying over 19,000 vehicles on some days.

For Township purposes, PA 198 is a key road as the major collector of the two regional arterials. West of I-79, its average count is around 2,700 vehicles per day. East, it is considerably less, at 2,200. PA 98 serves as a similar arterial for the

western portion of the Township with a low count of 1,300 north of the 198 junction, and a high of 3,400 near the PA 102/Route 19 intersection (the Meadville Comprehensive Plan discovered local people commonly used Route 102 as their primary means of entrance to the City).

PennDOT and highway funding agencies use these statistics to allocate discretionary funding for improvement and maintenance projects. PennDOT has a 12-year planning cycle, and decisions are facilitated through county and regional planning commissions.

There are currently a number of 12-year projects that might impact Hayfield Township.

**First Four Years - Two Projects:**

1. The first is the east-west corridor study, an attempt to alleviate a perennial problem in Crawford County. The recommended solution will probably involve major rerouting along existing roads. It may be possible that PA 198 could fit into this scheme for routing traffic from eastern Crawford County to points north along I-79.
2. The second is design for resurfacing of I-79 North from PA 198 to the Erie County line.

**Second Four Years - Two Projects:**

1. This project will take place wholly within Hayfield Township and involve intersection improvements to PA 198/SR 4011 (Granger Center to Mosiertown). The cost is estimated at \$450,000.
2. The second project is signalization for the intersection of 6/19-98 in Saegertown, which would directly impact the Township.

**Third Four Years - Three Projects:**

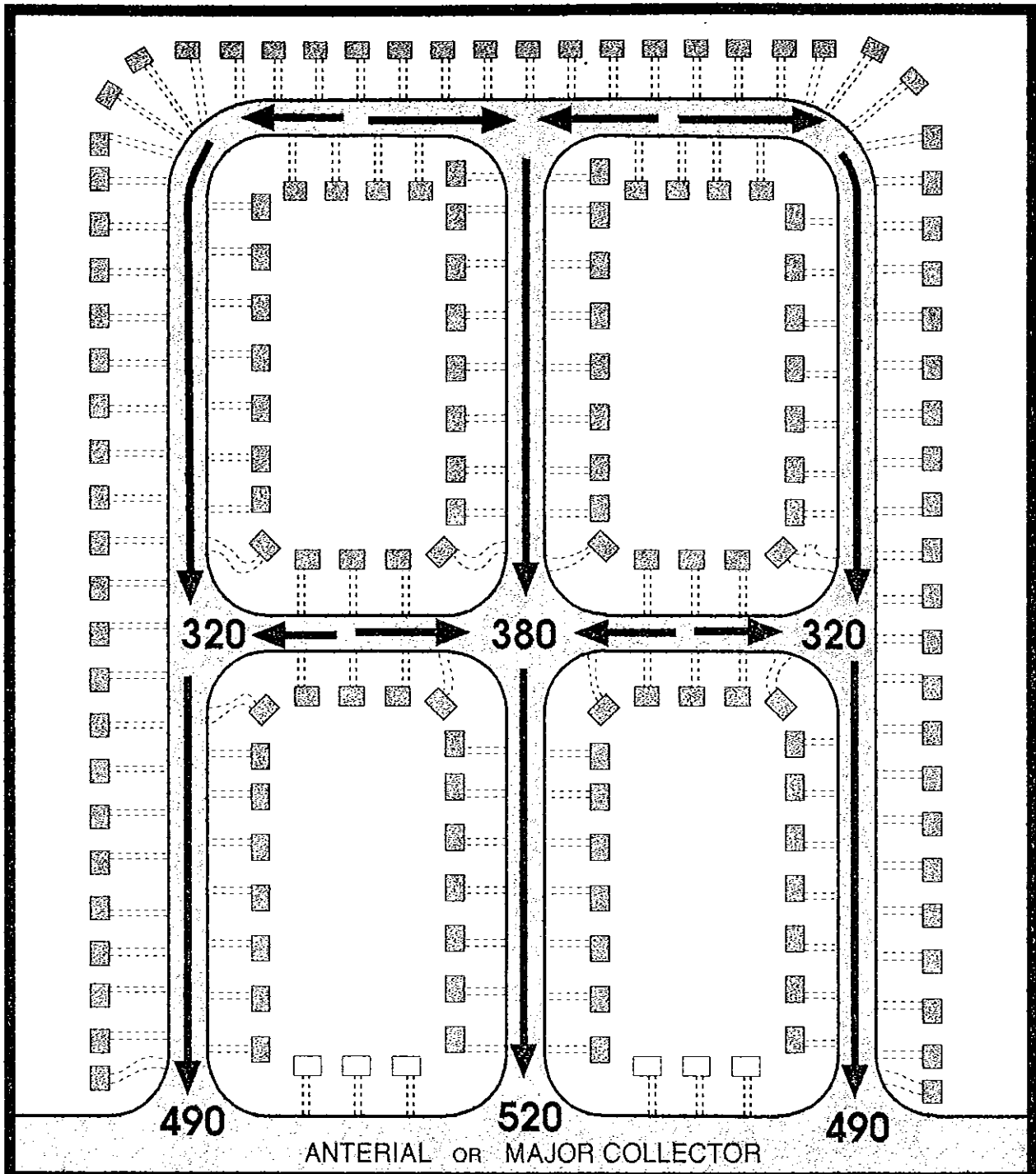
1. Addition of a flashing light to PA 198/SR 4009 intersection at a cost of \$50,000.

2. Curve realignment on T-516/SR 4009 (Valley Road/Mosiertown) at a cost of \$375,000.
3. Intersection improvements at PA 198/SR 4011 (Brookhauser Hill), at a cost of \$185,000.

**Local Roads:** The local road network includes both gravel and paved roads, for which the Township receives liquid fuel reimbursement from the Commonwealth. From a planning perspective, there are several critical issues:

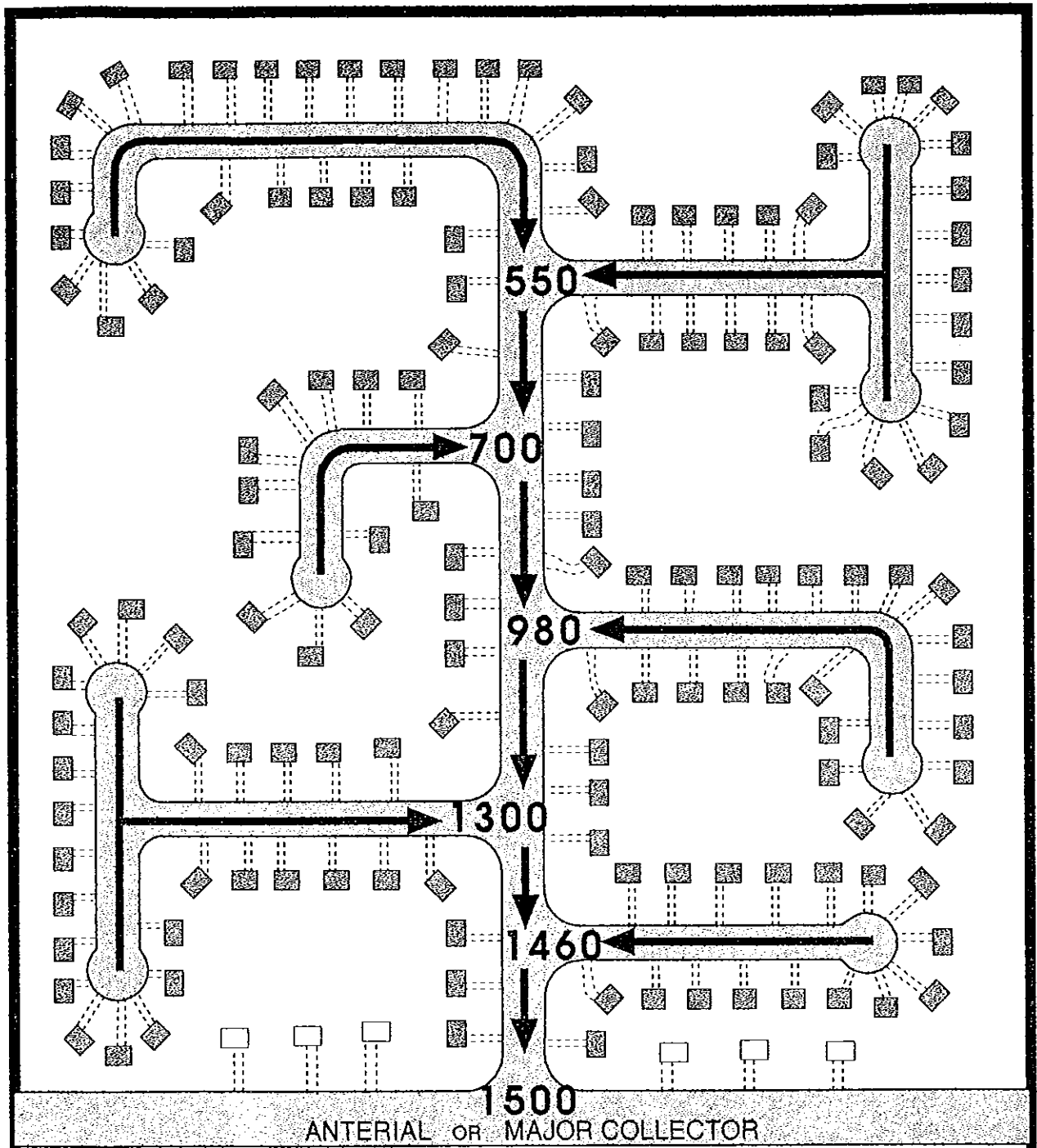
1. Ensuring new roads, built by private developers and turned over to the Township meet public specifications which will enable the Township to maintain the roads in a cost-effective manner.
2. Channeling traffic where it will not have a detrimental effect on residential development, but provide the maximum convenience for the business community.
3. Ensure that standards are sufficient, but not over-designed.

The primary implementation of these policies is through the Comprehensive Plan and the Subdivision and Land Development Ordinance. As mentioned in the discussion in the Land Use section, a local unit of government has great flexibility in these areas. The system of road requirements is normally based upon two or three planning theories. The community's road standards can encourage or discourage much of what will decide the future nature of the community. For example, the road standards must make sense so that new roads fit into the existing system. To quote rural planner Randall Arendt, "A great many of the subdivision street standards currently used in rural communities were generated decades ago to accommodate large traffic volumes in huge tract housing developments built in many metropolitan and suburbanizing areas. Rarely have these standards been updated or adapted specifically for use in more rural locations. In setting local standards for new subdivision streets, small communities have tended to copy the most readily available technical provisions already adopted by their more urban counterparts, without realizing the inappropriateness of those regulations to their rural situation . . . Hardly anything could be more bizarre than requiring a 30-foot wide asphalt street to serve 12 homes



### GRID PLAN

- AT 10 TRIPS PER DAY PER HOME, THE 150 HOMES IN THIS PLAN PRODUCE 1500 TRIPS PER DAY.
- EACH OF THE SIX INTERSECTIONS IS LABELED WITH THE NUMBER OF TRIPS EACH SERVICES DAILY.



### CUL-DE-SAC PLAN

- AT 10 TRIPS PER DAY PER HOME, THE 150 HOUSES IN THIS PLAN PRODUCE 1500 TRIPS PER DAY.
- EACH OF THE SIX INTERSECTIONS IS LABELED WITH THE NUMBER OF TRIPS EACH SERVICES DAILY.



on a pair of cul-de-sacs stemming off an existing public road that is barely 16-feet wide with pronounced ruts in its dirt surface.” Hayfield seems to have a good common-sense standard for gravel roads.

One area of potential concern in the ordinance is a rather liberal policy regarding cul-de-sacs. A cul-de-sac is simply a circular area sufficient for turning. They have become very popular in the last fifteen years, because they severely restrict local traffic, giving the cul-de-sac residents a very low traffic street. However, this can have the unintended consequence of increasing traffic in front of pre-existing development, as the diagrams illustrate. If a cul-de-sac system were replaced by three major collectors, the traffic impact upon homeowners mean major intersections are reduced by 66 percent.

Furthermore, if built at fairly common suburban standards, a 125-unit subdivision requires at least a 5,000 foot road system, or 9 miles. However, a service vehicle in the cul-de-sac system would need to travel 1.75 miles to plow snow one time or collect trash. A grid system serving units at comparable density would require only 1.2 miles of travel. Finally, there is the very real public safety issue of creating a street system with such limited access.

### COMMUNITY FACILITIES

Unlike the road system, public water and sewer are completely within the realm of local control (within the parameters of State/Federal health and safety regulations). Normally, the local need for such infrastructure is based upon either historic density of development or market demand. Typically, in Pennsylvania, incorporated boroughs developed systems, which have subsequently been extended to selected portions of townships. Even such urbanized townships as Millcreek (in neighboring Erie County) have been able to extend service to their entire population. Frequently, sewer or water service is provided in Pennsylvania through an intermediary municipal authority. The purpose of the authority may be solely financial, or it may also actually operate the system. In any case, the system of financing/operating authorities makes intermunicipal systems and intermunicipal representation much more possible.

In the Hayfield Township area, two forms of operating arrangements can be seen. The sewer system is operated by the Saegertown Municipal Sewer Authority, which

does include Township representation. Conversely, the nearest water system is operated directly by the Borough of Saegertown.

According to data collected by the Northwest Pennsylvania Regional Planning and Development Commission, the Municipal Authority has a service area of perhaps 2,000 persons, in Saegertown Borough, Hayfield Township, and Woodcock Township. The system has about 100,000 feet of lines, and has a two-stage treatment system. Flows are typically significantly lower than permitted capacity, as illustrated below:

	<u>Average Actual Flow</u>	<u>Permitted Flow</u>
Hydraulic Loading (Gallons Per Day)	224,000	491,000
Organic Loading (Pounds Per Day)	235	835

Thus, the system is operating at only 45 percent of its hydraulic capacity and 28 percent of its organic capacity. This indicates that the system:

- Has the practical capacity for roughly another 800 households.
- The system is operated efficiently, with no inflow or infiltration overloads.

The attached map illustrates the portions of Hayfield Township currently served by the Saegertown Authority system.

As mentioned previously, the nearest water system is directly owned and operated by the Borough of Saegertown. This system has three wells to supply raw water, which are located in Hayfield Township. Total well pumping capacity is listed at 360,000 gallons per day. The hookups served use an average of 312,430 gallons per day. This puts the system at about 86 percent of capacity. This means the system could not realistically hook in many more users than it currently has without expanded raw water storage plus treatment capacity.

## THE PLANNING PROCESS AND LOCAL ATTITUDES ABOUT GROWTH AND DEVELOPMENT

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Aware of the potential for growth and development to bring both positive and negative changes to the community, in 1996, the Township Supervisors mailed every household listed on the per capita tax rolls a short survey. This survey included a pre-addressed envelope and stamp for return postage. The survey asked six key questions about citizen attitudes toward Hayfield Township's future. A total of 1,135 surveys was mailed out, with a return of 428. This response rate of 37 percent falls into the range of high average for the rate of return for such a survey. The questions and results are as follows:

### Question 1: The present rate of growth in the Township is:

Choice	Number	Percent
Too Slow	78	18.8
Too Fast	62	15.1
Adequate	273	66.1

Quite simply, a majority of citizens are satisfied with the level of growth and development that has occurred in Hayfield Township to the present time.

The second question asked respondents to prioritize the kinds of growth and development they would most like to see come to Hayfield Township in the future (number 1 for most favored, down to 5 for least favored).

Category/Ranking	1	2	3	4	5
Light Industrial	97	93	89	56	32
Commercial	37	49	103	89	62
Residential	125	103	68	37	34
Agricultural	146	60	42	47	61
Industrial	39	25	25	66	171

The top priority forms of development are illustrated in the next table by percentage. It should be noted that respondents could choose more than one top priority.

Category	Percent
Agricultural	32.8
Residential	28.1
Light Industrial	21.8
Industrial	8.7
Commercial	8.6

Members of the community were asked their opinion as to various planning tools to continue for the Township's future.

**Q. Would you be in favor of updating the 1970 Hayfield Township Comprehensive Plan?**

A comprehensive plan could be used as a policy tool for Hayfield Township to deal with growth-related issues.

Yes	280	(80.4%)
No	68	(19.6%)

**Q. Would you be in favor of considering some land use regulations to deal with growth?**

Yes	317	(77.5%)
No	92	(22.5%)

**Q. Would you be willing to attend a public meeting and discuss growth and related issues?**

Yes	312	(76.8%)
No	94	(23.2%)

The second effort to learn about the community’s attitude about various growth and development issues was the Town Hall meeting held at the Hayfield Township Central Hose Company Hall on October 19, 1998. After an introduction by local officials, and a brief discussion of the survey and the formation of a planning commission which resulted from the survey, the “visioning” exercises began. The participants were split into two groups so that everyone would have better opportunity to speak. Virtually, all of the 45 or so residents had lived in Hayfield at least five years, and most were homeowners, so they represented citizens with an investment of both time and property in the community. Here is what they said:

When asked what had changed the most in the time they lived here, the answers from each group had remarkable similarity:

<b>Most Changed Aspects of the Community: Shared Answers</b>	
<b>GROUP 1</b>	<b>GROUP 2</b>
<u>Votes</u>	<u>Votes</u>
I-79 - more traffic	Loss of stores
Stores closed (Mom and Pop)	I-79
Less agriculture	Not as agriculture as once was
New schools	Schools build new ones. Sold old ones.
New residents	More neighbors
Resurface roads	Many more new homes
New fire company	Taxes risen - mostly school
Addition on church	(Planning process to build.)
Growth of small businesses	Cable
New bridge over Cussewago Creek	
Good garage (mechanic) gone	
Good road maintenance	

**Aspects of the Community Which Have Stayed the Same:  
Shared Answers**

<b>GROUP 1</b>		<b>GROUP 2</b>	
<u>Votes</u>		<u>Votes</u>	
1	Hill on Route 198		Nothing has changed
1	Wilderness along Cussewago Creek		Still know neighbors
0	Population - numbers		
0	Most roads still unimproved		
0	Speed of progress		
0	People still friendly (outsiders accepted)		
0	Hayfield Grange		
0	Churches all still open		
0	Township Building		

Each group was then asked to list the community's assets (things that should never change), weaknesses (things that should change), and to visualize the best and worst future they could realistically imagine.

**Community's Assets: Shared Answers**

**GROUP 1**

**GROUP 2**

Votes

- 9 Good clean junk yard
- 5 Public water and sewer in certain areas
- 3 Volunteer Fire Department
- 1 Mix of agricultural, industrial, residential, wilderness
- 1 Cooperation between municipal government and people (example, athletic fields/resources)
- 1 Taxes (school - Penncrest)
- 0 Supervisors that listen
- 0 Not forced into public sewer and water

Votes

- 10 Country setting
- 8 Wildlife
- 7 Peace and quiet
- 0 Reasonable access to Interstate
- 0 School system
- 0 Family here

**Community's Weaknesses: Shared Answers**

Votes

- Salt on roads
- General public safety
- New industries - responsible use of water and recovery systems

Votes

None

<b>Community's Best Future: Shared Answers</b>			
<b>GROUP 1</b>		<b>GROUP 2</b>	
<u>Votes</u>		<u>Votes</u>	
8	Program to tar and chip roads (unimproved)		Still mostly like it is. Still farmland.
5	Continue to have a Board of Supervisors that can work together		
2	Reasonable growth		
0	Route 198 to Saegertown - bridge widened		
<b>Community's Worst Future: Shared Answers</b>			
<u>Votes</u>		<u>Votes</u>	
10	Don't lose local control	9	McDonald's at Interchange
8	Do nothing	9	Government with its nose stuck in everything
8	Unwanted industry	9	Nuclear waste dump - any dump
3	Unwanted businesses	6	More subdivision
0	To end up like Erie or Pittsburgh	3	More houses
0	Township residents not being involved	0	Higher crime rate

The final phase of the Town Hall meeting was a discussion of various approaches to the Township's future. Four broad choices for community action were offered:

1. Discourage development
2. Encourage development
3. Assure quality development
4. Do nothing

Finally, for each broad approach, a list of potential tools to implement the approach was discussed. Participants were asked to use green stickers to indicate support, and red votes to indicate opposition to the tools and approaches. The results of this process follow:



	<u>Green Votes</u>	<u>Red Votes</u>
<b>Ways to Discourage Development</b>	7	0
Agriculture Security Areas	10	0
Agricultural Deed Notation	0	0
Pave no new roads	4	0
Extend no water or sewer lines unless the user/developer pays	15	0
<b>Ways to Encourage Development</b>	0	6
Extend sewer to the Interchange	1	15
Develop public water system	5	19
Comprehensive road paying program	1	14
Industrial/commercial zoning to protect public investment	18	0
Database of property for sale	0	0
LERTA tax abatement	1	10
<b>Ways to Assure Quality Development</b>		
Increase minimum lot size	16	0
Change "major" subdivisions to 5-lot cutoff	4	0
Conservation subdivisions	3	0
Agricultural/residential/small business protection zoning	13	0
Expand land development section of subdivision ordinance (prevent toxic or heavy industry)	1	0
<b>Ways to Do Nothing</b>	0	23
Go Home	0	12
Watch lots of television	0	3

### Issues on Which There is Consensus

The Town Hall meeting, combined with the survey, shows a significant community consensus.

- ▶ There was a wide consensus to preserve the rural nature of the community and discourage intense development/suburbanization.
- ▶ Citizens were interested in the adoption of land use regulations which protect existing development but which do not restrict local activities.
- ▶ The citizens affirmed that the community should, under no circumstances, do nothing about issues of growth and development. Some policy and action should be pursued. Furthermore, there was overwhelming support for local control over local affairs, rather than deference to county, State, or Federal levels of involvement.

The most favored land uses are:

- Farmland
- Forests
- Low density residential
- Small local businesses

The least favorable land use was any form of highway commercial use (fast food restaurants, strip plazas, etc.).

Public attitudes about public sewer and water range from ambivalent (at best) to opposition.

### Issues on Which There is No Consensus

There was not complete agreement however, as shown in the two issues below:

Members of the community are split on the issue of road paving. Some like the current gravel roads and see a link to them and a natural means of

discouraging intense development. Others prefer the convenience of paved roads.

Citizen views of industrial development run from ambivalence to slight opposition. Most of the residents with trepidation about these seem to be living in areas which would be directly affected.

## COMMUNITY DEVELOPMENT GOALS AND OBJECTIVES (WHERE WE WANT TO BE)

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The current land use patterns of Hayfield Township are a mix of agriculture, woodlands, small businesses, small crossroads, villages, high-quality light industries, and low-density residential areas. Based upon both the Town Hall meeting and the survey, residents largely believe the historic pattern of growth and development has been well-balanced which should be continued. **Future growth and development will be accommodated to the extent that it does not upset the balance of the pre-existing community. In many respects, we are where we want to be right now.** Within this context, the Community Development Goals and Objectives are printed (in bold type) for each segment of the community. The Township's goal is to accommodate growth and development and remain rural by directing more intensive growth to those areas where infrastructure and resources are available to absorb its impact.

Working farms provide the community with employment, business opportunities, food, tax base surplus, wildlife habitat, and preservation of natural and scenic landscapes. These working farms should always remain an important part of our community. This Plan recognizes the current pattern of family farm agriculture as the highest and best use of land in many parts of the Township. **Family farms should always be a part of Hayfield Township. The Township will pursue policies to protect family farms from those forms of intensive development which would endanger their ability to continue.**

The woodland areas, streams, and stream banks of the Township provide beauty, revenue through sales of a renewable resource (timber), jobs, tax base surplus, and important functions of water conservation, prevention of soil erosion, energy conservation, and wildlife habitat. For certain areas of the Township (such as steep slopes and stream banks), woodlands and natural vegetation are the highest and best use. In other areas, some development can be integrated into woodland areas while preserving their utility to the community. **The preservation and conservation of woodlands, streams, and stream banks should be integrated fully into the land use planning process, without endangering the traditional patterns of pre-existing use.**

The vast majority of existing local businesses provide important entrepreneurial activities, employment, and provision of important goods and services to community residents. These businesses are particularly important because of their scale; they are not so large to require significant public services or create land use impacts which devalue neighboring properties. In addition, as small-scale businesses, many are locally owned, providing the highest possible local economic impact by reinvestment of receipts locally. **These small-scale businesses should be encouraged to continue. Similar entities should also be encouraged where they meet the twofold criteria of no discernible land use impact to neighboring properties, and no need of increased local government services.**

The low-density residential community provides the Township with the important component of homes for the majority of its residents. To this point, the provision of housing has been largely well-integrated into the diverse landscapes of farms, woodlands, and small businesses. **This integration should continue, allowing the Township to meet its needs for providing for future households while not sacrificing the other components of the Township.**

The Township has, thus far, seen intensive, expansive, or high-density growth or development, limited primarily to light industrial uses in the PA 198 corridor. Conversely, there has been no significant commercial or high-density residential development in the Township. The light industrial uses have been important as generating tax base surplus, import of capital into the community, and provision of high-quality jobs. **Future similar uses should be located where infrastructure is available to support the intensity of development and the uses can be buffered to prevent damage to neighboring pre-existing land uses. For commercial or high-density residential land uses, future development should be where both support infrastructure and the provision of related services; in neighboring Saegertown Borough, both are available. The Township will provide for these uses, where necessary, in a timing and location in which the public services can be integrated to the advantage of both Township and developer.**

Hayfield Township has a core of villages which were traditionally service centers for important institutions (such as churches and fire halls), residents, and local businesses. **Where the Township makes public investment, it should be concentrated in these villages. Land use patterns should also encourage these villages to thrive, grow, and continue by permitting a diversity of land uses.**

## LAND USE PLAN

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The Land Use Plan Map divides the Township into several areas, each recommended for future uses in the functioning of the entire community. These are:

**Agriculture/Low-Density/Rural Use Areas** - These are areas where the traditional patterns of rural low-density uses should be continued (farming, homes, woodlands, scattered small businesses).

Across the rural use area of the Township are also a variety of areas labeled **Special Conservation Concerns**. These are areas where inappropriate development could endanger aspects of the community, such as water quality, or cause damaging erosion. Most of these areas are currently wooded or wetland areas, which is already the highest and best use for these areas.

**Village Areas** - These represent the community's traditional home for institutional, small business, and many residential uses. These areas in the Township are important as the means to provide for some higher density uses while still preserving small-town/rural character.

An **Interchange Development Area**, where provisions can be made for the intensive uses which, if emplaced elsewhere, would threaten the property rights of pre-existing landowners.

A **Primary Development Area** which guides intense development (especially commercial or high-density residential) to the area where it is most logical; near the presence of public water and sewer.

There is also one area of the Township where further analysis must precede the decision-making process. Due to a wide diversity of increasingly intensifying development, the PA 198 corridor is designated as a **Special Study Area**.

**Agriculture/Low-Density/Rural Use Areas:** This recommended future land use is the most common one in Hayfield Township. It is recommended by the Plan that this







# Future Land Use Plan

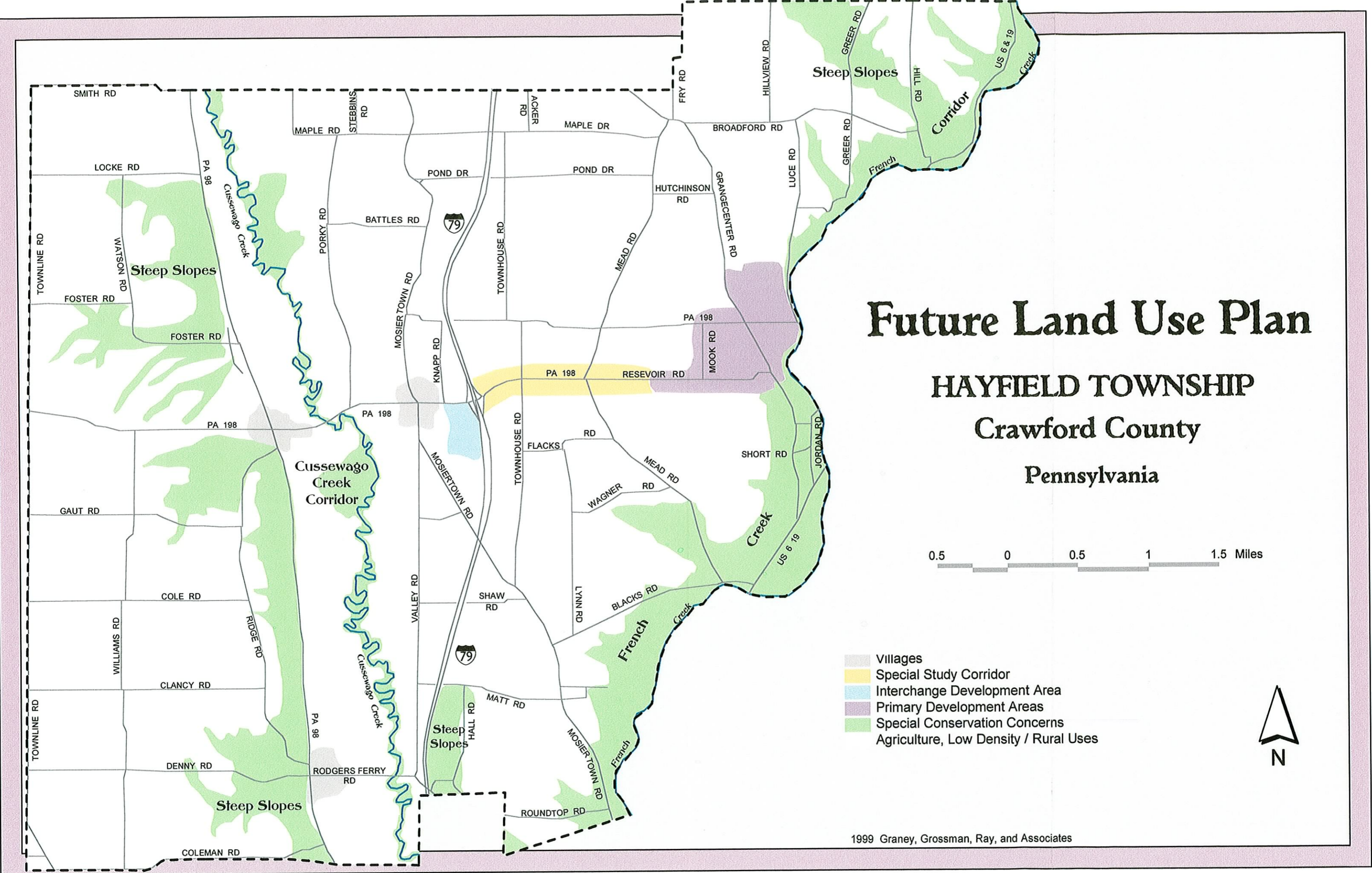
## HAYFIELD TOWNSHIP

### Crawford County

#### Pennsylvania

0.5 0 0.5 1 1.5 Miles

-  Villages
-  Special Study Corridor
-  Interchange Development Area
-  Primary Development Areas
-  Special Conservation Concerns
-  Agriculture, Low Density / Rural Uses



pattern continue into the future. However, for this to happen, the Township will need to treat this large area by addressing the individual needs of its component parts:

- Active farmlands
- Vacant woodlands
- Scattered small businesses
- Low-density residential

Each of these components of the rural community will have different needs to continue thriving. In certain situations, these needs will overlap, but each must be regarded in the context of its potential for growth and its effect on the aspects of the community. The first area of concern is agriculture.

Active and Prime Farmlands: Working farms are one of the most cherished resources of Hayfield Township. However, agriculture has not been a stable endeavor in the past 30 years. In 1969, Crawford County had 1,636 farms, encompassing 249,076 acres (average size of farm - 152 acres). By 1992, this had fallen to 1,122 farms and 211,037 acres (average size of farm - 188 acres). Only about half of the acreage decline can be attributed to farm consolidation and expansion. This means that each year Crawford County typically loses well over a square mile of farmland to either abandonment or development. In either case, it is almost never economically feasible to reclaim the resource.

Therefore, if the community cherishes its farms and believes they are important, it must pursue policies to make the local environment farm friendly.

The Agricultural Protection Areas are not depicted on the map because participation by farmland landowners should be a prerequisite for the development of such an approach. The necessary participation can be implemented through the enactment of an Agricultural Security Area (ASA). An ASA is a covenant between the Township and farm, and sometimes woodland landowners. Through this covenant, farmers are stating their informal intent to keep their land in agriculture (not a binding agreement). The Township binds itself to not pass ordinances which would restrict normal farming practices, and it relinquishes some of its rights of eminent domain.

Once an ASA is in place, the whole community should respond appropriately to this commitment by protecting these farm uses from conflicting new development. There



should especially be some form of protection which would prevent intensive development which would devalue property for its current uses or cause tax or public service fee increases.

There are a number of means to accomplish this. One of the easiest means is to implement the State's right-to-farm law by requiring deed notation in local land use ordinances. For new lots created in or abutting ASA lands, each subdivision plot and new deed would include a statement, such as the following:

“This property abuts an Agricultural Security Area. The purchaser acknowledges this and understands he or she may be subjected to the dust, pesticides, herbicides, odors, noises, and other impacts which are a part of normal farming practices.”

Deed notation is simply a form of consumer protection which fairly warns urban homeowners of the realities of living next to active farmland.

Other land use policies can work to protect farmers and farmland. For small and minor developments, a very low-density standard is recommended (2 to 10+ acres). Minimum lot standards of over 2 acres is defensible in Pennsylvania if linked to objective standards of agricultural preservation. Communities can implement this through an across-the-board standard in zoning and Agricultural Protection Districts, or a sliding scale. Sliding scales limit the number of times agricultural land can be subdivided. The best way to understand this is to read the following text, from the zoning ordinance of Plain Grove Township, Lawrence County:

*Special Requirements Within the Agricultural and Conservation Zone Districts*

*In order to support the stated community development objectives of preserving the Township's rural and natural atmosphere and of promoting the agricultural community, the following standards are established governing development within the agricultural and conservation zone districts. They are in addition to the requirements of Section 402 above.*

*403.1 Development density*

- a. *The number of lots created within any property existing in separate ownership on the date of adoption of this Ordinance, according to the Lawrence County lot and block records, unless such lots are for agricultural purposes and will contain no dwellings, shall not exceed the number of permitted by the following table:*

<u>Size of Original Property</u>	<u>Maximum Number of Lots</u>
<i>Less than four (4) acres</i>	<i>Two (2) in agricultural One (1) in conservation</i>
<i>Four (4) up to ten (10) acres</i>	<i>Three (3) in agricultural Two (2) in conservation</i>
<i>Ten (10) up to fifty (50) acres</i>	<i>Four (4) lots</i>
<i>Fifty (50) up to 100 acres</i>	<i>Five (5) lots</i>
<i>100 up to 150 acres</i>	<i>Six (6) lots</i>
<i>150 up to 220 acres</i>	<i>Seven (7) lots</i>
<i>220 up to 350 acres</i>	<i>Eight (8) lots</i>

- b. *No lots so created shall be smaller than required by Section 402, nor larger than two (2) acres if in the agricultural district or four (4) acres if in the conservation district. However, the owner of a large property may designate a part or parts of the property too awkward in shape, heavily wooded, sloping or isolated to support efficient agricultural use, and be permitted to create lots larger than the maximum stipulated above in such designated parts, provided the total number of lots subdivided from the original property does not exceed the maximum number permitted for the property stipulated by Section 403.1a above.*

This approach simply encourages the subdivision of tracts too small to make viable farms and encourages clustering of farm-size lots elsewhere.

Vacant Woodlands/Low-Density Residential: Conservation (wise use) of rural uses and features can be assured outside the ASAs as well. However, these areas can probably accommodate more development while not sacrificing quality of life and

rural economies. One recommended approach is based upon innovative, legally defensible techniques developed by the Natural Lands Trust. This approach is tailored for Pennsylvania communities. It rests upon providing developers with a menu of options, all of which would meet a community vision of preserving rural character and conserving land. Unique features of this approach include:

- A site planning process which integrates natural features and natural systems into development review at the beginning.
- Options which include 10-acres-plus mini-farms (or country properties), 4-acre-per-unit lots, or density bonuses for integrating land conservation into the process.

This approach would be suitable for Hayfield Township. It has great potential to facilitate development which fits the community vision and needs. As a first step, the full “Growing Greener” workbook should be made available to the Planning Commission in order to examine the ordinance models for local use. The models may be able to fit into standards for major subdivisions. Thereby eliminating a potential problem, the approach does not cover the need for a one-or two-time-per-parcel simple subdivision to encourage family continuity on the same land. Very often, a younger generation wishes to build a home on the same farm or large rural holding, but the lending institution requires a new lot for security. These infrequent minor subdivisions should be encouraged, as they will help young families remain in the community. A defensible standard for this would be about one to two acres per lot. Again, it is crucial that the subdivision ordinance carefully delineates the differences between major and minor subdivisions, including the disparity of impact upon the community.

Scattered Small Businesses: As the Township builds its land use policies for its many rural areas, it must be careful to not over- sanitize or suburbanize the countryside. At one time, many rural districts were treated as pristine, park-like areas, where very few business uses were allowed. This has probably been the cause of the rejection of land use planning by more rural communities than any other single factor. For example, in rural areas, zoning has been most successful where planners have acknowledged that:

1. The lower densities in rural areas lessen the potential for land use conflicts. Thus, if densities are kept relatively low, many different uses can coexist.
2. Flexibility works in rural areas as long as the scale of activities is kept small. Uses should not be allowed at the density and scale which would necessitate public infrastructure extensions. (This, by definition, is not rural, but a growth/development target area!)

High quality of life is the most important factor driving new development in rural areas. Unfortunately, the eventual boom-bust cycles which affect every real estate market will eventually lead to over development or inappropriate development. (Remember, Cranberry Township in Butler County was once a rural enclave for families leaving the Pittsburgh area for a better quality of life.) At what point does new development begin to adversely affect the quality environment that attracted it in the first place? One measure of that point may be when density and intensity require public infrastructure. If water, sewer, and road expansions are not subsidized in the first place, much over development of rural areas can be avoided. It is the job of local community planners and Township leaders to regulate scale to prevent such uses from being able to come to a site where such improvements would be necessary. The second market factor of importance is the need for a diverse, self-sufficient local economy in the countryside. Land preservation without building a local economy, where the land is valuable for farming and forestry-related uses, is a waste of time. Landowners must have the flexibility to use their land in ways which will sustain their economic needs as well as real quality of life.

Rural areas represent a beautiful and attractive environment which contribute to livability and property values. This represents a part of Hayfield Township's private and common wealth. Quality development in these areas will replicate those factors which enhance this common treasure for the benefit of the whole community. Again, with such a wide variety of uses, maintaining low density is crucial. Typically, this should be 1-2 acres per dwelling and 2+acres per each other use. If zoning becomes a tool to implement the Plan (it being the only way to regulate the placement of land uses geographically), the ordinance should provide room for those traditional small-scale rural endeavors which enhance the community. Truly rural zoning districts can allow sawmills, homes, family farms, and even small-scale manufacturing to coexist. High quality of life is the most important factor driving new development in rural

areas. It is the job of zoning to regulate scale to prevent such uses from being able to come to a site where such improvements would be necessary.

Much of the cutoff between appropriate development and overly intensive development appears to be where the developer also lives at the site. Thus, any ordinance should include standards to facilitate home occupations, and secondary on farm businesses. Examples include:

- Feed and implement dealers
- Service/repair businesses
- Day care
- Personal care
- Professional/veterinary offices
- Limited light manufacturing (owner resident only)
- Limited retail business (under 3,000 to 5,000 square foot of leasable area)
- Mini-storage facilities (owner resident)
- Bed and breakfast
- Small food processing businesses

These are all uses which can provide farmers with a non-farm source of income while remaining on the farm. This can also provide homeowners with a source of income at home, either full or part time. This makes the community more self-sufficient.

**Special Conservation Concerns:** Within the woodlands and open fields of the Township are areas where development is unlikely, but if it did occur, damage could be done to neighboring properties. These areas (steep slopes, floodplains, wetlands, and stream corridors) are also essential components of the rural countryside that make Hayfield Township a desirable community. By not being used or developed, these areas provide wildlife habitat, recreation such as hunting, and periodic valuable timber supply.

The key to planning for these areas is to encourage development to go elsewhere or to include the natural systems and limitations in the site planning process.

For example, standards can prevent the intense development that would require expensive stormwater management systems, particularly in areas of steep slopes and

stream banks. These standards would not apply to agriculture, which generally includes the harvesting of timber for sale, but only to land development or zoning/building permits. Their sole purpose is to preserve natural systems which can save ultimate costs for man-made infrastructure. The following standard from Mercer County illustrates this:

*Steep Slope Protection/Erosion Control: Any non-agricultural land development or new construction shall maintain the following standards, outside roadways and building footprints to prevent unnecessary erosion, and stormwater runoff:*

- A. *In areas of ten percent (10%) or greater slope, which involve elevation changes of at least twenty-five (25) feet, as shown in USGS 1:24,000 series maps, fifty percent (50%) of all trees of a minimum caliper of four (4) inches shall be preserved unless of species recognized by the Zoning Officer as inferior for erosion control, stormwater management, energy conservation or timber.*
- B. *In areas of fifteen percent (15%) or greater slope involving an elevation change of at least fifty (50) feet as shown on USGS 1:24,000 series maps, seventy-five percent (75%) of all trees of a minimum caliper of four (4) inches shall be preserved unless of a species recognized by the Zoning Officer as inferior for erosion control, stormwater management, energy conservation or timber.*
- C. *In areas meeting the above criteria, the developer may be exempt from these requirements by preparing a two (2) foot contour interval map of the proposed development illustrating that, due to map scale, the conditions depicted on the USGS 1:24,000 series maps do not apply.*

*Stream Buffer Zones: To slow stormwater runoff and sedimentation along waterways and along perennial streams, all non-agricultural land developments shall maintain a buffer preserving natural vegetation as a part of yard areas to the following standards:*

<i>Slope of Land Between Building and Stream Bed</i>	<i>Minimum Width of Buffer Yard</i>
0%	25'
10%	45'
20%	65'
30%	85'
40%	105'
50%	125'
60%	145'
70%	165'

The previously mentioned planning model in the Growing Greener guidebook also outlines a planning process which can integrate environmentally sensitive areas into the site planning process. In many cases, conservation organizations have developed other models for accommodating development and preserving natural features.

Hayfield Township is fortunate in having one of the nation's more innovative and progressive conservation organizations nearby -- the French Creek Project. The project identifies itself as "a cooperative project that brings together landowners, farmers, the business community, local government officials, scientists, conservationists, sportsmen, and educators in an effort to conserve the French Creek Watershed." Their motto is "Conservation Through Conservation." They are willing to work with local governments in any capacity to further these goals.

Because the community's goal of remaining rural and the French Creek Project's goal of conserving the watershed have tremendous overlap, it is recommended that the Planning Commission work cooperatively in implementing the Plan for the French Creek corridor portion of the Township. This probably will initially involve drafting elements of land use regulations like those detailed above, but may eventually include recreation planning, stream-side access, or conservation initiatives.

**Village Areas** are those small rural areas in Hayfield Township where there has historically been some concentrated development. The village is the oldest form of urban place known to mankind. What defines a village? It is generally a small urban

place with very close social and economic ties to the surrounding countryside. In Hayfield, their villages are remembered in place names, and once probably served as retail centers for farmers. Spatially, the village is typically characterized by its pedestrian scale. In most villages, the largest buildings are usually community gathering places (churches, halls, etc.). These seldom exceed two stories of usable space. Commercial uses are often the same size as single-family dwellings. Since buildings are relatively small, lot sizes are compact enough to facilitate pedestrian access of everything in the village. It is a form of development which can still work today.

With trends such as the enormous growth in small businesses, home offices/telecommuting, and home buyers' desires for real communities, villages hold much promise as a way of living again. For places such as Hayfield Township, villages can sometimes absorb denser forms of small-scale development. This retains rural character and provides room for growth. Unlike a modern subdivision, villages can accommodate some apartments, churches, and light commercial uses. What tied this diversity together was a small, human, pedestrian scale. In a village, most people do not mind living near a mom-and-pop business. They would mind living next to a 50,000 square foot superstore. Uses may be fairly dense, but they must remain friendly to a pedestrian scale, and small-town environment.

**Interchange Development Area** Interchanges have frequently become communities' gateways to the outside world. Limited access highways fulfill the nation's major transportation functions like railroads once did and waterways before that. It is, therefore, natural that interchanges become funnels for commerce, everything from industry to retail uses, and a means for workers to move from home to workplace.

Interchanges attract any type of commerce which needs both accessibility and a highly visible location. Both of these are linked to vehicular traffic. Normally, the greater vehicular traffic raises visibility at the cost of accessibility. In the current real estate market, visibility is worth more than accessibility. A recent trend has been the construction of larger retail stores (the superstore or mega-store concept). Twenty years ago, a typical department store was twenty thousand (20,000) square feet of gross leasable area (the total area under roof). Today, department stores are typically one hundred thousand (100,000) square feet [more than two (2) acres] under roof. Some new malls, shopping centers, and similar developments are now approaching five hundred thousand (500,000) square feet under roof.



However, due to pre-existing uses and development constraints, Hayfield Township has only limited developable interchange areas. For the sake of the local economy, development here should emphasize industrial over commercial development. Quality standards should be developed to assure that these intensive uses do not impact neighboring homes.

### **Design Factors:**

- ▶ Interchange areas need room on-lot to park many cars.
- ▶ Signage and lighting are typically designed for visibility at high speeds and great distances. This means they are overpowering for nearby, stationary viewers.
- ▶ Anything as large as some new interchange developments will have an innate impact on neighboring development due to size alone. This impact can be particularly adverse to small pre-existing uses, especially residential areas. It is crucial to ensure some form of buffering. This prevents these areas from impacting upon pre-existing homes. This can be done almost as easily in the subdivision ordinance as the zoning ordinance.

**Primary Development Area** - This would be to encourage a wide variety of intensive uses near both water and sewer. If the Township pursues a zoning ordinance, it must have an area within its bounds appropriate to such uses as larger scale apartments, commercial development, and similar uses. It is most natural for this to occur near Saegertown Borough, where development can potentially benefit both communities.

If zoning is pursued, this area could accommodate many uses that could not be accommodated elsewhere, such as:

- Shopping centers
- Large apartment complexes
- Large mobilehome parks

This prevents these types of uses from forcing financially disadvantageous water or sewer extensions. It also places dense, intense development where it might best benefit both Saegertown Borough and Hayfield Township.

Finally, there is need to further examine the PA 198 corridor as a **Special Study Area**. This area has seen a mix of both residential and industrial investment. The community should prepare a good mapping property line database, integrate it into the 911 structures data, and invite all property owners to a public hearing on the future of this corridor. If zoning is pursued, it will need to be very carefully delineated to protect the property rights of all parties involved.

## HOUSING PLAN

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Hayfield Township has none of the common problems associated with housing in rural Pennsylvania, which commonly fit into one of the following situations:

1. Rural growth by people migrating from urban places raises the cost of land and housing to a situation where housing is no longer affordable to long-time residents. This situation is sometimes exacerbated by local land use regulations. In some communities, building codes, subdivision regulations, and even zoning can unnecessarily contribute to the cost of housing through excessive street and curbing standards, and unduly high processing fees.
2. Out-migration from the area leaves a residue of abandoned, deteriorating housing.
3. Economic conditions are so bad that young families and the elderly live in substandard housing, such as former seasonal dwellings.

Hayfield Township was shown by the brief Background Analysis to have none of these conditions. This does not mean there is any substandard housing or that there are no residents struggling to make house payments or rent. It is simply apparent that these conditions are not so widespread as to be statistically visible, and that conditions in the Township are much better than comparable places in the region.

Thus, the task before the Township will be to ensure that its planning efforts keep housing affordable and sound. There are several means to do this through the implementation of the Land Use Plan.

One issue of particular concern in rural communities such as Hayfield Township is in the area of mobilehomes and mobilehome parks. The Pennsylvania Municipalities Planning Code defines each as follows:

*“Mobilehome,” a transportable, single-family dwelling intended for permanent occupancy, contained in one unit, or in two or more units designed to be joined into one integral unit capable of again being separated for repeated towing, which arrives at a site complete and ready for occupancy*

*except for minor or incidental unpacking and assembly operations, and constructed so that it may be used without a permanent foundation.*

*“Mobilehome lot,” a parcel of land in a mobilehome park, improved with the necessary utility connections and other appurtenances necessary for the erections thereon of a single mobilehome.*

*“Mobilehome park,” a parcel or contiguous parcels of land which has been so designated and improved that it contains two or more mobilehome lots for the placement thereon of mobilehomes.*

Quite frankly, many citizens do not like either, believing their presence lowers the values of neighboring properties. However, the Pennsylvania court system has stated in explicit terms that no municipality can completely exclude either mobilehomes or mobilehome parks.

The basic standard which must be adhered to is that any owner-occupied mobilehome on a single lot cannot be treated substantially differently than a similar stick-built home. It is reasonable for a township to ensure mobilehomes do not become a threat to public health and safety by requiring a secure foundation (footers below the frost line) and adequate tie downs.

For mobilehome parks, there should be some standard recognizing them as an alternate land development. Most land use ordinances permit mobilehome parks to develop at a higher density than standard subdivisions (around 2 units per acre and a minimum size of 4 acres for a park seems a defensible minimum). The current section of the Subdivision and Land Development Ordinance could be amended in this area. If zoning is pursued, large mobilehome parks should be limited to the primary development area.

Over time, Hayfield Township may see the need for more multiple-tenant housing options. This will occur as current homeowners retire and begin looking for lower-maintenance housing. The community should plan for this by providing some alternative housing in various forms throughout the community. A recommended scenario would be as follows:

Rural Use Areas - Secondary apartments allowed on-lot/owner-resident personal care homes, permitted/duplexes allowed by some criterion. Perhaps small mobilehome parks (maximum 4-5 units).

Village Areas - In addition to the above, permit conversion of homes and new construction of apartments with a maximum of 3-5 units. If infrastructure would support it, these areas could perhaps host nursing homes or personal care homes by some special criterion.

Primary Development Area - Reserve for large-scale mobilehome parks, and large-scale apartments, personal care, nursing homes.

## COMMUNITY FACILITIES AND TRANSPORTATION

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Hayfield Township is ultimately responsible for providing community facilities and public services to developments within the community. If on-lot sewer systems fail in a residential subdivision, the Township has no realistic legal or political choice, but to address the problem. This ultimately affects the community's fiscal policies as well, as future development must be a balancing act between new revenues and the need to provide services to development. In simple terms, different forms of new development can have very different fiscal impacts. The purpose of this section of the Plan is to analyze whether the Land Use Plan will be sustainable for Hayfield Township's financial and infrastructure policies. The key to this is to understand whether each new development will need significant community facilities services and use the Land Use Plan to guide it to where such services can be provided in a cost-effective manner.

The following table shows generally how various forms of development will affect a Pennsylvania municipality or school district.

**TABLE 7**

**HIERARCHY OF LAND USES AND TYPICAL FISCAL IMPACTS**

<u>Land Use</u>	<u>Fiscal Impact On</u>		<u>Public Service Needs</u>
	<u>Municipality</u>	<u>School District</u>	
Research Office Parks	+	+	High
Office Parks	+	+	High
Industrial Development	+	+	High
High-Rise/Garden Apartments (Studio/1-Bedroom)	+	+	High
Age-Restricted Housing	+	+	High
Garden Condos (1-2 Bedrooms)	+	+	High
Open Space Lands (Farm and Woodland)	+	+	Low
Retail Facilities	-	+	High
Townhouses (2-3 Bedrooms)	-	+	
Expensive Single-Family Homes (3-4 Bedrooms)	-	+	Moderate
Townhouses (3-4 Bedrooms)	-	-	High
Inexpensive Single-Family Homes (3-4 Bedrooms)	-	-	Moderate
Garden Apartments (3+ Bedrooms)	-	-	High
Mobilehomes	-	-	Moderate to High

Note: This is a general listing and may not apply accurately to any one specific development. The fiscal impacts must always be viewed in the context of the specific community, existing surplus capacity of local services, and other development occurring in the jurisdiction.

Source: Penn State Cooperative Extension Service, 1993; Public Service needs added by consultant.

Across Pennsylvania, the actual impacts have been studied. For farm and woodland, the cost of community services is about 7½ cents for every tax dollar paid. Residential developments require \$1.27 worth of services per dollar generated. Commercial/industrial development cost 10 to 14 cents per dollar generated. The key to community facilities planning is, thus, to not allow intensive residential development too far from community facilities, and keep some open/farm land.

Planning for the transportation impact and maintenance costs of these facilities is similar to water and sewer utilities. The key is to guide large-scale and intensive uses. The Township's many gravel roads are the most cost-effective form of access roads for low-density residential uses, farms, and isolated small businesses. To permit traffic-intensive uses on these roads would either force an expensive resurfacing or invite a maintenance disaster. Intensive development should be guided, wherever possible, to the State or improved Township roads. Conversely, new subdivision roads which would outlet onto gravel roads should keep the same standard. One facet of this issue which the Planning Commission should address is the relationship between rural settings and gravel roads. Everyone wants well-surfaced roads, but residents must understand that improved roads actually invite more use, higher speed travel, and eventually more development. The one exception to this situation would be where gravel roads abut a stream bank and increase sedimentation in the stream (this lowers water quality for fish). In such cases, a coalition of the Township and the French Creek Project could probably secure funding for paving.

A second related issue is the massive parking lots required by such entities as shopping centers and large employers. The typical suburban-based zoning ordinance often requires all new parking lots to be paved. However, in the absence of a complete storm sewer system, this can create runoff problems for neighboring lots. It is recommended that the Township not require paved lots, and that paved lots retain buffer strips of natural plantings to absorb runoff for paved lots. Lots over one acre should additionally include some islands (with curb cuts on the down drain side) to absorb interior runoff.

Finally, it is the responsibility of Hayfield Township to ensure that new transportation facilities (roads and parking lots) fit into the existing system. Some simple means to achieve this through the Subdivision and Land Development Ordinance include:

- ▶ Require parking lots which abut one another to have internal connections which do not require traffic to re-enter an arterial road. This can provide an inexpensive alternative to secondary access roads, and prevent congestion of arterials by local traffic. It can also prevent the need for reconfiguration if traffic lights are ever required.



- ▶ Strongly discourage dead-end streets or cul-de-sacs. Where cul-de-sacs are truly necessary, they should be of the open loop type. Cul-de-sacs should never exceed service of more than 12 to 15 homes. “T” turns are also preferable, particularly in light of the next item.
- ▶ Where new roads in neighboring subdivisions abut, they should be required to connect. Subdividers should be permitted to deviate from minimum lot standards in order to provide small right-of-way reserve strips at any turning loops or “T” turns.

These activities can assure that new road systems help fulfill the Land Use Plan, rather than inhibit it.

## IMPLEMENTING THE PLAN: A 3 TO 5 YEAR ACTION PLAN FOR HAYFIELD TOWNSHIP

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The following is a chronological list of projects which would build the community's land use policies in a sensible fashion. As a general rule, many of the first projects are prerequisites for latter ones. For example, a good property line base map is necessary in order to prepare the official zoning map required in a zoning ordinance. Other projects are not prerequisite. The community may choose to pursue a zoning ordinance as an alternative to further development of the land development sections and lot standards in the subdivision regulations. Within this context, the keys to implementation are threefold:

- **Remain Flexible to Changing Conditions.** Even this Plan is not written in stone. If better tools are found next year to implement the local consensus developed in Part Two of this document, they should be pursued.
- **Keep Listening to the Citizens.** Each step of the implementation must be accompanied by citizen input through town hall meeting, surveys, or both. If meetings are a part of the input, they must be more than the minimum advertised public hearings authorized by the Municipalities Planning Code. Meetings and hearings should be advertised by flyers and news release material, neither of which is expensive.
- **Make the First Projects Simple.** The old adage that "success builds success" has been a key to many small town planning programs. This also allows periodic citizen meetings to be benchmarks for citizens to see the progress the Planning Commission and Township Supervisors have made.

With these suggestions, the list of projects follows:

### 1. **Prepare an Electronic Property Line Base Map**

*First Step* - Work with the Crawford County Planning Commission to see if it could be underwritten as part of the development of their countywide GIS system.

*Who Can Help* - Pennsylvania State Universities at Clarion, Indiana, and Slippery Rock, county planners.

**2. Adopt an Agricultural Security Area (ASA)**

*First Step* - Convene a meeting of farm and forest landowners.

*Who Can Help* - Penn State Cooperative Extension, Pennsylvania Department of Agriculture, county planners

**3. Amend Subdivision and Land Development Ordinance to accomplish the following:**

**A. Extensive Standard for Land Developments**

1. Create three categories [Accessory, Minor (-20,000 ft sq. GLA), Major]
2. 2-acre minimum for major and minor land developments
3. Screening/buffering standards to protect neighbors.
4. Parking lot storm water standards.
5. Alternative land development types (multi-family, mobilehome park, etc.)

**B. Note, ASAs on Subdivision Plats warning the buyer that right to farm is pre-eminent.**

**C. Limit Cul-de-Sacs**

1. Require dual connections unless physically infeasible
2. Require open turning loops in preference to paved centers.

**D. Lower cutoff for major Subdivision (2-3 Lots)**

- E. Increase minimum lot size (1.5-2 acres)

*Who Can Help* - County Planners

- 4. **Investigate How Conservation Subdivisions and the “Growing Greener” Approach Could be Integrated into the Ordinance.**
  - A. Investigate tiered approach as subsets of major subdivisions
  - B. Upgrade conservation information mapping database
  - C. Integrate into Ordinance.

*Who Can Help* - The French Creek Project, Natural Lands Trust

- 5. **A Zoning Ordinance** - A successful zoning ordinance for Hayfield Township must Protect, rather than Restrict.

*First Step* - Education about Zoning. The Planning Commission and Supervisors should educate the public about the following:

- 1. Zoning does not prevent anything, good or bad, already lawfully existing in the community from continuing.
- 2. Zoning must give each property owner a reasonable range of choices for the use of his or her property.
- 3. Zoning is the only way to geographically regulate the placement of large-scale facilities which require public water and sewer.

Following this, the Commission should prepare a draft ordinance, stopping several times in the process to meet with the public. As a starting point, the general use districts and categories outlined in the Land Use Plan can be used.

*Who Can Help* - County planners, national planning organizations

## CONCLUSION

One of the lessons of planning is the interconnectivity of many facets of the community, within itself and to other places around it. For this reason, the Pennsylvania Municipalities Planning Code requires all comprehensive plans to have, “a statement of the interrelationships among the various plan components” and “a statement indicating the relationship of the existing and proposed development of the municipality to the . . . contiguous municipalities . . . and . . . the county of which it is a part, and to regional trends.”

Hayfield Township’s Plan elements all relate to the primary desire of the residents of the Township to largely remain a rural community. The Conservation, Land Use, Community Facilities, Housing, and Transportation policies all relate to this community’s own choice of its future density.

How does this relate to the neighboring communities and region? If much of Hayfield Township remains rural, much of the new growth and development will ideally be channeled to other local municipalities, such as Saegertown or even Meadville. From the perspective of the whole local region, this is the preferred scenario. Saegertown and Meadville have the community facilities and services to already provide for intensive growth and development in a cost-effective manner. Also, demographics show that for these communities, it will be essential to reverse some trends of decline to have a user base to continue providing public facilities and services. Recognizing its integral part in a larger whole, a healthy rural community in Hayfield can mean healthy neighboring small towns.